

**Luz Escamilla** proposes the following substitute bill:

**State Homeless Campus Amendments**

2026 GENERAL SESSION

STATE OF UTAH

**Chief Sponsor: Luz Escamilla**

House Sponsor: Sandra Hollins

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**LONG TITLE**

**General Description:**

This bill enacts provisions relating to a state homeless services campus.

**Highlighted Provisions:**

This bill:

- ▶ defines and amends terms;
- ▶ requires the coordinator for the Office of Homeless Services (coordinator), in cooperation with the Utah Homeless Services Board (board), to create a comprehensive plan for homeless services campus (campus) residents and the surrounding community within a certain time frame after announcing or recommending the location of a campus that addresses:
  - safety;
  - transportation;
  - use of the homeless services campus as an emergency shelter;
  - the types of treatment and support services offered to residents;
  - treatment and support service provider and staff requirements; and
  - other certain services;
- ▶ requires the coordinator, in cooperation with the board, to coordinate with certain public safety entities to receive incident reports created in response to certain services provided to the campus and the campus's residents, employees, or volunteers;
- ▶ requires the homeless services ombudsman (ombudsman) to conduct an investigation of the campus under certain circumstances;
- ▶ allows the ombudsman to make recommendations and assist the coordinator in creating a remediation plan if a campus is found in violation of law;
- ▶ provides a certain time for the campus to cure a violation;
- ▶ allows the ombudsman to recommend that the campus cease operations under certain

- 29 circumstances;
- 30     ▸ provides that the Legislature may withhold campus funding in certain circumstances;
- 31     ▸ gives the ombudsman rulemaking authority to implement and carry out a campus
- 32 investigation;
- 33     ▸ creates reporting requirements; and
- 34     ▸ makes technical and conforming changes.

35 **Money Appropriated in this Bill:**

36 None

37 **Other Special Clauses:**

38 None

39 **Utah Code Sections Affected:**

40 AMENDS:

41 **35A-16-102**, as last amended by Laws of Utah 2025, First Special Session, Chapter 16

42 **35A-16-203**, as last amended by Laws of Utah 2025, Chapter 530

43 **35A-16-1002**, as enacted by Laws of Utah 2025, Chapter 422

44 ENACTS:

45 **35A-16-213**, Utah Code Annotated 1953

46 **35A-16-1003**, Utah Code Annotated 1953

47

48 *Be it enacted by the Legislature of the state of Utah:*

49 Section 1. Section **35A-16-102** is amended to read:

50 **35A-16-102 . Definitions.**

51 As used in this chapter:

- 52 (1) "Board" means the Utah Homeless Services Board created in Section 35A-16-204.
- 53 (2) "Chief executive officer" means the same as that term is defined in Section 11-51-102.
- 54 (3) "Client" means an individual who is experiencing homelessness or an individual at risk
- 55 of becoming homeless.
- 56 (4) "Collaborative applicant" means the entity designated by a continuum of care to collect
- 57 and submit data and apply for funds on behalf of the continuum of care, as required by
- 58 the United States Department of Housing and Urban Development.
- 59 (5) "Continuum of care" means a regional or local planning body designated by the United
- 60 States Department of Housing and Urban Development to coordinate services for
- 61 individuals experiencing homelessness within an area of the state.
- 62 (6) "Coordinator" means the state homelessness coordinator appointed under Section

