



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

October 10, 2018

**12:00 p.m. JOINT MEETING OF THE EUGENE CITY COUNCIL AND
LANE COUNTY BOARD OF COMMISSIONERS
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

**Meeting of October 10, 2018;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Mike Clark, President
Greg Evans
Emily Semple
Jennifer Yeh

Betty Taylor, Vice President
Chris Pryor
Claire Syrett
Alan Zelenka

**12:00 p.m. JOINT MEETING OF THE EUGENE CITY COUNCIL AND
LANE COUNTY BOARD OF COMMISSIONERS
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

- 1. WORK SESSION: Public Shelter Feasibility Study and Homeless Service System
Analysis Mid-Project Presentation by the Technical Assistance Collaborative**

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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Memorandum Date: October 4, 2018

Meeting Date: October 10, 2018

TO: Lane County Board of Commissioners and Eugene City Council

PRESENTED BY: Jason Dedrick, City of Eugene

Gina Schaak, Liz Stewart and Doug Tetrault, Technical Assistance Collaborative

AGENDA ITEM TITLE: DISCUSSION ONLY MEMORANDUM: PUBLIC SHELTER FEASIBILITY STUDY AND HOMELESS SERVICE SYSTEM ANALYSIS MID-PROJECT PRESENTATION BY THE TECHNICAL ASSISTANCE COLLABORATIVE

I. MOTION

None: Discussion Only.

II. AGENDA ITEM SUMMARY

The purpose of this work session is to update City of Eugene and Lane County elected officials on work to develop a comprehensive homeless services system map and progress towards recommendations for public shelter and other system improvements. Staff from the Technical Assistance Collaborative (TAC) will present the results of their work thus far and seek specific feedback to inform refinement of the homeless services systems map and forthcoming recommendations. The final report will be delivered in December, 2018.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

On any given night, more than 1,642 Lane County residents are homeless and 1,135 are without shelter. Many have been homeless for more than one year. The

number of unsheltered persons has become acute. School Districts in Lane County report that 2,544 of their students were homeless during the last school year. Annual figures show that 15,454 individuals who sought services from local human services programs were homeless at some point during the year (2017).

Both the City of Eugene and Lane County support a range of projects and programs to address homelessness (Attachments A and B). These efforts are guided by multiple plans for human services and affordable housing. However, despite these efforts and those of other community partners, there is a growing need for a systems-level analysis of homelessness and an examination of what future shelter options might be most viable in Lane County.

The Lane County Department of Health and Human Services - Human Services Division, with the assistance of the Poverty and Homelessness Board, Shelter and Supportive Housing Sub-Committee, and City of Eugene and Springfield staff has worked toward implementation, support and oversight of homeless shelter and supportive housing programs and a Public Shelter Feasibility Study.

In the fall of 2017, Lane County, with the participation and additional funding support of the City of Eugene, selected the Technical Assistance Collaborative (TAC) to conduct a Public Shelter Feasibility Study and Homeless Service System Analysis for Lane County. TAC is a non-profit, 501c(3) organization with over 25 years of experience providing technical assistance and consultation to states, counties, municipalities and Continua of Care on conducting shelter and supportive housing systems analysis for individuals and families who are homeless or at risk of homelessness.

B. Policy Issues

The context of the TAC analysis is that Lane County currently has a complex network of shelter, housing and human services and that while learning about public shelter best practices from other communities would be important, so too would an objective, expert analysis of our local situation. This would generate recommendations that would be tailored to financial and other conditions present in Lane County as well as effective integration of any new public shelter into our current system.

The initial phases of TAC's analysis included interviews with an extensive list of key stakeholders in Lane County that are part of the system of homeless services (Attachment C) and synthesis of local homelessness data. This data, combined with a mapping of all community housing and human services programs focused on homelessness, provides the first full-picture understanding of all homeless services, their capacity and gaps in Lane County. The product of this work is an interim systems map of homeless services in Lane County (Attachment D).

The second key component of TAC's work has been to analyze the systems map, homelessness data, best practices and an understanding of local economic conditions, to produce an interim description of challenges and recommendations

related to homeless services and public shelter options. Based on feedback received from elected officials and other stakeholders, a final product will be created and presented in December or January 2018. This will set the stage for policy makers, community providers and the community at large to begin having policy discussions about how to address the recommendations provided by TAC.

C. Board Goals

The Lane County Strategic Plan calls for addressing the community's need for affordable housing and addressing homelessness. Specifically, it calls for increasing housing options for residents to reduce the incidence of homelessness and increase affordability. Specific strategies include: convening, sponsoring, and implementing a collaborative multi-jurisdictional affordable housing action plan; identifying and implementing programs for supportive housing, short-term transitional housing, and long-term and permanent solutions to address homelessness; increasing access to prevention and treatment services and developing programs; and for developing policy focused on behavioral health, community health, and youth.

D. Financial and/or Resource Considerations

Lane County along with its City partners in the Human Services Commission will need to continue to identify, fund, perform resource development for grants and advocate for resources to continue to fund shelter and supportive housing development, operations and services. The Public Shelter Feasibility Study and Homeless Service System Analysis will outline options for use of resources needed to address housing and service needs of homeless populations in Lane County.

E. Health Implications

Poor health can contribute to being homeless, and being homeless can lead to poor health. Limited access to health care can make it worse. That is why the health of people experiencing homelessness is worse than that of the general population. Common health problems include:

- Problems caused by being outdoors
- Bronchitis and pneumonia
- Wound and skin infections
- Mental health problems
- Substance abuse problems

Many women experiencing homelessness are victims of domestic or sexual abuse. Homeless children have high rates of emotional and behavioral problems, often from having witnessed abuse and the trauma of experiencing homelessness.

For many, the daily struggle for food, shelter, clothing, and safety relegates health to a distant priority which, in turn, exacerbates disease, complicates treatment, and drives excess mortality.

F. Analysis

See Attachment E.

G. Alternatives/Options

Information only, no action requested at this time.

IV. RECOMMENDATION

No recommendation is necessary at this point, as staff and the consultants are primarily seeking feedback on the interim report.

V. ATTACHMENTS

- A. Lane County Strategic Investments in Homeless Services
- B. City of Eugene Homeless Services
- C. TAC Interview Stakeholder List
- D. TAC Interim Homelessness Systems Map
- E. TAC Interim Summary of Findings
- F. CAPER Executive Summary



Lane County

Strategic Investments in Homeless Services

FY 2018-2019



Lane County makes strategic investments in housing and homelessness prevention resources to achieve our Strategic Plan goal of a Safe, Healthy County. Human Services Commission (HSC) investments in housing and human services total over \$10.5 million dollars in FY2018-2019. The Human Services Commission is a multi-jurisdictional funding pool that includes Lane County, the City of Eugene, and the City of Springfield.

Strategic Priority

Protect and enhance the safety and health of Lane County residents with a focus on enhancing and managing resources, improving access to prevention programs, and collaborative initiatives

Key Strategic Initiative

Affordable Housing & Homelessness

Measures

Proportion of cost burdened low-income households
Availability of supported housing units

Continuum of Care (CoC)

Lane County is the Collaborative Applicant for the Continuum of Care (CoC) grant and program from the Department of Housing and Urban Development (HUD). Lane County annually submits a competitive grant application to HUD for upwards of \$3.5 million. CoC programs include permanent supportive housing, rapid rehousing, and transitional housing projects that serve individuals, families, and youth experiencing homelessness. In 2017, of the 53,000+ people served by agencies that track projects in ServicePoint (Lane County's Homeless Management Information System database), over 15,000 of them experienced homelessness for at least one night.

Frequent User System Engagement (FUSE)

Lane County's Frequent User System Engagement (FUSE) is a community-oriented program that strives to break the cycle of homelessness and crisis. FUSE works with people experiencing homelessness who frequently use resources such as emergency rooms, jails, and courts, with the goal to connect people to housing and a wide variety of support services. In its pilot year, FUSE supported 10 formerly homeless individuals to become housed. This resulted in an average reduction in crisis service system costs of 50%. FUSE was recently awarded a \$400,000/year grant from the Substance Abuse and Mental Health Services Administration (SAMHSA) to enhance street outreach services for individuals experiencing homelessness and connect them with substance use and mental health services.

Coordinated Entry System (CES)

Lane County's CoC operates the Coordinated Entry System (CES). Coordinated Entry is a system-wide process to help people experiencing homelessness with a "no wrong door" approach. Through Coordinated Entry, the most vulnerable people in the community are prioritized and served first. People experiencing homelessness receive the same assessment at any CE access point and are added to the Centralized Wait List (CWL), from which housing providers receive referrals to fill limited vacancies in units prioritized for those experiencing homelessness.

Winter Strategies

Lane County invests over \$1 million annually in emergency and seasonal shelter programs. Winter Strategies include enhanced overnight parking program availability, Dusk to Dawn, Short-Term Family Housing, and Egan Warming Centers. Dusk to Dawn is a winter shelter for single adults experiencing homelessness that runs 7 nights a week from November through March. Egan Warming Center is an emergency shelter for individuals experiencing homelessness activated on winter nights when the temperatures are forecast to dip below freezing.

Poverty and Homelessness Board

The Poverty and Homelessness Board is the advisory board to the Continuum of Care and Community Action Agency. This 22-member board includes elected officials representing local jurisdictions (urban and rural Lane County), an educational representative, law enforcement, the VA, victim's services, philanthropy, business, substance abuse and mental health service agencies, faith-based organizations, the Public Housing Agency, people with lived experience of homelessness, child welfare, and service providers. Monthly meetings occur the third Thursday of the month, with opportunity for public comment. The PHB has an aggressive Strategic Plan goal to create 600 new permanent supportive housing opportunities by 2021. For more information about the PHB and to view the full Strategic Plan, go to www.LaneCounty.org/PHB.

Human Services Commission

The Human Services Commission is a multi-jurisdictional board and funding pool that includes representation from Lane County, the City of Eugene, and the City of Springfield. The attached table demonstrates the specific organizations, projects, and awards funded by the Human Services Commission in FY 2018-2019.

