



**Eugene City Council**

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# **AMENDED AGENDA**

## **EUGENE CITY COUNCIL AGENDA**

**April 26, 2017**

**12:00 p.m. CITY COUNCIL WORK SESSION**  
**Harris Hall**  
**125 East 8<sup>th</sup> Avenue**  
**Eugene, Oregon 97401**

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**Meeting of April 26, 2017;**  
**Her Honor Mayor Lucy Vinis Presiding**

**Councilors**

Alan Zelenka, President  
Emily Semple  
Claire Syrett

Mike Clark, Vice President  
Greg Evans  
Chris Pryor  
Betty Taylor

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***Please note: This agenda has been amended to reflect the addition of item A.***

**12:00 p.m. CITY COUNCIL WORK SESSION**  
**Harris Hall, 125 East 8<sup>th</sup> Avenue**

**A. ACTION:**  
**South Willamette**

***Motion on Table:*** *I move to direct the city manager to refocus the city's planning efforts, but continue community engagement in South Eugene, on developing special area zones or refinement plans to the River Road/Santa Clara area where significant preparatory work and planning has already occurred by area residents, and to the Hwy 99/Bethel area, which along with the River Road/Santa Clara area contains two of the city's main transportation corridors where multi-unit densities are contemplated by Envision Eugene, and bring back a plan for moving forward on university neighborhoods.*

**B. WORK SESSION:**  
**Public Shelter for Emergency Housing**

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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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**CITY OF EUGENE  
INTENDED MOTION**

**COUNCILOR EVANS  
Refocus Refinement Plan Efforts to River Road/Santa Clara and  
Hwy 99/Bethel Areas  
APRIL 26, 2017**

I move to direct the City Manager to refocus the City's planning efforts, but continue community engagement in South Eugene, on developing special area zones or refinement plans to the River Road/Santa Clara area where significant preparatory work and planning has already occurred by area residents, and to the Hwy 99/Bethel area, which along with the River Road/Santa Clara area contains two of the city's main transportation corridors where multi-unit densities are contemplated by Envision Eugene, and bring back a plan for moving forward on university neighborhoods.

# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY



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### Work Session: Public Shelter for Emergency Housing

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Meeting Date: April 26, 2017  
Department: City Manager's Office  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: B  
Contact: Regan Watjus  
Contact Telephone Number: 541-682-8442

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#### **ISSUE STATEMENT**

This work session is an opportunity for Council to discuss emergency shelter options in the region. Staff will share information about emergency shelter options, services and costs, both from other agencies and comparable communities.

#### **BACKGROUND**

##### **Overview**

The annual Homeless Point in Time Count illustrates a continued significant need for emergency shelter options for the homeless in our area. The 2016 count revealed 1,451 people experiencing homelessness in Lane County, some living in transitional or emergency shelter and 934 men, women, and children living without shelter.

According to an inventory of shelter and housing for the homeless compiled by Lane County Human Services Division staff, there are 10 emergency shelter program providers in Lane County who together provide 462 year-round emergency shelter beds, including 70 beds for households with children and 411 beds for households without children. In addition, there are 330 seasonal emergency shelter beds and 121 beds of transitional housing, where people who are experiencing homelessness may live for up to 24 months.

City of Eugene-enacted ordinances and code have enabled the creation of additional options for shelter through transitional micro-housing, the Council-approved Rest Stop Program, and the Overnight Parking Program, which all together currently serve approximately 200 people.

The Poverty and Homelessness Board (PHB) provides advice to the Lane County Board of Commissioners and the Lane County Human Services Commission to address poverty and homelessness across the region. The City is represented on the PHB by the Mayor to contribute to leadership, policies and planning. The PHB has a 5-year strategic plan that identifies goals that are categorized into three main focus areas. Goal 1.2 of the Strategic Plan addresses the creation of additional emergency shelter and respite care for homeless individuals, youth and families with children awaiting housing. It outlines specific goals of creating 300 beds of emergency shelter for homeless singles (150 year-round beds and 150 winter

season shelter beds) and 30 units of year-round emergency shelter for homeless families with children.