- 63 63J-4-202.
- 64 (7) "County of the first class" means the same as that term is defined in Section 17-60-104.
- 65 (8) "County of the second class" means the same as that term is defined in Section  
66 17-60-104.
- 67 (9) "Eligible services" means any activities or services that mitigate the impacts of the  
68 location of an eligible shelter, including direct services, public safety services, and  
69 emergency services, as further defined by rule made by the office in accordance with  
70 Title 63G, Chapter 3, Utah Administrative Rulemaking Act.
- 71 (10) "Executive committee" means the executive committee of the board.
- 72 (11) "Exit destination" means:
- 73 (a) a homeless situation;
- 74 (b) an institutional situation;
- 75 (c) a temporary housing situation;
- 76 (d) a permanent housing situation; or
- 77 (e) other situation.
- 78 (12) "First-tier eligible municipality" means a municipality that:
- 79 (a) is located within:
- 80 (i) a county of the first or second class, as classified in Section 17-60-104; or
- 81 (ii) a county of the third class, as classified in Section 17-60-104, if the municipality  
82 has a population of 100,000 or more;
- 83 (b) as determined by the office, has or is proposed to have an eligible shelter within the  
84 municipality's geographic boundaries within the following fiscal year;
- 85 (c) due to the location of an eligible shelter within the municipality's geographic  
86 boundaries, requires eligible services; and
- 87 (d) is certified as a first-tier eligible municipality in accordance with Section 35A-16-404.
- 88 (13) "Homeless Management Information System" or "HMIS" means an information  
89 technology system that:
- 90 (a) is used to collect client-level data and data on the provision of housing and services  
91 to homeless individuals and individuals at risk of homelessness in the state; and
- 92 (b) meets the requirements of the United States Department of Housing and Urban  
93 Development.
- 94 (14) "Homeless services budget" means the comprehensive annual budget and overview of  
95 all homeless services available in the state described in Subsection 35A-16-203(1)(b).
- 96 (15)(a) "Homeless services campus" means a state homeless services campus facility

97 where individuals who are experiencing homelessness have access to emergency  
98 shelter, behavioral and mental health treatment, and support services at one location.

99 (b) "Homeless services campus" does not include a:

100 (i) behavioral health transition facility, as that term is defined in Section 64-13-1;

101 (ii) community correctional center, as that term is defined in Section 64-13-1;

102 (iii) correctional facility, as that term is defined in Section 77-16b-102;

103 (iv) medical, nursing, or psychiatric facility;

104 (v) microshelter community; or

105 (vi) noncongregate or overflow shelter.

106 (16) "Incident report" means a chronological account of an incident, including factual

107 information gathered in response to an emergency, public safety service, or an

108 investigation by law enforcement, emergency medical services, or fire protection.

109 [~~15~~] (17) "Local homeless council" means a local planning body designated by the steering

110 committee to coordinate services for individuals experiencing homelessness within an

111 area of the state.

112 [~~16~~] (18) "Office" means the Office of Homeless Services.

113 [~~17~~] (19) "Residential, vocational and life skills program" means the same as that term is

114 defined in Section 13-53-102.

115 [~~18~~] (20) "Second-tier eligible municipality" means a municipality that:

116 (a) is located within:

117 (i) a county of the fourth, fifth, or sixth class; or

118 (ii) a county of the third class, if the municipality has a population of less than

119 100,000;

120 (b) as determined by the office, has or is proposed to have an eligible shelter within the

121 municipality's geographic boundaries within the following fiscal year;

122 (c) due to the location of an eligible shelter within the municipality's geographic

123 boundaries, requires eligible services; and

124 (d) is certified as a second-tier eligible municipality in accordance with Section

125 35A-16-404.

126 [~~19~~] (21)(a) "Service provider" means a state agency, a local government, or a private

127 organization that provides services to clients.

128 (b) "Service provider" includes a correctional facility~~[-and-]~~ , the Administrative Office

129 of the Courts, and a state homeless services campus facility.

130 [~~20~~] (22) "Steering committee" means the Utah Homeless Network Steering Committee

131 created in Section 35A-16-206.

132 [~~(21)~~] (23) "Strategic plan" means the statewide strategic plan to minimize homelessness in  
133 the state described in Subsection 35A-16-203(1)(c).

134 [~~(22)~~] (24) "Type of homelessness" means:

- 135 (a) chronic homelessness;
- 136 (b) episodic homelessness;
- 137 (c) situational homelessness; or
- 138 (d) family homelessness.