Organization	Project	Description	Award FY 18-19
Availability and Access to Supportive Housing			
Catholic Community Services	Housing Counseling	Assistance with securing or maintaining housing for renters and individuals experiencing homelessness	\$23,100
Homes for Good	Housing Assistance for Veterans	Rapid rehousing and homeless Prevention services for VASH program veterans that are homeless, unstably housed or at imminent risk of homelessness.	\$38,643
ShelterCare	Frequent User System Engagement (FUSE)	To reduce public system use by connecting frequent users of crisis, emergency services, and criminal justice involvement to housing and support services.	\$442,895
Homes for Good	Landlord Engagement	Build and maintain positive relationships with landlords to generate additional housing opportunities for the community's most vulnerable populations.	\$23,000
St. Vincent de Paul	Diversion Demonstration Project for Families	Safe and appropriate alternative to the lack of intermediate services for households with children presenting for shelter or at-risk of losing their housing.	\$309,360
Catholic Community Services	Elderly Rental Assistance (Eugene & North Central Lane County)	Rent assistance for low-income households with a household member that is 58 years of age or older in Eugene & North Central Lane County.	\$19,287
Catholic Community Services	Elderly Rental Assistance (Springfield & East Lane County)	Rent assistance for low-income households with a household member that is 58 years of age or older in Springfield & East Lane County.	\$23,457
Catholic Community Services	Rent Assistance (limited duration)	One time rent assistance for low-income Lane County households.	\$49,050
Catholic Community Services	Homeless Prevention (Eugene & North Central Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Eugene & North Central Lane County.	\$75,354
Catholic Community Services	Homeless Prevention (Springfield & East Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Springfield & East Lane County.	\$30,194
TBA	Homeless Prevention Eugene/Springfield	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in Eugene/Springfield.	\$142,530

Organization	Project	Description	Award FY 18-19
Availability and Access to Supportive Housing (Continued)			
Community Sharing	Homeless Prevention (South Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$121,353
Siuslaw Outreach Services	Homeless Prevention (West Lane County)	Homeless prevention services, linkage to mainstream benefits and resources for low-income households in West Lane County.	\$106,266
St. Vincent de Paul	Homeless Prevention (Rural Lane County)	Housing Stabilization for At-Risk or Unstably Housed individuals and families residing in rural Lane County, with emphasis on Junction City and Westfir/Oakridge areas.	\$79,800
Womenspace	Rapid Rehousing for Domestic Violence	Rapid rehousing and linkage to needed benefits and resources for domestic violence survivors.	\$41,746
ShelterCare	Rapid Rehousing for High Medical Need (Cascades)	Rapid rehousing services for medically fragile homeless singles. Supportive services include case management, employment assistance, and assistance with access to mainstream benefits.	\$109,704
St. Vincent de Paul	Rapid Rehousing for Singles	Rapid rehousing and linkage to mainstream benefits and resources for single adults experiencing homelessness in Lane County.	\$84,609
St. Vincent de Paul	Rapid Rehousing for Families	Rapid rehousing and linkage to mainstream benefits and resources for families experiencing homelessness in Lane County.	\$129,422
ShelterCare	Rapid Rehousing Eugene & North Central Lane County (McKenzie)	Rapid Rehousing services for households experiencing homelessness including case management, employment assistance, and assistance with access to mainstream benefits.	\$231,590
Catholic Community Services	Rapid Rehousing Springfield & East Lane County (McKenzie)	Rapid Rehousing services for households experiencing homelessness including case management, employment assistance, and assistance with access to mainstream benefits.	\$231,590

Organization	Project	Description	Award FY 18-19
Permanent Supported Housing for Homeless Households			
Mainstream Housing	Permanent Supportive Housing (Developmental Disabilities)	Permanent housing services for homeless households with developmental disabilities. Supportive services include case management, employment assistance, and assistance with access to mainstream benefits.	\$201,311
ShelterCare	Permanent Supportive Housing for Chronically Homeless (Shankle)	Permanent housing services for chronically homeless households with Severe and Persistent Mental Illness (SPMI) including case management, employment assistance, and assistance with access to mainstream benefits.	\$567,018
ShelterCare	Permanent Supportive Housing for Frequent User System Engagement (Sahalie)	Permanent supportive housing to chronically homeless individuals who are frequent users of public crisis, justice, and emergency response systems.	\$209,241
ShelterCare	Permanent Supportive Housing for those with High Medical Needs (Camas)	Permanent supportive housing services for chronically homeless singles and families with serious mental illness or a pattern of acute medical care needs. Supportive services include case management, job search assistance, and assistance with access to mainstream benefits.	\$184,568
Homeless Access Centers			
Womenspace	Homeless Access Center (Domestic Violence)	Emergency basic needs assistance, linkage to mainstream benefits and resources for survivors of domestic violence in Lane County.	\$178,246
St. Vincent de Paul	Homeless Access Center (Families)	Emergency basic needs assistance, respite childcare, linkage to mainstream benefits and resources for families experiencing homelessness.	\$92,382
St. Vincent de Paul	Homeless Access Center (Singles)	Emergency basic needs assistance, linkage to mainstream benefits and resources for single adults experiencing homelessness.	\$157,354
Catholic Community Services	Homeless Access Center (Families)	Emergency basic needs assistance, linkage to mainstream benefits and resources for families experiencing homelessness in Springfield through the OASIS program.	\$40,613

Organization	Project	Description	Award FY 18-19
Emergency & Seasonal Shelters			
St. Vincent de Paul	Lane County Overnight Parking Program	Overnight parking option in River Road/Santa Clara area for households experiencing homelessness.	\$41,696
TBA	Short Term Family Housing	Facility based 18-20 temporary family housing units and 10 seasonal units for literally homeless families who are receiving assistance with obtaining permanent housing.	\$549,354
St. Vincent de Paul	Seasonal Shelter Dusk to Dawn Singles	Winter shelter for homeless households without children 7 nights per week, dusk to dawn from 11/1/17 to 3/31/18.	\$292,316
St. Vincent de Paul	Seasonal Shelter Egan Warming Center (Singles)	Emergency shelter for individuals experiencing homelessness during periods freezing and/or extreme weather through the Egan Warming Centers.	\$35,043
St. Vincent de Paul	Seasonal Safe Parking	Overnight parking program 7 nights per week, dusk to dawn from 11/1/16 through 3/31/16.	\$10,035
ShelterCare	Temporary Bridge Housing	Temporary housing for literally homeless single individual households referred and accepted to Permanent Supportive Housing or Rapid Rehousing through the Centralized Wait List.	\$44,223
ShelterCare	Temporary Housing for Homeless Families	Emergency shelter and linkage to mainstream benefits and resources for families experiencing homelessness in Lane County.	\$52,704
Children & Youth Development			
Relief Nursery	Therapeutic Nursery & Child Abuse Prevention	Education and in-home outreach to parents of pre-school aged children identified as at-risk for child abuse. Family support services to prevent child abuse and neglect; improve parenting skills; and improve family functioning.	\$82,546
Pearl Buck	Parent Training & Preschool	Education and in-home outreach to parents with cognitive limitations. Assistance with linkage to needed resources and access to mainstream benefits.	\$54,064
Looking Glass	Homeless Access Center Youth	Emergency basic needs assistance and linkage to mainstream benefits and resources for homeless and at-risk youth through New Roads Access Center.	\$55,557

Organization	Project	Description	Award FY 18-19
Children & Youth Development (Continued)			
Looking Glass	Emergency Shelter Youth	Shelter to homeless and at-risk youth between the ages of 11-17 through Station 7 shelter.	\$102,869
Looking Glass	Diversion Demonstration Project Youth	Safe and appropriate alternative to the lack of intermediate services for youth between ages of 16-24 presenting for shelter or at-risk of losing their housing.	\$49,350
Looking Glass	Rapid Rehousing Youth (ESG)	Rapid rehousing and linkage to mainstream benefits and resources for homeless and at-risk youth.	\$107,342
Looking Glass	Rapid Rehousing Youth (McKenzie)	Rapid rehousing and linkage to mainstream benefits and resources for homeless and at-risk youth.	\$129,574
Looking Glass	Transitional Housing Youth	Project based transitional housing for unaccompanied young women aged 16-21 who are experiencing homelessness.	\$44,100
St. Vincent de Paul	Transitional Housing Youth	Project based transitional housing for unaccompanied young women aged 16-18 who are experiencing homelessness.	\$44,100
Basic Needs for Low-Income Households			
Catholic Community Services	Community Service Center (Eugene & North Central Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in Eugene & North Central Lane County.	\$161,438
Catholic Community Services	Community Service Center (Springfield & East Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in Springfield & East Lane County.	\$198,599
Community Sharing	Community Service Center (South Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$142,875
Siuslaw Outreach Services	Community Service Center (West Lane County)	Emergency basic needs assistance, linkage to mainstream benefits and resources for low-income households in South Lane County.	\$61,641
Upper Willamette Community Development	Hunger Relief Food Box Distribution	Food pantry services to low-income households in Oakridge.	\$11,655

Organization	Project	Description	Award FY 18-19
Basic Needs for Low-Income Households (Continued)			
Food For Lane County	Hunger Relief Food Warehousing and Distribution	Reduces food insecurity through collecting and warehousing food donations for distribution to community based food pantries throughout Lane County.	\$174,465
Food For Lane County	Hunger Relief Meal Site	Nutritious meals to low-income Eugene and Lane County residents.	\$38,232
Lane Council of Governments	Hunger Relief Meal Delivery	Nutritious meals delivered to home-bound individuals age 60 and older.	\$50,976
Centro Latino Americano	Latino Access to Services	Services for low-income Latinos with Limited English Proficiency to access public benefits and other health and human services in Lane County.	\$42,028
Energy Assistance and Weatherization			
Various	Energy Assistance Program Delivery	Screen household eligibility for utility bill payment assistance.	\$457,976
Various	Bill Payment Assistance	Energy assistance funds to low-income households in order to offset the high cost of winter heating and prevent shut offs.	\$2,260,844
Homes for Good	Weatherization	Reduce the energy usage of low-income households in Lane County by installing weatherization materials into their dwellings.	\$1,290,566
TOTAL CONTRACTED EXPENDITURES			\$10,529,849



Addressing Homelessness

CITY OF EUGENE UPDATE, WINTER 2017-18



The City of Eugene works with governmental and community partners on a range of efforts to address homelessness in our community.