There are different models of emergency shelter options to consider that currently operate in Eugene. They include the model of the Eugene Mission, in which one campus has the capacity to offer overnight shelter to a large number of homeless people and also provides case management services and day access services (such as laundry, showers, and meals). Another model is that of Opportunity Village Eugene, a tiny home village that offers transitional shelter for people experiencing homelessness. The village includes individual tiny house units for residents to sleep and keep belongings, and communal restrooms, shower, kitchen and common space. The goal is transitional shelter while residents work to save money and connect with services to transition to permanent housing. A final model to consider is the combination of day center services with Dusk to Dawn overnight sleeping onsite, such as has been provided during the winter season at the St. Vincent de Paul Eugene Service Station on Hwy 99.

A primary challenge in our community is the lack of shelter options that have lower barriers for those homeless who may have serious mental illness, substance abuse issues, or criminal histories.

#### **RELATED CITY POLICIES**

1. Council goal for a Safe Community: A community where all people are safe, valued and welcome.
2. Council goal for Sustainable Development: A community that meets its present environmental, economic and social needs without compromising the ability of future generations to meet their own needs.
3. Council goal for Effective, Accountable Municipal Government: A government that works openly, collaboratively, and fairly with the community to achieve measurable and positive outcomes and provide effective, efficient services.

#### **CITY MANAGER'S RECOMMENDATION**

Discussion only. The City Manager does not have a recommendation at this time.

#### **SUGGESTED MOTION**

There are no suggested motions at this time.

#### **ATTACHMENTS**

- A. Lane County Poverty & Homelessness Board Strategic Plan, 2016-2021
- B. Emergency Shelters: Survey of Emergency Shelters in Comparable Communities, Eugene Public Library Adult Services Staff, April 2017
- C. Eugene/Springfield/Lane County Homeless Service System, Lane County Human Services Division, updated September 2016
- D. 2016 Annual Homeless Point in Time Count Highlights

**FOR MORE INFORMATION**

Staff Contact: Regan Watjus, City Manager's Office  
Telephone: 541-682-8442  
E-Mail: [Regan.S.Watjus@ci.eugene.or.us](mailto:Regan.S.Watjus@ci.eugene.or.us)



*helping people • changing lives .....*

**Lane County  
Poverty & Homelessness Board**

**Strategic Plan**

**2016-2021**

*Approved on April 21, 2016*

# Executive Summary

The plight of poverty and homelessness affects the lives of thousands of individuals and families who live in Lane County. The solutions to this growing problem are as myriad as the causes. Government agencies, nonprofit and civic organizations, schools, and churches all contribute resources through a wide variety of programs and assistance.

In an effort to facilitate better-coordinated efforts, the Poverty and Homelessness Board (PHB) was formed in 2014. It is an action-oriented group of elected officials, community stakeholders, and individuals who represent low-income and homeless people's concerns in Lane County.

The PHB serves as the administrative board for the Lane County Community Action Agency and as the oversight board for the Lane County Continuum of Care. It provides advice to the regional Human Services Commission and the Lane County Board of Commissioners with the goal of reducing and preventing poverty and homelessness in Lane County.

## PHB's Mission

Create innovative partnerships and programs that use best practices to reduce poverty and homelessness in Lane County. The PHB works to generate community and legislative support and other resources for housing and services to achieve its goals.

The PHB has identified three areas of strategic focus to guide its work to alleviate poverty and homelessness over the next five years:

- 1. Increase availability and access to coordinated, supportive housing, shelter, and services**
- 2. Prevent homelessness and poverty**
- 3. Inform and enhance public awareness and advocacy efforts**

To address these concerns and help define a path of coordinated action various agencies and organizations serving Lane County, the PHB has defined a set of five-year goals and supporting strategies. The strategies are built on the assumption that the core human services, supportive housing and healthcare services, supported by the community, will continue to be in place as a foundation to meet basic needs. Together, they will effect a significant improvement in the lives of the most vulnerable, chronically poor and homeless people in our community.

## Increase Availability and Access to Coordinated, Supportive Housing, Shelter, and Services

Over the next five years, the PHB partners will coordinate with other agencies in Lane County to create an additional 600 units of supportive housing for chronically homeless people, including veterans, youth, those who experience mental illness, domestic violence, drug and alcohol abuse, and those exiting the criminal justice, foster care and child welfare systems. This effort will include 200 Housing First

units in various configurations and with appropriate support services and 100 units of housing and rental assistance for veterans. In addition, the PHB will create a long-term plan to identify targeted needs and funding sources to develop an additional 300 units of supportive housing.