139 Section 2. Section **35A-16-203** is amended to read:

140 **35A-16-203 . Powers and duties of the coordinator.**

141 (1) The coordinator shall:

- 142 (a) coordinate the provision of homeless services in the state;
- 143 (b) in cooperation with the board, develop and maintain a comprehensive annual budget  
144 and overview of all homeless services available in the state, which homeless services  
145 budget shall receive final approval by the board;
- 146 (c) in cooperation with the board, create a statewide strategic plan to minimize  
147 homelessness in the state, which strategic plan shall receive final approval by the  
148 board;
- 149 (d) in cooperation with the board, oversee funding provided for the provision of  
150 homeless services, which funding shall receive final approval by the board, including  
151 funding from the:
  - 152 (i) Pamela Atkinson Homeless Account created in Section 35A-16-301;
  - 153 (ii) Homeless to Housing Reform Restricted Account created in Section 35A-16-303;
  - 154 and
  - 155 (iii) Homeless Shelter Cities Mitigation Restricted Account created in Section  
156 35A-16-402;
- 157 (e) provide administrative support to and serve as a member of the board;
- 158 (f) at the governor's request, report directly to the governor on issues regarding  
159 homelessness in the state and the provision of homeless services in the state; [~~and~~]
- 160 (g) in cooperation with the board, create a comprehensive plan to address the needs of a  
161 homeless services campus in accordance with Section 35A-16-213, which  
162 comprehensive plan shall receive final approval by the board; and
- 163 [~~(g)~~] (h) report directly to the president of the Senate and the speaker of the House of  
164 Representatives at least twice each year on issues regarding homelessness in the state

- 165 and the provision of homeless services in the state.
- 166 (2) The coordinator, in cooperation with the board, shall ensure that the homeless services  
167 budget described in Subsection (1)(b) includes an overview and coordination plan for all  
168 funding sources for homeless services in the state, including from state agencies,  
169 continuum of care organizations, housing authorities, local governments, federal  
170 sources, and private organizations.
- 171 (3) The coordinator, in cooperation with the board and taking into account the metrics  
172 established and data reported in accordance with Section 35A-16-211, shall ensure that  
173 the strategic plan described in Subsection (1)(c):
- 174 (a) outlines specific goals and measurable benchmarks for minimizing homelessness in  
175 the state and for coordinating services for individuals experiencing homelessness  
176 among all service providers in the state;
- 177 (b) identifies best practices or innovative strategies and recommends improvements to  
178 the provision of services to individuals experiencing homelessness in the state to  
179 ensure the services are provided in a safe, cost-effective, and efficient manner;
- 180 (c) identifies best practices or innovative strategies and recommends improvements in  
181 coordinating the delivery of services to the variety of populations experiencing  
182 homelessness in the state, including through the use of electronic databases and  
183 improved data sharing among all service providers in the state;
- 184 (d) identifies gaps and recommends solutions in the delivery of services to the variety of  
185 populations experiencing homelessness in the state; and
- 186 (e) takes into consideration the success of the HOME Court Pilot Program established in  
187 Section 26B-5-382.
- 188 (4) In overseeing funding for the provision of homeless services as described in Subsection  
189 (1)(d), the coordinator:
- 190 (a) shall prioritize the funding of programs and providers that have a documented history  
191 of successfully reducing the number of individuals experiencing homelessness,  
192 reducing the time individuals spend experiencing homelessness, moving individuals  
193 experiencing homelessness to permanent housing, or reducing the number of  
194 individuals who return to experiencing homelessness;
- 195 (b) except for a program or provider providing services to victims of domestic violence,  
196 may not approve funding to a program or provider that does not enter into a written  
197 agreement with the office to collect and share HMIS data regarding the provision of  
198 services to individuals experiencing homelessness so that the provision of services