In these efforts, the City strives:

1. To address the need for both permanent solutions and more short-term emergency shelter strategies
2. To acknowledge and demonstrate through collaboration that partnerships are essential to successful outcomes
3. To balance livability of neighborhoods with compassionate and humane responses to homelessness and the reality of our current housing and homelessness crisis

Emergency Services and Helping People Move Toward Permanent Housing

Continued Support for Social Services

Support for human services is a critical piece of the City's strategies and efforts in addressing homelessness. The City of Eugene provided \$350,000 in CDBG funds and \$935,000 in FY17 General Fund dollars to the Lane County Human Services Commission to support critical social services that support people who are homeless and in poverty. These resources are combined with other federal, state and local resources received by Lane County to support a range of general and specialized social services including:

1. Community Service Centers in four locations for low-income persons
2. Three Homeless Access Centers for singles, families and youth
3. Hunger relief services including food box distribution and meal sites
4. Early childhood programs
5. Cultural and linguistic access

The resources also support a range of emergency, transitional and permanent housing programs and services provided by a variety of non-profit social service organizations in the community.



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2017-18 Winter Strategies

The City of Eugene allocated \$155,000 to the Lane County Human Services Commission to help support winter strategies for unsheltered homeless persons through the Dusk to Dawn program. This season, Human Services Commission funding for winter strategies will support the following programs from November 1 to March 31:

- **Dusk to Dawn:** Approved in December 2015, Dusk to Dawn provides approved sites for people to sleep overnight. City Council approved two new sites for the 2017-18 winter season which has added capacity to the program. A St. Vincent de Paul-owned site for individuals in northwest Eugene, a Lane County-owned site for individuals with vehicles in north Eugene, and a St. Vincent de Paul-owned site for families with children in southeast Eugene will together serve over 110 people nightly. St. Vincent de Paul manages the program for each site.
- **Emergency shelter seasonal warming through the Egan Warming Centers:** For singles and couples without children, Egan Warming Centers offer overnight shelter on nights when the temperature drops to 30 degrees or below. The centers rely heavily on a cadre of volunteers and donated spaces for overnight shelter. In 2016-17, the Egan Warming Centers activated 25 nights and served over 1,600 unique guests.
- **Motel vouchers to assist homeless families with children:** On nights that Egan Warming Centers activate, Catholic Community Services administers motel vouchers for families with children.

Car Camping Program

The City of Eugene's Car Camping program, run in partnership with St. Vincent de Paul, currently hosts over 70 single spaces and eight family spaces at over 42 addresses, both public and private. The City of Eugene provides \$89,000 annually for the program, which has been increased by \$50,000 through the Supplemental Budget the past few years. St. Vincent de Paul administers the program, providing sanitary facilities as well as camper screening and placement.



EUGENE'S CAR CAMPING PROGRAM

- ▶ 70+ SINGLE SPACES
- ▶ 8 FAMILY SPACES

Lindholm Service Station

The City of Eugene provided over \$190,000 in CDBG funds for critical improvements at the Lindholm Center Service Station. Improvements were made to the lavatory, shower and laundry facilities to support increased use by Service Center clients. Construction was completed in December 2016.

Looking Glass Youth Shelter

The City of Eugene Police Department provides \$36,000 annually to the Human Services Commission that goes towards Looking Glass Station 7 to provide shelter services for homeless youth. Station 7 and its Rural Program component operate 24 hours a day to provide crisis intervention services for youth, ages 11 to 17, and their families.

Eugene Community Service Center

The City of Eugene allocated over \$168,000 in CDBG funds for rehabilitation of the Eugene Community Service Center, owned and operated by Catholic Community Services. This facility served over 10,000 people in 2015 and is the largest distributor of food boxes in Lane County. Funds will be used to replace the walk-in freezer/cooler, improve accessibility at the entrance, replace windows and light fixtures to achieve greater energy efficiency, and install an exterior awning to protect clients in inclement weather. Work will commence in 2018.

Rest Stops

Rest stops provide approved sites where people experiencing homelessness can sleep in tents or Conestoga huts, keep their belongings, and receive assistance connecting with social services. Currently, five rest stops managed by local non-profits are in operation, serving up to 92 people at any one time. In December 2016, Council approved one-time funding of \$25,000 for the program, and in February 2017, Council approved the removal of the sunset date for the program. In 2017, City staff created an Outreach Handbook on the Rest Stop and Car Camping programs to provide detailed information about the programs as well as tools to assist community members and neighborhood groups interested in working with staff to increase awareness and identify new potential sites.

**5 REST STOPS CAN
SERVE UP TO 92
PEOPLE**

*Two rest stop residents
distribute firewood to fellow
residents.*



October 10, 2018, Joint City-County Work Session – Item 1



**OPPORTUNITY
VILLAGE EUGENE
CAN SERVE UP TO
35 PEOPLE**

Opportunity Village

A self-managed micro-housing site located on City-owned property, Opportunity Village has been providing low-cost shelter for people experiencing homelessness since August 2013. The site consists of common bath, kitchen and gathering spaces and 29 temporary residential units with capacity to serve up to 35 people at any one time.



Homeless Medical Recuperation Program

The City of Eugene allocated \$108,000 in CDBG funds to rehabilitate ShelterCare's Homeless Medical Recuperation facility. This program provides 19 units of safe supportive emergency housing, including meals and wrap-around services, for medically fragile people discharged from hospitals with no place to go. Funds will be used for exterior repairs, HVAC upgrades, improvements to cold food storage, and to replace the roof. Work will commence in 2018.

Community Justice and Outreach Initiatives

The City of Eugene has launched several programs for which the goals are to intervene and help people connect with resources to address needs which may be contributing to frequent interactions with law enforcement and the criminal justice system. While the following programs serve both those with and without housing, many whom they serve are homeless.

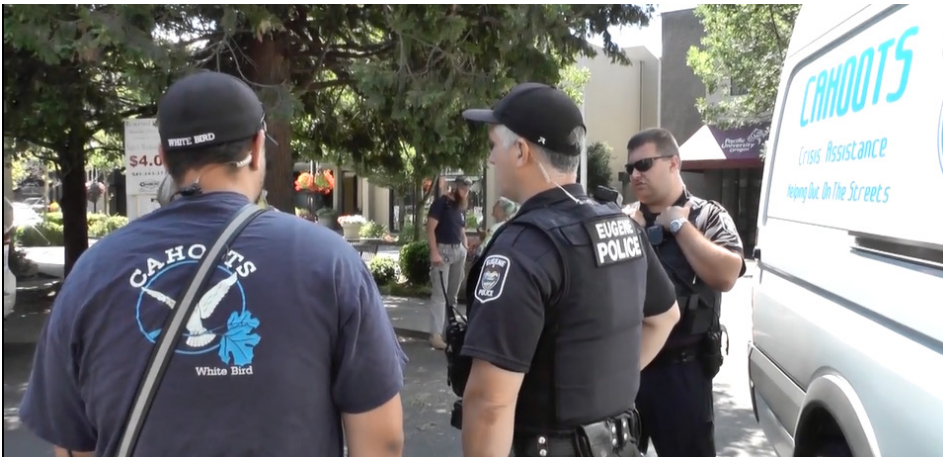
- **Community Court:** Eugene Municipal Court launched Community Court in September 2016 as a program for those who have committed non-violent offenses in the downtown area. Community Court happens once a week in the downtown library, and participants are required to do community service and meet with service providers who can help with housing and a variety of other needs. The program had 51 graduates in its first year, and walk-ins also take advantage of the opportunity to come meet with providers.
- **CAHOOTS:** Crisis Assistance Helping Out On The Streets (CAHOOTS) provides 24/7 mobile crisis intervention and is dispatched through the police non-emergency communications center. Each team consists of a medic and crisis worker who can provide immediate stabilization, assessment, referral, information, and advocacy. The Eugene Police Department contracts with White Bird for CAHOOTS services, providing over \$900,000 in funding and owning and maintaining three vans used for the program.
- **Community Outreach and Response Team (CORT):** A partnership between the Downtown Police Team and CAHOOTS, this team identifies top users of police resources in the downtown area and spends two days a week working with individuals to help them address underlying needs and barriers. CORT has helped 31% of their clients enter housing.
- **Park Ambassadors:** Park Ambassadors work in City parks to help promote safety and quality experiences in the parks system. Ambassadors perform a variety of tasks, including providing information and explaining rules to park visitors, helping maintain clean parks, and connecting with and assisting those who are experiencing homelessness.

Buckley House/Willamette Family Treatment Center

The City of Eugene Police Department contracts with Willamette Family Treatment Center annually in the amount of \$79,000 to provide sobering services.



The Community Court program had 51 graduates in its first year.



The Community Outreach and Response Team has helped 31% of their clients enter housing.



Parks Ambassadors work throughout the City of Eugene's parks and natural areas to help promote safety, cleanliness and positive experiences.

The 15th Night Initiative addresses youth homelessness in Eugene.



15th Night Initiative

The City of Eugene is partnering with the 4J and Bethel School Districts and a number of community partners on the 15th Night Initiative to address youth homelessness. A total of 311 students who are unaccompanied minors experiencing homelessness have been identified in Eugene. The 15th Night's Rapid Alert Network system responded to 120 requests between January and September 2017. The City's Recreation Division is also partnering with 15th Night to provide a variety of recreational experiences, programming and development opportunities for youth participants. Three 15th Night youth were hired this past summer by the Recreation Division following their completion of an internship and job training program.