The temporary emergency housing needs of those who are homeless are ever-present and require different solutions based on unique needs. During the next five years, the PHB will work to create 300 emergency shelter beds for homeless singles, both seasonal and year-around; 30 emergency shelter units designed specifically for homeless families with children; 40 safe parking spaces for homeless people who live in their vehicles; an emergency medical care shelter; and a shelter dedicated to homeless individuals experiencing acute mental illness.

### **Prevent Homelessness and Poverty**

Prevention is at the center of all long-term strategies to eliminate homelessness and poverty. The PHB's goals include increasing the stability of low-income families with children in the seven Lane County neighborhoods with the highest concentration of poverty. Efforts will focus on ensuring those families live in safe, reliable housing and have opportunities for adequate employment income to meet their basic needs. To help prevent new generations from entering a life of poverty and homelessness, particular efforts will be made to reduce first-time homelessness among low-income families with children and school-aged youth by 30 percent by 2021.

### **Inform and Enhance and Public Awareness and Advocacy Efforts**

Most residents of Lane County encounter someone nearly every day that lives in homelessness and poverty. Some aspects of homelessness and poverty are highly visible while others are largely hidden from public view. Because the problems are extremely complex and interconnected, however, it is easy to form misunderstandings and misconceptions. The PHB believes that successful long-term efforts to reduce and eliminate poverty and homelessness in Lane County will require heightened public awareness, a well-informed understanding, and broad community support. The PHB will focus concentrated efforts to dispel myths and broaden community understanding of the multiple issues related to homelessness and poverty. In addition, the PHB will advocate for changes to state and federal policies and procedures that will remove barriers to service delivery and support more collaborative efforts. To turn advocacy into action the PHB will use a collective impact approach bringing volunteers, nonprofits, faith, businesses and government together around shared goals and strategies.

## Poverty and Homelessness in Lane County - What are the Facts?

### Poverty

On any given day, on any given street in Lane County, on average, one of every five people you meet are living in poverty. Despite the fact that Lane County is home to a major state university and a highly regarded community college, along with several large industrial employers, its poverty rate of 21.5% is still higher than the Oregon statewide average of 16.6%. A Lane County family of three whose income is at or below 100 percent of the federal level lives on an annual income of \$19,790 or less. The high poverty rate coupled with the high cost of rent creates an environment in which it is difficult for thousands of households to maintain stable living situations.

**78,203 Lane County residents live on an income below 100% of the federal poverty level.**

*--2104 U.S. Census data*

### Insufficient Affordable Housing

The housing market in Lane County is not unlike many other counties across the country. The economic recession of 2007 and the resulting tight mortgage market led to increased demand for rental housing. Demand pushed rental rates higher while the supply of available rental units decreased. While mortgage lending for homebuyers has eased somewhat in recent years, many households with healthy incomes are still choosing to rent rather than buy.

Moreover, in Lane County, the presence of the University of Oregon creates additional demand for rental units by students. The construction of new multi-family rental units in Lane County has been largely concentrated near the university campus, and the rents are relatively high, well above what families with poverty-level incomes can afford.

### Who Are the Homeless?

The sub-population of Lane County residents who are in poverty *and* are homeless live on little or no regular income. The life circumstances that led to their homelessness are many and varied; however, mental illness, drug and alcohol abuse, domestic violence, and involvement in criminal activity all play significant roles. In 2014, 11,668 homeless individuals sought social services through the Lane County Human Services Division.

During the 2015 Annual Homeless Point in Time Count, 656 individuals were staying in emergency shelters; 101 were living in "transitional housing;" and 716 men, women, and children were living *without* shelter. The count included 210 homeless veterans; 100 of them were living unsheltered. Nearly 400 of the homeless were identified as suffering from mental illness; 206 were believed to have chronic alcohol or substance abuse issues. Finally, 23 homeless youth under age 18, were youth unaccompanied by an adult.