- 199 can be coordinated among state agencies, local governments, and private  
200 organizations; and
- 201 (c) if the board has approved a funding formula developed by the steering committee, as  
202 described in Section 35A-16-205:
- 203 (i) except as provided in Subsection (4)(c)(ii), shall utilize that funding formula in  
204 disbursing funds for the provision of homeless services; and
- 205 (ii) shall ensure that any federal funds not subject to the funding formula are  
206 disbursed in accordance with any applicable federal requirements.
- 207 (5) In cooperation with the board, the coordinator shall update the annual statewide budget  
208 and the strategic plan described in this section on an annual basis.
- 209 (6)(a) On or before October 1, the coordinator shall provide a written report to the  
210 department for inclusion in the department's annual written report described in  
211 Section 35A-1-109.
- 212 (b) The written report shall include:
- 213 (i) the homeless services budget;
- 214 (ii) the strategic plan;
- 215 (iii) recommendations regarding improvements to coordinating and providing  
216 services to individuals experiencing homelessness in the state;
- 217 (iv) in coordination with the board, a complete accounting of the office's  
218 disbursement of funds during the previous fiscal year from:
- 219 (A) the Pamela Atkinson Homeless Account created in Section 35A-16-301;
- 220 (B) the Homeless to Housing Reform Restricted Account created in Section  
221 35A-16-303;
- 222 (C) the Homeless Shelter Cities Mitigation Restricted Account created in Section  
223 35A-16-402;
- 224 (D) the COVID-19 Homeless Housing and Services Grant Program created in  
225 Section 35A-16-602; and
- 226 (E) any other grant program created in statute that is administered by the office;  
227 and
- 228 (v) the data described in Section 35A-16-211.
- 229 Section 3. Section **35A-16-213** is enacted to read:
- 230 **35A-16-213 . Homeless services campus requirements.**
- 231 (1)(a) No later than 30 days after the day on which a homeless services campus location  
232 is announced or recommended, the coordinator, in cooperation with the board, shall

233 develop a comprehensive plan to address the needs of the residents of the homeless  
234 services campus and surrounding community.

235 (b) If a homeless services campus location is announced or recommended on or before  
236 May 6, 2026, the coordinator, in cooperation with the board, shall develop a  
237 comprehensive plan to address the needs of the residents of the homeless services  
238 campus and surrounding community no later than June 5, 2026.

239 (2) The plan described in Subsection (1) shall include specific strategies and  
240 implementation measures that address the following:

241 (a) criminal justice assistance;

242 (b) emergency shelter requirements and services;

243 (c) employment and vocational support;

244 (d) behavioral and mental health services, including addiction recovery services;

245 (e) individualized case management;

246 (f) transitional housing services;

247 (g) transportation requirements;

248 (h) safety measures for the residents, service providers, staff, and surrounding  
249 community, including:

250 (i) the use of security equipment in and around the homeless services campus facility  
251 and property; and

252 (ii) providing for physical security in and around the homeless services campus  
253 facility and property for 24 hours per day, seven days per week, and every day of  
254 the year;

255 (i) service provider requirements;

256 (j) support staff requirements; and

257 (k) other treatment and support services that provide for the needs of an individual who  
258 is experiencing homelessness.

259 (3)(a) For behavioral and mental health services provided at the homeless services  
260 campus:

261 (i) the service provider shall be licensed or certified in accordance with Title 58,  
262 Chapter 60, Mental Health Professional Practice Act;

263 (ii) the service provider-patient ratio shall be no more than three patients per service  
264 provider; and

265 (iii) the support staff shall have sufficient experience in behavioral and mental health  
266 services to assist in managing a patient's needs.

- 267 (b) For treatment and support services other than behavioral and mental health services:  
 268 (i) the service providers and staff shall be licensed or certified as required by law or  
 269 have the relevant experience required to provide proper treatment or support to the  
 270 individual who is experiencing homelessness;  
 271 (ii) the service provider-client ratio shall meet the industry standards for the service  
 272 provided; and  
 273 (iii) the number of on-site support staff shall be sufficient to ensure a safe  
 274 environment for the homeless services campus, homeless services campus  
 275 residents, and surrounding community.

276 (4) The coordinator shall, in cooperation with the board:

- 277 (a) post and maintain in places readily accessible to homeless services campus residents:  
 278 (i) on-campus services available to homeless services campus residents; and  
 279 (ii) the process to file a complaint with the ombudsman's office, as described in  
 280 Subsection 35A-16-1002(1)(a);  
 281 (b) coordinate with law enforcement, emergency medical services, and fire protection to  
 282 receive incident reports created in response to emergency calls and other services  
 283 provided by law enforcement, emergency medical services, or fire protection to the  
 284 homeless services campus and the homeless services campus's residents, employees,  
 285 or volunteers;  
 286 (c) provide a copy of an incident report received under Subsection (4)(b) to the  
 287 ombudsman for the ombudsman to conduct an investigation in accordance with  
 288 Section 35A-16-1003;  
 289 (d) cooperate with homeless services campus investigations conducted by the  
 290 ombudsman, as described in Section 35A-16-1003; and  
 291 (e) include in the annual report required by Section 35A-16-203, a written report on the  
 292 homeless services campus's progress and adherence to the plan described in this  
 293 section.