Looking Glass McKay Lodge

The City of Eugene allocated almost \$425,000 in CDBG funds to rehabilitate McKay Lodge, which is a residential facility for male juvenile ex-offenders. McKay Lodge is owned and operated by Looking Glass and supports 35 youth annually. Funds will be used to renovate the kitchen, replace the roof, replace the HVAC system, and for other interior improvements. Work will commence in 2018.

Whiteaker School

The City of Eugene allocated \$250,000 in CDBG funds to rehabilitate Whiteaker School, which is owned and operated by Head Start of Lane County. At this location, Head Start provides services to almost 200 children and provides over 4,000 meals per month. Funds will be used for roof repairs, kitchen expansion and renovation, and security improvements. Work will commence in 2018.

Homelessness Prevention and Permanent Housing Solutions

Access to permanent affordable housing is critical to both prevent and end homelessness. The lack of affordable housing opportunities is the most significant barrier identified by homeless service providers in their work. Eugene has invested in multiple projects to expand the number of affordable housing units available and to also preserve the existing stock. Eugene invests its federal HOME and CDBG funds for this purpose and also provides local System Development Charge waivers and property tax exemptions.

EXPANDING THE SUPPLY OF AFFORDABLE HOUSING

Over the past year, 64 units of affordable housing were created through completion of one new construction and two acquisition projects. Of the total, 13 units are for homeless persons and 11 units are for youth aging out of the foster care system. Three additional projects with 23 affordable housing units are underway including The Monroe, River Road Apartments, and Youth House. Descriptions of these projects are provided below.

Delta Court

Cornerstone Community Housing used HOME funds to acquire Delta Court, an eight-unit apartment building on Hunsaker Lane. The rehabilitated units serve as transitional housing for homeless families with children.

Bascom Village Phase Two

This new construction project was developed by Housing and Community Services Agency of Lane County (HACSA). It includes 47 affordable housing units and one on-site manager unit. HACSA received HOME funds to support the development, and the land was purchased with CDBG funds. CDBG funds were also used to pay for the street infrastructure for the development.

Bascom Village



North Polk Street Apartments

Neighborhood Economic Development Corporation (NEDCO) acquired a 12-unit apartment building with HOME funds. The apartments were renovated with CDBG funds and other sources. Eleven units are dedicated to housing very-low income youth aging out of foster care and one is for an on-site manager. This is the first project of its kind in Oregon that meets the critical housing needs of youth aging out of foster care.

Youth House

SVdP was awarded HOME funds to acquire a former church building to provide 13 transitional housing units for homeless youth age 16 to 18 and one on-site manager unit. Construction to adapt the building for this purpose has commenced and will be completed in early 2018.



North Polk Street Apartments

AFFORDABLE HOUSING BY THE NUMBERS

► 64
NEW UNITS CREATED

► 23
ADDITIONAL UNITS
UNDERWAY

► 267
UNITS OF EXISTING
AFFORDABLE
HOUSING
REHABILITATED

The Monroe

Liberty Housing Group LLC used HOME funds to acquire a six-unit apartment building in the Whiteaker neighborhood. Veterans will be the target population for these two-bedroom units. Rehabilitation will be completed by the end of December.

River Road Apartments

NEDCO used HOME funds to acquire a four-unit apartment building targeted to very-low income persons living with HIV/AIDS. Building rehabilitation will be completed by the end of December.

HOUSING REHABILITATION PROGRAM

In addition to creating additional affordable housing units, Eugene invested CDBG funds to preserve 267 units of existing affordable housing through its Housing Rehabilitation Program. Specific projects completed or underway are described below.

West Town on 8th

Cornerstone Community Housing received a \$158,000 CDBG loan to repair construction defects that led to a failed roofing system. Rehabilitation was completed in 2017. These repairs preserved 102 affordable housing units in downtown Eugene.



Olive Plaza

Olive Plaza, a 150-unit affordable housing development for very low-income seniors, received a \$360,000 CDBG loan for relocation of residents while significant rehabilitation took place including seismic upgrades and accessibility improvements. Work was completed in September 2017.



Eugene Emergency Home Repair Program

Fifteen very low-income households received assistance through Eugene's emergency home repair and accessibility improvements program totaling \$53,000. These repairs address critical health and life safety issues and prevent displacement and homelessness.

City of Eugene Support for Community Initiatives

Veterans Homelessness

Work to leverage \$3 million in additional federal grant resources that were awarded to St. Vincent de Paul in 2014 resulted in more closely coordinated efforts to address homelessness among veterans, over 400 veterans being housed, and over 50 avoiding imminent homelessness through the local initiative dubbed Operation 365. Since March 2016, 445 homeless veterans on Lane County's By-Name Homeless Veterans List have been housed.

Housing Policy Board

The City of Eugene supports the intergovernmental Housing Policy Board, which acts as a forum for public input into the community issues related to affordable housing. The HPB reviews low-income housing issues and makes policy, funding, and other recommendations regarding affordable housing to Eugene and Lane County governments. The mission of the HPB is to increase the availability of decent, affordable housing for low and very-low income families and individuals in Lane County.

► **445**
HOMELESS VETERANS
HOUSED SINCE 2016

Poverty and Homelessness Board

The Poverty and Homelessness Board (PHB) is an action oriented group of elected officials, community stakeholders, and individuals who represent low-income and homeless people's concerns. The board developed a five-year strategic plan in 2016 that included creating 600 additional housing opportunities for chronically homeless individuals and 300 additional emergency shelter beds, as well as other strategies related to the key goals of increasing housing, shelter, and services, preventing homelessness and poverty, and enhancing public awareness and advocacy. The Mayor of Eugene sits on the PHB as a voting member, and City staff also provide support.

Human Services Commission

The Lane County Human Services Commission (HSC) is the lead agency for the Continuum of Care Plan, coordinating an integrated community safety net delivery system of social services, supportive housing, and healthcare services for low-income and homeless community members. In addition to providing over \$800,000 in annual funding to the HSC for a variety of critical social services, the City of Eugene is represented on the commission by elected officials who join those from Lane County and the City of Springfield.

Recent Council Actions and Resolutions

- In May 2016, the Eugene City Council passed Resolution No. 5153, which affirmed the City of Eugene's support and commitment to the Housing First approach.
- In October 2015, Council approved Resolution No. 5142, acknowledging the current housing and homelessness situation as a crisis and urging state assistance to help address it.
- City Council voted unanimously on February 27, 2017, to remove the sunset dates from the Rest Stop and Dusk to Dawn programs.
- The FY18 City of Eugene budget that Council adopted in June 2017 included adjustments to allocate:
 - o \$154,655 for the Dusk to Dawn program
 - o \$1 million of one-time Comcast Settlement Funds for a shelter

Challenges and Priorities

1. The number of households living in poverty is rising, and the number of affordable market rate housing units is shrinking. Over half of Eugene renters and a third of homeowners have a moderate or severe housing cost burden that places them at risk of homelessness. While Eugene continues to support development of affordable and special needs housing, development has not kept pace with the growth in need.
2. Unauthorized camping in City parks and public right-of-ways is having a taxing impact on the community, the unhoused, and the City. While interdepartmental teams continue to explore and implement strategies to increase public health and safety, and help address the needs of the unhoused, finding workable solutions that meet the magnitude and urgency of the need is a continuing challenge.
3. Education and outreach around the issue of homelessness and City and community efforts are key to increasing awareness and opportunities for partnerships and collaboration within the community.
4. Many efforts and initiatives have been implemented that are helping people meet their basic needs, find shelter, connect with services, and access housing. The City will continue to work with Lane County and other agencies, non-profit organizations, community partners and individuals to identify and support practical, humane, collaborative and sustainable solutions to homelessness.