**Of the 1,473 homeless people counted in Lane County on January 25, 2015, 697 were chronically homeless.**

*- Lane County 2015 Annual Homeless Point in Time Count.*

**2,154 homeless students attended public schools in Lane County during the 2013-14 school year (including doubled-up or homeless).**

*--Oregon Department of Education*

## The Cost of Homelessness

The problems associated with homelessness are expensive for the community. People without shelter often require medical care that is frequently accessed in hospital emergency departments, one of the most expensive points of medical care at an average of \$200 to \$1,800 per visit. Emergency mental health care is even more expensive. A day of in-patient mental health care at Sacred Heart Medical Center's Johnson Unit costs between \$2,500 and \$2,900. Unfortunately, people living without shelter and who may be experiencing drug or substance abuse problems or mental illness frequently run afoul of the law and end up incarcerated and involved in the criminal justice system. Both bring additional expenses to the community that could have been averted through better access to housing and supportive services.

## What is Being Done?

Government agencies, nonprofit organizations and the faith community together provide a variety of housing programs aimed at assisting those in poverty and homelessness in Lane County. Emergency shelters, transitional housing, permanent supportive housing, rapid-rehousing and extreme weather shelter are all part of the mix. Each is different and uniquely designed to accommodate a different segment of the population depending on its particular needs.

**During the winter of 2014-15, 948 individuals slept in our Extreme Weather Shelter Program, Egan Warming Center, on sub-freezing nights.**

- **Emergency Shelter** is short-term, generally up to 60 days, and might include large communal settings or a single unit for a family without stable housing. Seasonal emergency shelters provide protection from the elements when temperatures drop below 30 degrees during winter months.
- **Transitional Housing** provides rent assistance and supportive services for up to 24 months and facilitates the movement of homeless households to permanent housing.
- **Permanent Supportive Housing** provides long-term, community-based housing and support to homeless households that include individuals with disabilities.
- **Rapid Re-Housing** provides homeless households with rent assistance and supportive services for up to 24 months with the goal of moving into permanent housing and long-term stability.
- **Safe Havens** are supportive housing units that serve those who are often referred to as "hard-to-reach" homeless persons with severe mental illness and other debilitating behavioral conditions.

## **Solutions**

The current inventory of housing for homeless individuals in Lane County includes 870 units of Rapid Re-Housing, transitional, and permanent housing, and 481 year round emergency shelter beds. With all types combined, only about 10% are designed to accommodate households with children. Based on the 2015 Point in Time Count, a minimum of at least 600 additional housing units would have to be added to house all of the homeless individuals in the county. Experience has proven that emergency shelters alone are not the optimal solution for helping people escape homelessness.

At the same time, however, shelter capacity needs to be expanded if the supply of available private market and affordable housing, coupled with supportive services, is insufficient to meet demand. For some people, access to permanent housing is all they need to escape homelessness. Others need supportive services to be successful in gaining permanent housing.

### ***Housing First***

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. *Housing First* offers people immediate access to permanent housing along with services appropriate to their needs. According to the National Alliance to End Homelessness, this model yields higher success in treatment outcomes, higher housing retention rates, lower returns to homelessness, and significant reductions in the use of crisis services, hospitals, and jails.

### ***Human Rights and Alternatives***

Human rights and alternative community strategies should be pursued in tandem with Housing First and the other strategies in the PHB Strategic Plan. While these strategies are not prioritized or incorporated into the strategic plan it is recognized the City of Eugene Human Rights Commission and other community based non-profits and advocacy groups should continue to pursue solutions that are inclusive of people living in poverty, people who are homeless including minority communities and underrepresented groups.

- Decriminalization of homelessness
- Restorative Justice
- Community Courts with alternative sentencing
- Legal protections (fair housing)
- Alternative legal places to live e.g. rest stops, micro-shelters, safe spots, unsanctioned camps, legal overnight parking, small size tent encampments (10 per camp)

## STRATEGIC GOALS

### 1. Strategic Focus: Availability and Access to Coordinated Supportive Housing, Shelter, and Services

**GOAL 1.1: Create 600 additional housing opportunities throughout Lane County by 2021 for chronically homeless individuals and people with particular needs, including: veterans, youth, domestic violence survivors, those with mental illness, drug and alcohol abuse problems, and those exiting criminal justice, foster care and child welfare systems.**