294 Section 4. Section **35A-16-1002** is amended to read:

295 **35A-16-1002 . Homeless services provider ombudsman -- Powers and duties --**  
 296 **Reporting requirements.**

297 (1) The ombudsman shall:

- 298 (a) provide training and information to public agencies, private entities, individuals,  
 299 service providers, and other interested parties across the state regarding:  
 300 (i) the role and duties of the ombudsman;

- 301 (ii) the rights and privileges of an individual experiencing homelessness;
- 302 (iii) services available in the state to an individual experiencing homelessness; and
- 303 (iv) how to submit a complaint; [~~and~~]
- 304 (b) develop a website to provide the information described in this Subsection (1) in a
- 305 form that is easily accessible[-] ; and
- 306 (c) in accordance with Section 35A-16-1003, conduct an investigation in response to an
- 307 incident report received under Section 35A-16-213.
- 308 (2) The ombudsman may:
- 309 (a) decline to investigate a complaint or continue an investigation of a complaint;
- 310 (b) conduct an investigation on the ombudsman's own initiative;
- 311 (c) conduct further investigation upon the request of the complainant; or
- 312 (d) recommend that a complainant pursue other available remedies before pursuing a
- 313 complaint with the ombudsman.
- 314 (3)(a) A service provider shall display an ombudsman program information poster
- 315 containing the information described in Subsection (1) in a location that is easily
- 316 visible to all clients, volunteers, and staff members.
- 317 (b) The office is responsible for providing the posters, which shall include a phone
- 318 number and a link to the website described in Subsection (1)(b).
- 319 (4) After the ombudsman receives a complaint, the ombudsman shall notify the
- 320 complainant and the office:
- 321 (a) whether the ombudsman will investigate the complaint; and
- 322 (b) if the ombudsman decides not to investigate the complaint, the reason for the
- 323 decision.
- 324 (5)(a) If the ombudsman decides to investigate a complaint, the ombudsman shall
- 325 determine whether a service provider's act or omission with respect to a particular
- 326 client:
- 327 (i) is contrary to state or federal law;
- 328 (ii) places a client's health or safety at risk;
- 329 (iii) is made without an adequate statement of reason; or
- 330 (iv) is based on irrelevant, immaterial, or erroneous grounds.
- 331 (b) If the ombudsman determines, after completing the investigation described in
- 332 Subsection (5)(a), that a service provider's act or omission violates state or federal
- 333 law, the ombudsman shall:
- 334 (i) prepare a written report of the findings and recommendations, as described in

- 335 Subsection (6), if any, of each investigation;
- 336 (ii) provide a copy of the report to the claimant; and
- 337 (iii) provide a copy of the report and recommendations, if any, to the office and the
- 338 appropriate county or district attorney or the attorney general.
- 339 (6) The ombudsman may make recommendations to the office to consider:
- 340 (a) policies or procedures that may need to be addressed, modified, or canceled; or
- 341 (b) any other recommendations necessary to carry out the purposes of this part.
- 342 (7)(a) On or before October 1 of each year, the ombudsman shall provide a written
- 343 report to the office for inclusion in the office's annual report described in Section
- 344 35A-16-208.
- 345 (b) The written report shall include:
- 346 (i) the total number of complaints filed with the ombudsman;
- 347 (ii) the report described in Subsection 35A-16-1003(4);
- 348 ~~[(ii)]~~ (iii) the number of complaints the ombudsman investigated;
- 349 ~~[(iii)]~~ (iv) reoccurring themes among complaints, if any; and
- 350 ~~[(iv)]~~ (v) any recommendations described in Subsection (6).
- 351 (8)(a) In accordance with Title 63G, Chapter 3, Utah Administrative Rulemaking Act,
- 352 the office shall make rules to implement this part.
- 353 (b) The rules described in Subsection (8)(a) shall include a maximum time within which
- 354 the ombudsman is required to respond to and complete an investigation of a
- 355 complaint under Subsections (4) and (5).
- 356 (9) Subsection (2)(d) does not prevent a complainant from making a complaint directly with
- 357 the ombudsman before pursuing any other available remedies provided for in state or
- 358 federal law.