LEARN MORE: www.eugene-or.gov/homelessness or 541-682-5010

TAC Summary of Lane County Stakeholder Interviews

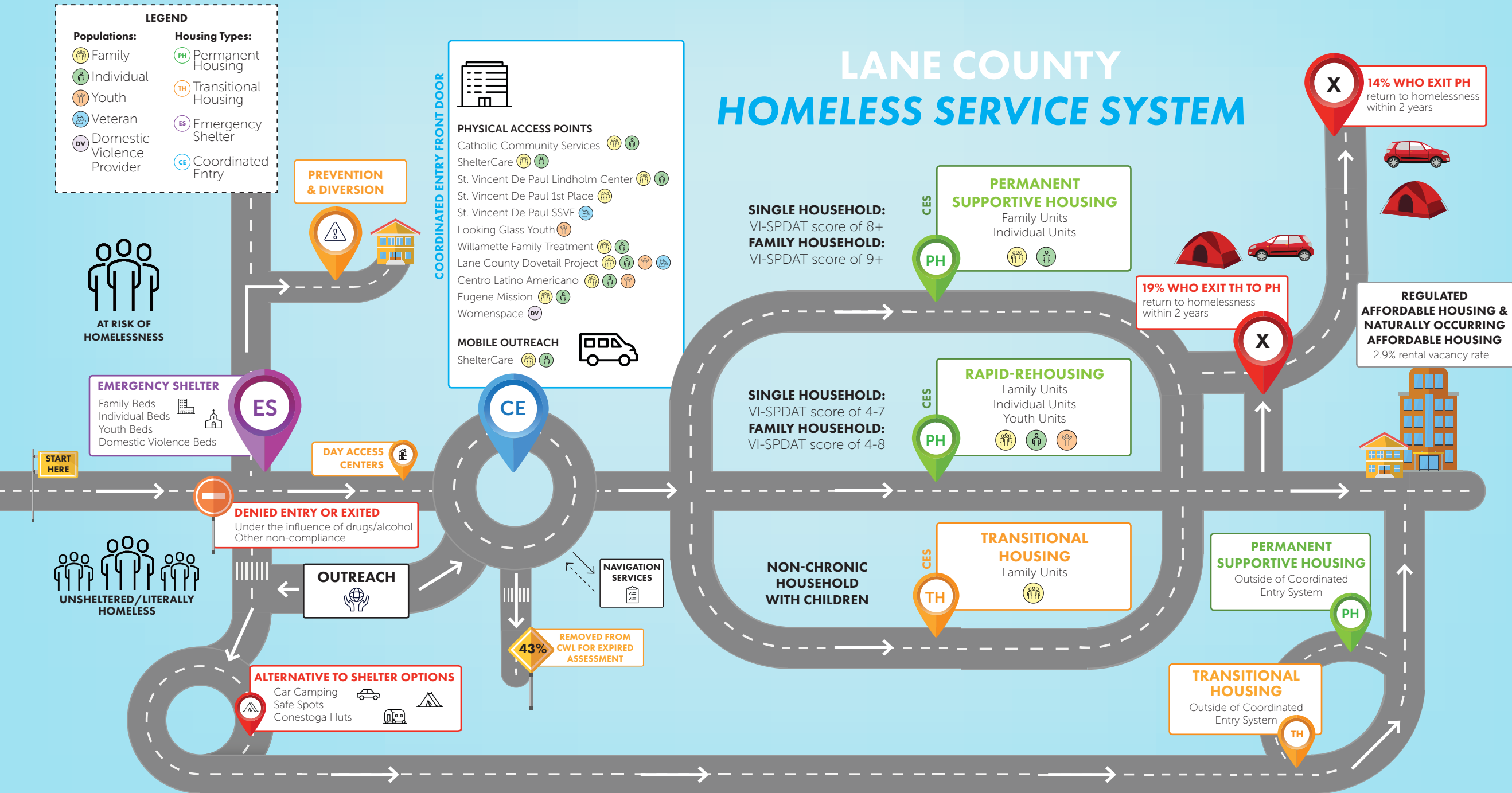
April 2018 through August 2018

Overview

From a period starting on April 18, 2018 through August 29, 2018, TAC consultants Gina Schaak and Liz Stewart conducted 19 stakeholder interviews (either in person or by telephone), toured a day access center, toured an emergency shelter, and attended a Poverty and Homelessness Board meeting. Immediately following the Board meeting TAC subsequently facilitated two focus groups. The following list includes the agencies TAC interviewed and sites visited:

- St. Vincent de Paul Society of Lane County (staff from several programs)
 - Service Center Staff
 - Supportive Services for Veteran Families (SSVF) staff
 - Family Shelter Staff
 - Executive Director
- Tour of Lindholm Center/ Service Station with SVdP staff
- Eugene Mission
 - Executive Director
 - Shelter Staff
- Homes for Good (PHA)
- Nightingale Health Sanctuary
- ShelterCare
- Catholic Community Services of Lane County
- PHB subcommittee Lived Experience Advisory Group for Unhoused Engagement (LEAGUE) member meeting
- Focus group discussions (2 total)
 - Poverty and Homelessness Board members, and
 - Community advocates
- Eugene Police Department
- City of Eugene Parks and Recreation staff
- Looking Glass
- White Bird/CAHOOTS
- Community Court
- COURT
- Lane County Staff for;
 - Coordinated Entry, FUSE, and
 - Community Service Worker

LANE COUNTY HOMELESS SERVICE SYSTEM



INITIAL SUMMARY OF SHELTER FEASIBILITY STUDY FOR LANE COUNTY

TECHNICAL ASSISTANCE COLLABORATIVE
31 SAINT JAMES AVE
STE. 950
BOSTON, MA 02116

OCTOBER 4, 2018



1. Background

In March of 2018, Lane County secured the services of the Technical Assistance Collaborative (TAC) to conduct a public shelter feasibility study. As part of the study, TAC was to assess the current homeless service system within Lane County including resource capacity and gaps within various system components such as Coordinated Entry, Diversion, Outreach, Day Shelter, Emergency Shelter, Transitional Housing, Rapid-Rehousing, and Permanent Supportive Housing. Since that time, TAC has conducted a comprehensive review of Lane County's homeless service system through multiple activities that have included:

- Onsite and offsite meetings with staff from Lane County and the City of Eugene
- Onsite and phone interviews with provider agency staff including emergency shelter providers, housing providers, advocates, consumers, and other community stakeholders
- Analysis of HMIS reports, Coordinated Entry data, System Performance Measures, Point-in-Time Counts and the Housing Inventory Chart

A list of all agencies and providers interviewed as part of this study is included in Appendix A.

2. Summary & Overview

The following information provided in this summary outlines TAC's initial observations and preliminary recommendations regarding shelter feasibility. While emergency shelter plays a crucial role in addressing a person's immediate housing crisis needs, it is important to note that shelter alone cannot be a community's singular strategy to ending homelessness. Shelter is one of a number of interventions needed and a community is most successful at reducing or ending homelessness when all housing and service interventions are working as a coordinated system. For this reason, many of the observations and recommendations outlined here relate to system-wide capacity across all system components.

This initial summary focuses on single adults who are homeless as this is the most significant challenge facing the County. The final report will address other homeless populations including youth, victims of domestic violence and families.

3. Lane County Homeless Single Adults

The 2018 Point-In-Time (PIT) Count identified a total of 1,641 persons experiencing homelessness within Lane County. 1,365 of these persons were single adults representing 83% of the overall homeless population. 1,009 of these single adults were in unsheltered locations (e.g. on the streets, living in vehicles, etc.) accounting for 89% of the unsheltered population. Compared to national data, Lane County has a much higher incidence of homelessness amongst single adults. Nationally, 67% of the overall homeless population is single adults and 33% are people in families¹. A closer look at this population indicates that many are chronically homeless, have a serious mental illness, a substance use disorder and/or are veterans.

¹ 2017 AHAR

The unsheltered population in Lane County is very visible and comparisons indicate it is significantly higher than many other similar communities:

- Out of 399 Continuums of Care (CoC) across the country, Lane County ranks 42nd CoC with highest unsheltered people.
- Of “Smaller, City, County and Regional CoCs” across the country, Lane County ranks 6th in chronically homeless number of single individual adults.
- In Lane County, .27% of population are unsheltered, as compared to Portland with .20% and Seattle with .25%.

Compared to the State of Oregon, City of Portland, City of Salem and Multnomah County, Lane County has a higher rate of poverty, a larger population of elders as well as those under 65 who have a disability and a higher unemployment rate.

While the number of homeless veterans – sheltered and unsheltered – has generally trended downwards over the last ten years, the number of unsheltered chronically homeless single adults with disabling conditions has generally increased.

4. Lane County Homeless Service System for Single Adults

TAC’s analysis included a review of all system components to determine overall capacity and gaps in housing and services to address homelessness with particular focus on single adults. The major components of Lane County’s homeless service system include Coordinated Entry, Emergency Shelter, Day Shelter, Outreach, Transitional Housing, Rapid-Rehousing, and Permanent Supportive Housing. TAC has developed a system map of Lane County’s Homeless Service System and the system flow throughout the system which is included as Appendix B. Further below in this summary, a number of challenges and recommendations are provided based on an assessment of the different components for single adults.

5. Challenges

TAC’s interviews and data analysis indicate that the persistence of the County’s single adult homeless population is due to external factors – some of which the County may be able to impact and others it cannot – as well as factors the County and/or the Continuum of Care can impact.

Demographic variables are among those factors the County can effect in only limited ways. As stated previously, Lane County has a higher percentage of citizens over 65 years of age, a higher poverty rate, a lower employment rate and a higher percentage of citizens between 18 and 65 who have disabilities than Salem, Portland, Multnomah County or the State of Oregon as a whole. It is not surprising then that there would be a relatively greater need for affordable housing and permanent supportive housing.

At the same time, however, the County’s affordable housing stock is limited. Like many communities across the Country, pressure on the rental market has been increasing, resulting

in low vacancy rates; the Lane County rate is 2.9%. There is limited new production in the County; the U.S. Census indicates that there were only 842 building permits in 2017. Interviews indicated there is limited incentive, e.g. funding, as well as capacity for new development in the County.

In addition to these factors, analysis of the homeless data provided by the County indicates that there is substantial, on-going in-flow into the homeless system.

The factors that the County can most readily impact relate to the Continuum of Care (CoC). Research by HUD and other entities has identified “best” and “promising” practices that are most effective in helping to end homelessness. For example, a housing first approach, policies and practices have been shown to be very effective in helping a variety of homeless subpopulations including single adults to move from the streets and shelter to housing. Housing first is an approach to quickly and successfully connect individuals and families experiencing homelessness to permanent housing without preconditions and barriers to entry, such as sobriety, treatment or service participation requirements. To the extent CoC programs are not implementing best/promising practices such as Housing First, they are less effective in affecting homelessness.

One of the CoC challenges is around the current emergency shelter system. Eugene Mission is the largest emergency shelter in Lane County serving multiple populations. Eugene Mission is well known to the community, providing year-round emergency shelter with facilities, access to meals, and some clinical and housing-related case management services. As the County’s primary permanent emergency shelter for single adults, the Eugene Mission plays a critical role in the crisis response system. The Mission, however, is not a low barrier, housing first oriented program. Eugene Mission has a sobriety requirement that limits the ability for many unsheltered people to be eligible for admission into the overnight setting. The case management services at Eugene Mission are focused more heavily on clinical support, and not as strongly on exiting the shelter and navigation to permanent housing. TAC’s interview with Eugene Mission staff indicated that it has these policies for a variety of reasons including staff capacity and building configuration. Since neither the County, City or Continuum of Care (CoC) fund or have a contract with the Mission, however, they have limited capacity to impact program policies.