| Strategy                                                                                                                                                                                                                    | Potential Partners                                | PHB Committee |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|---------------|
| a. Develop 100 Housing First units, including a 50-unit apartment building with on-site behavioral health services, and 50 micro-apartment housing units with mobile support services by 2019.                              | Lane County/<br>HACSA/<br>Non-Profits             | Facilities    |
| b. Dedicate 100 units of Housing First, including 50 scattered site HUD housing vouchers and HACSA units, and 50 units integrated into low-income housing developments for special populations by 2019.                     | HACSA/<br>Non-Profits                             | Facilities    |
| c. Develop assertive engagement “wrap around” services and supports for 150 scattered site and integrated Housing First units by 2019. Promote successful housing outcomes and move more individuals to independent living. | Lane County &<br>Trillium<br>Behavioral<br>Health | Services      |
| d. Develop and dedicate an additional 100 units and rental assistance for Veterans to meet the goal of ending veteran homelessness.                                                                                         | HACSA/St.<br>Vincent<br>DePaul/VA                 | Facilities    |
| e. Create a long-term, supportive housing production and operations plan for 300 units for individuals and family households.                                                                                               | HACSA/ Eugene/<br>Springfield/<br>Non-Profits     | Facilities    |
| f. Develop tactics to help reduce risk to private landlords and help incentivize them to rent to people with special needs.                                                                                                 | Rental Owners<br>Assoc.                           | Services      |

**GOAL 1.2: Create additional emergency shelter and respite care for homeless individuals, youth and families with children awaiting housing by 2021.**

| Strategy                                                                                                                                      | Potential Partners           | PHB Committee |
|-----------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|---------------|
| a. Create 300 beds of emergency shelter for homeless singles including 150 year-around beds and 150 beds of winter season shelter.            | Lane County/<br>HACSA        | Facilities    |
| b. Create 30 units of year-around emergency shelter for homeless families with children, including domestic violence survivors with children. | Lane County/<br>HACSA        | Facilities    |
| c. Create 40 Safe Parking spaces for homeless persons who live in their vehicles.                                                             | Lane County                  | Facilities    |
| d. Create 16 infirmiry beds of emergency shelter to provide immediate medical triage, assessment, and care.                                   | Trillium, local<br>hospitals | Facilities    |
| e. Create 20 beds of crisis respite for persons experiencing acute mental illness.                                                            | Lane County                  | Facilities    |
| f. Develop ACT Team and multidisciplinary services for shelter and supportive housing.                                                        | White Bird/CHC               | Services      |
| g. Expand Rapid Re-housing funding and services to more quickly move people into housing.                                                     | State of Oregon/<br>HUD      | Services      |

**GOAL 1.3: Increase opportunities to enhance services for frequent users through service integration and coordination, and the development of new partnerships.**

| Strategy                                                                                                                                                                                                                                                                                                                                     | Potential Partners | PHB Committee                  |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|--------------------------------|
| Create a Frequent Users Systems Engagement (FUSE) Workgroup as part of an initiative to break the cycle of incarceration and homelessness among individuals with complex behavioral health challenges who are the highest users of jails, hospitals, emergency medical, homeless shelters and encampments, and other crisis service systems. | Inter-governmental | Services/<br>Ad Hoc Work Group |

**2. Strategic Focus: Prevent Homelessness and Poverty**

**GOAL 2.1: Increase the stability of low-income individuals and families in Lane County. Ensure they are stably housed and have adequate employment income and/or benefits to meet their basic needs.**

*Note: A draft action plan for goals 2.1-3 should be developed by the PHB Services Committee and submitted to the PHB by October 1, 2016.*

| Strategy                                                                                                                        | Potential Partners | PHB Committee |
|---------------------------------------------------------------------------------------------------------------------------------|--------------------|---------------|
| a. Develop nutrition, employment services and affordable childcare for residents at affordable and supportive housing programs. | Non-Profits        | Services      |
| b. Develop transportation options for program participants.                                                                     | LTD                | Services      |
| c. Expand rental assistance programs.                                                                                           | HACSA<br>DHS       | Services      |
| d. Support the preservation of existing affordable housing.                                                                     |                    |               |

**GOAL 2.2: Reduce homelessness among low-income families with children and school age youth, as measured by the Oregon Department of Education, by 30 percent by 2021.**

| Strategy                                                                                                                                                                                                                                              | Potential Partners                                             | PHB Committee |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------|---------------|
| a. Develop a homeless diversion program families and unaccompanied youth in conjunction with the school districts (i.e. periodic homeless, precariously housed, doubled up). Identify flexible funding to address critical barriers to stabilization. | McKinney<br>Vento Schools<br>15 <sup>th</sup> Night Initiative | Services      |