359 Section 5. Section **35A-16-1003** is enacted to read:

360 **35A-16-1003 . Homeless services campus investigation requirements.**

- 361 (1) In accordance with Section 35A-16-1002, the ombudsman shall conduct an
- 362 investigation of a homeless services campus's compliance of Section 35A-16-213:
- 363 (a) beginning on the day on which a homeless services campus begins to provide
- 364 services and for every six months following the initial investigation; or
- 365 (b) no later than 10 days from the day on which the ombudsman receives:
- 366 (i) a complaint under Section 35A-16-1002; or
- 367 (ii) an incident report under Section 35A-16-213.
- 368 (2) If the ombudsman, after completing the investigation described in this section, identifies

- 369 a violation of Section 35A-16-213, the ombudsman shall, on or before 10 days after the  
370 day on which the ombudsman identifies the violation:
- 371 (a) prepare a written report of the violation and recommendations, if any, for  
372 remediation;
- 373 (b) notify and provide the coordinator, board, and homeless services campus with the  
374 written report described in Subsection (2)(a);
- 375 (c) in consultation with the coordinator, work with the homeless services campus to  
376 create a remediation plan; and
- 377 (d) provide the homeless services campus 30 days after the day on which the  
378 remediation plan is created to cure the violation.
- 379 (3)(a) If the ombudsman determines, after completing the investigation described in this  
380 section, that a homeless services campus employee's, volunteer's, or resident's act or  
381 omission violates state or federal law, the ombudsman shall immediately:
- 382 (i) prepare a written report of the findings and recommendations, if any, of the  
383 investigation;
- 384 (ii) provide a copy of the report to the office, coordinator, and board; and
- 385 (iii) provide a copy of the report to the appropriate county or district attorney or the  
386 attorney general.
- 387 (b) The ombudsman may recommend to the office that a homeless services campus  
388 ceases operation if:
- 389 (i) the ombudsman receives at least three complaints or incident reports in a calendar  
390 quarter;
- 391 (ii) the homeless services campus fails to cure a violation within the time provided  
392 under Subsection (2)(d); or
- 393 (iii) after an investigation under Subsection (2), or after a determination made under  
394 Subsection (3)(a), the ombudsman finds there is a measurable decrease in the  
395 safety, security, and well-being of the homeless services campus residents and  
396 surrounding community.
- 397 (c) If the ombudsman recommends to the office that a homeless services campus ceases  
398 operation for reasons described in this Subsection (3), the office shall have 30 days  
399 from the day on which the office receives the report described in Subsection (3)(a) to  
400 cease all operations at the homeless services campus other than for emergency shelter  
401 services, which emergency shelter services may continue in accordance with this  
402 chapter.

- 403     (4) On or before October 1 of each year, the ombudsman shall prepare and submit a report  
404     to the Executive Appropriations Committee on:  
405     (a) the number and nature of complaints or incident reports received;  
406     (b) the number of investigations conducted and the resulting compliance determination;  
407     and  
408     (c) if a violation is identified:  
409         (i) the remediation plan and homeless services campus's progress under Subsection  
410         (2)(d); or  
411         (ii) the report and recommendation described in Subsection (3).  
412     (5) The Legislature may withhold future state appropriations to a homeless services campus  
413     if the homeless services campus fails to cure a violation of Section 35A-16-213 within  
414     the time provided under Subsection (2)(d).  
415     (6) The report described in Subsection (4) shall be included in the office's annual report  
416     described in Section 35A-16-208.  
417     (7) In accordance with Title 63G, Chapter 3, Utah Administrative Rulemaking Act, the  
418     office shall make rules to implement this part.  
419     (8) Nothing in this section prevents an individual from providing public safety services,  
420     including law enforcement, emergency medical services, and fire protection, to the  
421     homeless services campus, the homeless services campus's residents, employees, or  
422     volunteers, or the surrounding community.

423         Section 6. **Effective Date.**

424         This bill takes effect on May 6, 2026.