6. Preliminary Recommendations

While increasing emergency shelter beds will help to respond to the immediate crisis of unsheltered single adults in the community, without expansion of other system components as well as policy alignment, training and implementation of best practices across the CoC, the County will be unable to make a significant impact on single adult homelessness. These preliminary recommended strategies include:

- Expand programs and Increase Utilization
 - *Add shelter beds*
 - *Expand Outreach*
 - *Expand Diversion*
 - *Add Permanent Supportive Housing & increase existing utilization*
 - *Expand move-on practices for existing Permanent Housing Units*
 - *Ensure Tenancy supports are available*
- Policy changes aligned with best practices and across CoC programs
 - *Coordinated Entry*
- Training to ensure implementation of best practices
 - *Housing First*
 - *Rapid Rehousing*
 - *Tenancy supports*

Expand Shelter and Increase Utilization

TAC recommends the County expand permanent housing first oriented shelter beds. Specifically, TAC's modeling suggests a range of between 50 and 75 shelter beds for single adults would be impactful. Most importantly, however, any new shelter(s) should implement a housing first orientation including

- Immediate and easy access
- Housing-focused services
- Rapid exits to permanent and permanent supportive housing
- Measure outcomes to improve performance

TAC also recommends the County work with Eugene Mission to identify ways to increase utilization. TAC also recommends the County consider placing City and/or County funded staff on-site for navigation and/or case management services. If the Mission is willing to target long-term shelter stayers for rapid rehousing, this could greatly reduce system-wide length of stay for emergency shelter.

Program Expansion - Outreach

TAC recommends expanding street outreach. Currently, the number of FTEs engaged in street outreach is inadequate relative to the number of homeless, unsheltered single adults. The

recently awarded SAMHSA funds will increase outreach to chronically homeless single adults with SPMI but are unlikely to address the need.

TAC also recommends expanding/redesigning street outreach to become a coordinated system-wide approach, connected to coordinated entry. Connecting to coordinated entry will help to place households more quickly, moving them out of homelessness and increasing overall utilization of CoC programs.

Program Outreach – Diversion

Diversion can assist in addressing inflow. Currently, however, County diversion programs are targeted only to families and youth. TAC recommends that diversion be implemented system-wide and at levels needed to prevent at-risk single adults from entering the homeless system.

To implement effective diversion programs, the County will want to hire and train staff dedicated to diverting single adults at the front door through active diversion tactics. The County may also want to consider providing limited financial assistance when needed to divert single individual adults from homelessness.

Program Expansion – Permanent Supportive Housing and Rapid Rehousing for Single Adults

Currently, there are 407 PSH units in Lane County targeted towards homeless single adults. Recognizing the key role that PSH plays in ending homelessness, the Lane County Poverty and Homelessness Board has set a goal of creating an additional 600 PSH units by 2021. In the past few months, County has received funds for 60 Housing First PSH units and 33 targeted Mainstream Vouchers².

While these awards bring the Board closer to its goal, TAC recommends that the County continue to apply for and/or support developers in applying for these funds as appropriate. HUD will be issuing another significant Mainstream Voucher program NOFA in the near future. As described above, one of the significant subpopulations of unsheltered homeless single adults is veterans. The County has a significant pool of VASH resources specifically targeted to this population. TAC recommends a focus on identifying any barriers to efficient implementation, including project-basing some of the vouchers, and once these are resolved, consider expanding the program.

One strategy that many communities are using to decrease homelessness is to increase “flow” and availability of PSH by creating “move-on” units. These are specific units or program/property preferences that allow PSH tenants to move onto other affordable housing options such as the Housing Choice Voucher program, public housing and HUD-assisted housing. TAC estimates that the County can add up to 200 move-on units by using 2-5% of existing affordable housing options that will increase turnover in PSH and reduce bottlenecks in the system.

² Some of these will divert from homelessness.

TAC also recommends a number of PSH program policy and practice modifications including:

- Ensure PSH & RRH is targeted to the most vulnerable single individual adults by making all referrals to PSH and RRH through Coordinated Entry
- Ensure the crisis response system - especially case managers - understands how to leverage reasonable accommodations
- Consider increasing the PHA payment standard
- Establish system-wide landlord engagement strategies to increase access to units and quicker housing search

Program Expansion – Tenancy Supports

Many formerly or at risk adults who are homeless or at risk of homelessness need tenancy support to obtain and retain housing. Review of the County's data on returns to homelessness from PSH and PSH turnover suggests that tenancy supports may not be as available or effective as needed; in 2017, 21% of the exits to permanent housing returned to homelessness. TAC recommends the County ensure providers are able to effectively provide and bill for tenancy supports. This may require capacity development on service delivery and billing, training and supports on delivery of best practices.

Policy Change – Coordinated Entry

Lane County is commended for having a coordinated entry system in place for its crisis response system. As described above, however, the coordinated entry system would be most effective with the following recommended policy changes.

- Ensure referrals for all CoC units are made through the CWL.
- Increase provider capacity to conduct assessments in the field, through walk-ins, and via phone.
- Establish a designated coordinated entry outreach team to conduct assessments.
- Increase navigation to ensure those highest on list are “document ready” and can be located quickly.
- Consider eliminating separation of buckets between PSH & RRH.
- Revise how assessments are updated to decrease number of “expired” assessments.
- Establish a timeframe for how and when assessments occur.

Training

To enhance its effectiveness, the Lane County crisis response system needs to be seamless; programs and agencies need to work together effectively. Coordinated entry provides the core

of this partnership but there are other evidence-based best policies and practices are necessary across each program type.

Stakeholders, for example, have a strong awareness of housing first principles but it is not evident that housing first practices are being implemented throughout the system. Staff interviews indicate that the system is challenged in its implementation of the RRH model. TAC recommends the County consider moving to RRH delivery by a single provider or provide more intensive training for all providers. Interviews indicate that training to better serve individuals with co-occurring serious mental illness and substance use disorders is needed.

If the system overall enhances implementation of these policies and practices, Lane County will see improvements even without increases in services.

Recommendation to Focus on Unsheltered Single Adults

Lane County, Portland/Multnomah County, and State of Oregon have “stand out” unsheltered numbers. Lane County and the City of Eugene cannot resolve this persistent unsheltered issue alone. Neither the City nor the County have sufficient resources at this time; additional state and/or federal support such as enhanced shelter funding and additional allocation of PSH funding is needed.

That said, the County should not wait for outside funding. The state will want to see Lane County and the City of Eugene making the types of systems recommendations above in addition to requests for additional funds. In addition, the County and City should consider examining new types of local revenue and funding based on successful examples of other communities. The County should consider working with Portland/Multnomah County as well as OHCS to secure state funds specifically to resolve these unsheltered challenges.

Similar to the hundred day challenges and surges done across the country, the County should consider a one-year strategy focused on ending single adult homelessness, especially unsheltered homelessness. Implementing a surge-type intervention might include a surge targeting seniors linked to PSH preference in HUD 202 properties and elderly public housing as well as a surge targeting vets linked to VASH.

Appendix A

To Date, TAC has interviewed staff from the following homeless provider agencies and programs:

- St. Vincent de Paul Society of Lane County
 - Service Center Staff
 - Supportive Services for Veteran Families staff
 - Family Shelter Staff
 - Executive Director
- Eugene Mission
 - Executive Director
 - Shelter Staff
- Homes for Good Housing Agency
- Nightingale Health Sanctuary
- ShelterCare
- Catholic Community Services of Lane County
- PHB subcommittee Lived Experience Advisory Group for Unhoused Engagement (LEAGUE) member meeting
- Focus group discussions
 - Poverty and Homelessness Board
 - Community advocates, community members
- Eugene Police Department
- City of Eugene Parks and Recreation staff
- Looking Glass
- White Bird/CAHOOTS
- Community Court
- CORT
- Lane County Staff for;
 - Coordinated Entry
 - Frequent User System Engagement (FUSE)
 - Community Service Worker

*Eugene-Springfield
Consolidated Annual
Performance & Evaluation
Report Fiscal Year - 2018
Executive Summary*



Consolidated Annual Performance
& Evaluation Report
————— *for* —————
Housing and Community Development

Eugene-Springfield 2018 Consolidated Annual Performance and Evaluation Report

Executive Summary

Introduction

This Consolidated Annual Performance Evaluation Report (CAPER) reviews the Community Development Block Grant (CDBG) and HOME Investment Partnerships Program (HOME) funded activities undertaken by the Cities of Eugene and Springfield between July 1, 2017 and June 30, 2018 (City Fiscal Year 2018). It is the third of five annual reports describing Eugene's and Springfield's progress toward housing and community development objectives identified in the 2015 Eugene-Springfield Consolidated Plan and One-Year Action Plans.

The Cities of Eugene and Springfield each receive an annual entitlement allocation of CDBG funds directly from the U.S. Department of Housing and Urban Development (HUD). The City of Eugene also receives HOME funds from HUD on behalf of the Eugene-Springfield HOME Consortium. The City of Eugene is the lead agency in the HOME Consortium.

The 2018 CAPER evaluates the progress towards achieving the goals and strategies established in the 2015 Consolidated Plan and One-Year Action Plans to address the affordable housing, human service, and employment needs of low- and moderate-income households in our community. A table from the 2015 Consolidated Plan that identifies the adopted Priority Needs, Affordable Housing Strategies, and Community Development Strategies is provided as Attachment A. Specific measures of progress and numeric five-year goals were established for each strategy. Attachment B reports the progress made towards the five-year goals during the first three years of this Consolidated Plan, July 1, 2015 through June 30, 2018. The following document summarizes progress under each of the identified strategies. Electronic copies of the 2015 Eugene-Springfield Consolidated Plan, annual Action Plans, and CAPERs are all available online at www.eugene-or.gov/hudconplan.

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efifield@springfield-or.gov



Affordable Housing

The Eugene-Springfield Consolidated Plan identified four strategies to increase access to affordable housing for Eugene and Springfield residents including: 1) Increase the supply of affordable housing; 2) Rehabilitate existing housing stock affordable to low-income persons; 3) Provide down-payment assistance for homeownership; and 4) Remove barriers to affordable and supportive housing. Both jurisdictions have made progress toward their Affordable Housing Strategies using a combination of CDBG and HOME funds. Work undertaken in FY 2018 to accomplish each strategy is described briefly below.

Increase the Supply of Affordable Housing

The Cities of Eugene and Springfield advanced multiple strategies to increase the supply of affordable housing using both HOME and CDBG funds. Components of this strategy include: 1) Development of affordable housing projects; 2) Acquisition of land for future affordable housing development; and 3) Operating support for organizations engaged in affordable housing development. Outcomes in each of these areas are described below.

Housing Development

In summary, 17 units of affordable housing were created through the completion of two acquisition projects (River Road Apartments and Youth House). Four units are for persons living with HIV/AIDS and 13 units are for persons experiencing homelessness aged 16-18.

Two additional projects with 40 affordable housing units are underway including The Monroe and Myrtlewood Apartments. These projects will be completed in future reporting periods.

River Road Apartments – Neighborhood Economic Development Corporation (NEDCO) received HOME funds to acquire a four unit apartment building in the River Road neighborhood. The rehabilitated units are targeted to very low-income persons living with HIV/AIDS. (Eugene)

Youth House – St. Vincent de Paul Society of Lane County (SVdP) received HOME funds to acquire a former church building in the Southwest Hills neighborhood to provide 13 transitional housing units for homeless youth age 16-18 and one on-site manager unit. The renovated building includes studio apartments and common areas. (Eugene)

The Monroe – Liberty Housing Group, LLC received HOME funds to acquire a six unit apartment building in the Whiteaker neighborhood. Veterans will be the target population for these two bedroom units. Rehabilitation is nearly complete. (Eugene)



Youth House, completed

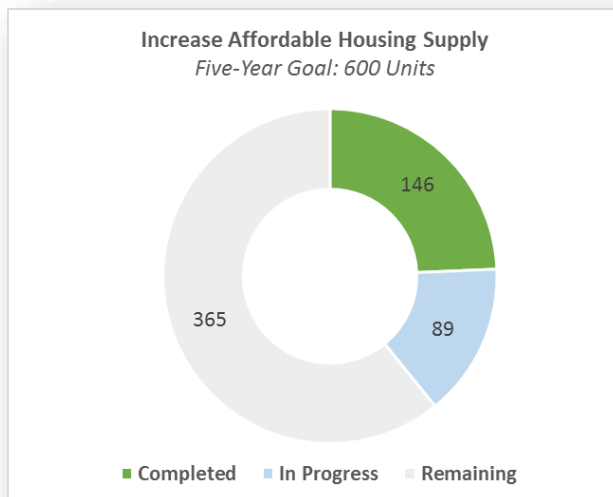


Myrtlewood – SVdP was awarded HOME funds to construct the Myrtlewood on Main Street. The new building will be 34 apartments for low-income households, eight of which will target households with developmentally disabled persons. There will also be one on-site manager unit. Construction is nearly complete. (Springfield)



Myrtlewood Apartments, under construction

Market District Commons – Homes for Good (the Public Housing Authority previously known as HACSA) was awarded HOME funds to construct Market District Commons at 6th Avenue and Oak Street in downtown Eugene. The building will be 49 apartments for low-income households and one on-site manager apartment in four floors above first floor commercial. Ten of the units will be targeted to homeless veterans. (Eugene)



Rendering of Market District Commons

Eugene and Springfield have created 146 housing units over the past three years. With 89 units underway, the jurisdictions are achieving 40% of the five-year goal towards the development of 600 affordable housing units.

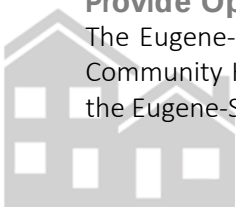
Acquire Land for Future Affordable Housing Development

Eugene will offer the property located at 1505-1525 River Road to affordable housing developers through a competitive Request for Proposals process. This property was acquired in the last reporting period. The land will be offered in addition to HOME development funds and local resources. This future development is likely to result in the addition of 50-60 new affordable housing units.

The City of Springfield has prioritized identifying publicly-owned property for residential development. The City has identified a site in east Springfield and is in the process of making it available for future affordable housing development. CDBG funds have been allocated to help acquire and develop the property.

Provide Operating Support for Community Housing Development Organizations (CHDO)

The Eugene-Springfield HOME Consortium used \$48,854 in HOME funds to provide operating support to Community Housing Development Organizations serving both cities. There are three active CHDOs serving the Eugene-Springfield area including Cornerstone Community Housing, SVdP, and NEDCO.



Rehabilitate Existing Housing Stock Affordable to Low-Income Persons

The cities of Eugene and Springfield both made substantial progress towards homeowner and rental housing rehabilitation goal. In total, 88 households received emergency home repair and/or accessibility assistance.

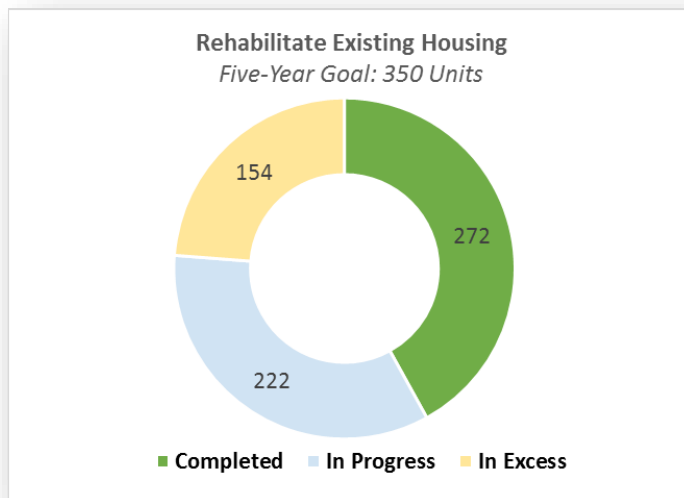
Homeowner Rehabilitation Activity

Eugene Emergency Home Repair Program – 24 households received assistance through Eugene’s emergency home repair and accessibility improvements program. Of these, 13 homes are occupied by people with disabilities and 17 homes are occupied by people who are elderly. (Eugene)

Springfield Emergency Home Repair Program – 64 households received assistance through Springfield’s emergency home repair program. Of these, 48 homes are occupied by homeowners who are elderly. The program provides up to \$5,000 every five years to very low-income property owners to correct conditions that create a threat to the health and safety of the occupants. (Springfield)

Rental Rehabilitation Activity

Ya-Po-Ah Terrace Retirement Apartments, which is locally owned by Evergreen Union Retirement Apartments (EURA), consists of 222 units for people aged 62 years and older. Residents pay 30% of their income. Federal rent subsidies for 210 units are dedicated to low- and very low-income seniors who earn up to 50% of area median income. EURA has applied to the City of Eugene for a Rental Rehabilitation Loan to help fund the extensive project. The preservation is only possible with a combination of federal, state and local resources. Construction is expected to begin in FY 2019.



As shown above, using CDBG funds, Eugene has rehabilitated 272 housing units three years into the current Consolidated Plan. This is 78% of the five-year goal of rehabilitating 350 existing units.

With the future completion of Ya-Po-Ah Terrace, Eugene is expected to exceed the 5-Year Goal of rehabilitating 350 rental units by 144 units, for a total of 494 rental units, or 142% of the five-year goal.



Rendering of Ya-Po-Ah Terrace



Provide Down Payment Assistance for Homeownership

Both Springfield and Eugene transitioned funding for their respective homebuyer assistance programs to CDBG from HOME as part of the 2015 Consolidated Plan.

Eugene Homebuyer Assistance Program – This program was launched as a pilot in October 2015 using CDBG funds. Due to local market conditions, the program was suspended mid-way through FY 2017. Low-income households seeking to purchase had tremendous difficulty finding units that were both affordable and met CDBG quality requirements making this program ineffective.

Springfield Home Ownership Program – Down-payment assistance was provided to eight low-income homeowners, through 0% interest deferred loans up to \$7,000. With a delayed start to the program in 2015, Springfield still has funds available for the program from FY 2017 and FY 2018 allocations.

Remove Barriers to Affordable and Supportive Housing

Both Eugene and Springfield seek opportunities to affirmatively further fair housing and raise awareness of the housing needs of low- and moderate-income people.

Intergovernmental Housing Policy Board

The Intergovernmental Housing Policy Board (HPB) completed strategic work planning. Two Task Teams were formed to: 1) Research a dedicated local source of funding for affordable housing and 2) Identify alternative housing types and barriers for low- and very low-income families. The HPB made recommendations to City Council on both topics and additional, city-wide work is underway. The HPB continued to advocate for state and local policy changes to remove barriers to affordable housing and housing choice. Eugene staff collaborated with community advocacy groups on fair housing strategies, trainings, and outreach.

Fair Housing

Eugene engaged in fair housing work in collaboration with the Fair Housing Council of Oregon. The hotline for fair housing questions and complaints served as a useful resource for community members. Fair housing advocacy was provided and investigations were conducted.

Six fair housing trainings were held for staff, social service agencies, housing providers, and community members. One training was created for Spanish-speaking community members. A Spanish interpreter and equipment were available for language translation during the training.

To celebrate the 50th anniversary of the Fair Housing Act, Mayor Vinis proclaimed April as Fair Housing Month in Eugene. Also, an outreach event aimed at families with children was held in collaboration with the Eugene Public Library. This special event included fair housing themed books read by Mayor Vinis, crafts, and the distribution of fair housing materials in English and Spanish. Staff also exhibited at the University of Oregon's Off-Campus Housing Fair and provided fair housing education and bilingual resources.



Mayor Vinis at Fair Housing Story Time

Springfield dedicated time and efficiently used university student interns to help address this strategy. Fair housing documents were created for dissemination to local residents and landlords, and are available on the City's website. Also, an outreach strategy was developed to further educate residents and landlords about fair housing, beginning in FY 2019.



Community Development

Springfield and Eugene made significant progress toward their Community Development Strategies using CDBG funds. Accomplishments for human services, economic development, and improvements to low-income areas are described below.

Support a Human Services Delivery System to Address the Needs of Homeless Persons and Special Needs Populations

Both Eugene and Springfield continued investments in human service operations. In addition, Eugene continued preparatory work on four human service capital facilities projects.

Human Service Operations

Eugene Human Services - Eugene provided \$350,000 in CDBG funds, in collaboration with the Lane County Human Services Commission which supported 24,995 low- and very low-income persons with critical social services. A significant proportion of persons served by these agencies are homeless or at-risk of homelessness. Funded agencies include: Food for Lane County, The Relief Nursery, Catholic Community Services, St. Vincent de Paul, and Womenspace.

Springfield Human Services - Springfield provided \$72,935 in CDBG funds to the Lane County Human Services Commission which supported 10,611 low- and very low-income persons with critical social services in Springfield. Funded agencies include: Food for Lane County, The Relief Nursery, Catholic Community Services Service Center, and Womenspace.

Human Services Capital Facilities

In FY 2016, Eugene released a Request for Proposals that led to four new capital facility projects, which were approved for funding by the CDBG Advisory Committee and City Council. These facilities serve over 11,000 low- and moderate-income people and people experiencing homelessness each year.

Looking Glass, McKay Lodge – provides male, juvenile ex-offenders while providing housing, meals, and access to an array of human services, health care, and education.

Head Start, Whiteaker School Community Center – serves low- and extremely low-income children and their families.

ShelterCare, Homeless Medical Recuperation program – provides emergency housing, meals, and wrap around services to people being discharged from hospitals who would otherwise be homeless.

Catholic Community Services, Eugene Community Service Center – is the largest distributor of food boxes among 150 Food for Lane County partners. Emergency housing vouchers, rapid-rehousing, and other self-sufficiency programs are among the additional services provided to community members in need.

Three environmental reviews were completed on the four projects. Further investigative work was performed, partnership opportunities were explored and finalized, and more detailed work progressed on project specifications. Additional funds were allocated through the HUD 2018 Action Plan for three of the four projects. At the end of FY 2018, three of the four projects executed grant agreements and projects were in the final stages of preparing bid documents. Construction will begin in FY 2019. (Eugene)



Promote Economic Development and Employment Opportunities through the Creation of Jobs and Business Development

Significant progress was made in Eugene's economic development activities as described below.

Eugene Business Development Fund/Emerging Business Loan Program

Eugene continued to operate its Business Development Fund, and provided four loans totaling \$887,500, which are projected to result in the creation of twenty three jobs for low-income people to the following local businesses: Elegant Elephant Baking Corporation, Fire & Rod, LLC dba The Wheel Apizza Pub, WildCraft Cider Works, Inc., and Shelton-Turnbull Printers, Inc. Additionally, there are applications totaling \$895,000 in underwriting which if approved, will fund in FY 2019.



The Wheel Apizza Pub, New Haven Style Pizza



Elegant Elephant Baking Co, a Gluten-Free Bakery

Microenterprise Training

Eugene Microenterprise Training – NEDCO was selected through an open request for proposals in May of 2015 to conduct Microenterprise Training on behalf of the City of Eugene. Sixty people who are either business owners or seeking to start a business were trained.

Springfield Microenterprise Training – During this reporting period, Springfield did not allocate funds to this program.

Make Strategic Investments to Improve Low-Income Neighborhoods and Other Areas Exhibiting Conditions of Slums and Blight

The Cities of Eugene and Springfield did not allocate funds to support this strategy during this reporting period.



Attachment A

Eugene Springfield 2015 Consolidated Plan – Priority Needs and Strategies Tables

Priority Needs Table

Priority Need	Explanation
Renters - Low and very low income people need increased access to quality affordable rental housing	<ul style="list-style-type: none"> A significant majority of low-income renters spend more than 30% of their income on housing costs (Eugene–76%, Springfield–74%) A significant majority of low-income renters experience overcrowding, substandard housing, or a housing cost burden (Eugene–78%, Springfield–76%) A large percentage of low-income renters spend more than 50% of their income on housing costs (Eugene–51%, Springfield–34%)
Home Owners - Low and very low income people need increased access to affordable home ownership opportunities and support to remain homeowners	<ul style="list-style-type: none"> A significant majority of low-income owners experience overcrowding, substandard housing, or a housing cost burden (Eugene – 76%, Springfield – 57%) A significant majority of low-income owners spend more than 30% of their income on housing costs (Eugene–64%, Springfield–56%) A large percentage of low-income owners spend more than 50% of their income on housing costs (Eugene–40%, Springfield–31%)
Homeless - People need access to housing and supportive services to prevent them from becoming homeless and to leave homelessness	<ul style="list-style-type: none"> A total of 11,668 homeless individuals were served in FY 2014 by agencies funded by Lane County. The three public school districts in Eugene and Springfield report 1,616 homeless youth during 2014, and this definition includes students who are staying with friends or family. The definition of homeless for purposes of this Plan includes people who are “doubled-up”.
Non-Homeless Special Needs Populations - People with special needs including seniors, ex-offenders, people with HIV/AIDS, victims of domestic violence, people with drug and alcohol addictions, people who are evicted or foreclosed, people with physical and mental disabilities, veterans, youth and college students, and youth aging out of foster care.	<ul style="list-style-type: none"> Special needs populations need additional support as it relates to affordable housing, human services, and employment opportunities.
Employment Opportunities - People who have low incomes, are unemployed or underemployed need a broader range of employment opportunities, including self-employment.	<ul style="list-style-type: none"> Between 2007 and 2010, Lane County lost nearly 18,000 jobs. The loss of jobs combined with the subsequent recession, have widened the gap between employed wages and housing costs.
Low-Income Areas & Areas of Slums and Blight – Geographic areas defined as areas of slums and blight or as low-income areas need additional support for rehabilitation and public facility improvements	<ul style="list-style-type: none"> There are several areas in this community that are or could meet the HUD requirement for an areas of slums and blight which would allow different uses of CDBG funds. These areas could benefit from increased investments in the area. There are several areas of this community that are characterized by 51% or more low- to moderate-income residents, which can benefit from increased investments in this area.



Affordable Housing Strategies to Address Priority Needs and Five-Year Goals

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	Springfield CDBG
Increase the supply of affordable housing (Consortium HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of rental units constructed, reconstructed, acquired or preserved	600	50	
			Number of CHDO's Assisted	4		
			Housing for homeless added	20		
			Number of sites acquired		2	1
			Homeowner housing added		10	5
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		350	5
			Number of home owner units rehabilitated		150	200
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first time purchase of a home.	Households assisted with direct assistance to home buyers		10	50
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy board		Yes	Yes
			Number of fair housing events		20	5
			Maintain fair housing services		Yes	Yes
			Update Fair Housing Plan		Yes	Yes



Community Development Strategies to Address Priority Needs and Five-Year Goals

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	Springfield CDBG
Support a human services delivery system to address the needs of homeless persons and special needs populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission.	Persons assisted with public facility activities		25,000	5,000
			Persons assisted with public service activities		110,000	65,000
			Number of public facilities improved		15	4
			Number of transitional or emergency beds added		20	5
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training and development opportunities.	Jobs created or retained		200	5
			Businesses assisted		50	1
			Micro business trainees		300	55
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities.	Businesses assisted with façade treatment or building rehab		-	2
			Number of projects completed		2	2
			Persons assisted with public facility activity		5,000	6,000



Attachment B

Affordable Housing Strategies and Five-Year Goals Progress Report: July 1, 2015 – June 30, 2018

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	HOME & Eugene CDBG Progress Completed
Increase the supply of affordable housing (Consortium HOME and CDBG)	Renters, Home Owners, Homeless, Special Needs	Land Acquisition. Development of new rental housing. Operating Support for Community Housing Development Organizations	Number of rental units constructed, reconstructed, acquired or preserved	600	50	146
			Number of CHDO's Assisted	4		3
			Housing for homeless added	20		21
			Number of sites acquired		2	1
			Homeowner housing added		10	-
Rehabilitate existing housing stock affordable to low-income persons (CDBG)	Renters, Homeless, Special Needs, Low-Income Areas, Home Owners	Continue and expand publicly supported rehabilitation and accessibility improvements.	Number of rental units rehabilitated		350	272
			Number of home owner units rehabilitated		150	62
Provide down payment assistance for home ownership (CDBG)	Home Owners	Assist low-income residents with the first time purchase of a home.	Households assisted with direct assistance to home buyers		10	6
Remove barriers to affordable and supportive housing (CDBG)	Renters, Home Owners, Homeless, Low Income Area Non Homeless Special Needs	Support programs that assure housing opportunities are provided without discrimination. Support Housing Policy Board. Update Fair Housing Plan.	Maintain Housing Policy board		Yes	Yes
			Number of fair housing events		20	20
			Maintain fair housing services		Yes	Yes
			Update Fair Housing Plan		Yes	-



Community Development Strategies and Five-Year Goals
Progress Report: July 1, 2015 – June 30, 2018

Strategy	Priority Needs Addressed	Possible Examples	Measurements	HOME Consortium	Eugene CDBG	HOME & Eugene CDBG Progress Completed
Support a human services delivery system to address the needs of homeless persons and special needs populations (CDBG)	Homeless, Special Needs	Fund capital improvements to facilities owned by non-profits. Fund non-profit services through the Human Services Commission.	Persons assisted with public service activities		110,000	72,729
			Number of public facilities improved		15	1
			Number of transitional or emergency beds added		20	-
Promote economic development and employment opportunities through the creation of jobs and business development (CDBG)	Employment Opportunities	Provide below market financing to local businesses creating or retaining jobs. Provide micro-enterprise training and development opportunities.	Jobs created or retained		200	70
			Businesses assisted		50	12
			Micro business trainees		300	140
Make strategic investments to improve low income neighborhoods and other areas of slums and blight (CDBG)	Renters, Owners, Homeless, Special Needs, Low Income Areas and Slums & Blight, Employment Opportunities	Provide financing for activities which eliminate slums and blight, including acquisition, clearance, rehab and historic preservation and economic development activities.	Businesses assisted with façade treatment or building rehab		-	-
			Number of projects completed		2	1
			Persons assisted with public facility activity		5,000	1,850