**GOAL 2.3: Increase employment opportunities, education, and employment and training activities for participants who are in poverty, and/or homeless with special needs.**

| Strategy                                                                                                                                                                                   | Potential Partners                                                               | PHB Committee                  |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------|--------------------------------|
| a. Support collaboration among job partners to develop employment and training programs for individuals who are homeless or in supportive housing with significant barriers to employment. | Lane Workforce Partnership<br>LCC<br>DHS<br>Goodwill<br>St. Vincent<br>Voc Rehab | Services/<br>Ad-Hoc Work Group |
| b. Implement employment training programs. Identify resources for targeted employment programs for people who are unstably housed.                                                         |                                                                                  |                                |

**GOAL 2.4: Increase access to integrated health care for persons who are unstably housed, homeless or are community members in supportive housing.**

| Strategy                                                                                                                                        | Potential Partners                                            | PHB Committee                      |
|-------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------|------------------------------------|
| a. Support collaboration among community health care organizations that serve people who are homeless and supportive housing community members. | CHC Lane County<br>VIM<br>White Bird Clinic<br>Occupy Medical | Ad Hoc Integrated Workgroup<br>TBA |
| b. Develop expanded outreach and site based healthcare for people who are homeless and supportive housing community members.                    |                                                               |                                    |

**3. Strategic Focus: Inform and Enhance Public Awareness and Advocacy Efforts**

**GOAL 3.1: Increase public understanding of poverty and homelessness issues and how they're being addressed.**

*Note: A workgroup of the PHB will be formed by June 1, 2016 to address Goal 3.1*

| Strategy                                                                                                                                                                | Potential Partners   | PHB Committee     |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|-------------------|
| a. Develop a brand and communication plan for PHB.                                                                                                                      | PR firm              | Ad-Hoc Work Group |
| b. Promote the capabilities of the Coordinated Entry System, in conjunction with HMIS, to identify the characteristics or trends of individuals in the homeless system. | Non-profits          | HMIS              |
| c. Educate and engage the community on poverty and homelessness issues through social media (highlight best practices).                                                 | University of Oregon |                   |

**GOAL 3.2: Advocate for support to reduce poverty and homelessness.**

| Strategy                                                                                                                                                                                                                                         | Potential Partners                                                                             | PHB Committee                         |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|---------------------------------------|
| a. Align and coordinate legislative agendas (early) with other groups that are working on similar efforts or have common interests. Develop a one-page "leave behind" sheet with key talking points. Coordinate with federal and state agencies. | Housing Alliance<br>Assn. of Counties<br>League of Oregon Cities<br>Oregon Opportunity Network | Legislative, Ad-Hoc Work group<br>TBA |
| b. Align and coordinate policy agendas among cities in Lane County and the county government.                                                                                                                                                    |                                                                                                |                                       |
| c. Participate and collaborate with public, private, and community organizations to advocate for support.                                                                                                                                        |                                                                                                |                                       |

# **Emergency Shelters**

## Survey of Emergency Shelters in Comparable Communities

Eugene Public Library | Adult Services

*Report Prepared by Ha Hoang, Kirby Mills & Sarah White  
Submitted on April 6, 2017*

## **Case Study: Cincinnati, OH**

The Homeless to Homes plan, adopted in 2009 by the City of Cincinnati and the Hamilton County Board of County Commissioners, is a comprehensive plan for homelessness prevention and diversion, emergency shelter, and transitional housing.<sup>1</sup>

The Homeless to Homes Shelter Collaborative is a group focusing on the subset of plan dealing with emergency shelters.<sup>2</sup> The collaborative is a government/non-profit/private collaboration comprised of 1) [Strategies to End Homelessness](#) (STEH), a 501(c)3 tasked with implementing the entire Homeless to Homes plan as well as soliciting and managing private, local, and federal grants and funds;<sup>3</sup> 2) four shelter operators; and 3) [The Cincinnati Center City Development Corp](#) (3CDC), a privately funded 501(c)3 focused on revitalizing the downtown.<sup>4</sup>

The collaborative developed five emergency shelters to support the needs of specific populations:

1. [Lighthouse Youth Services Sheakley Center for Youth](#) – Opened 2012
2. [Talbert House - Transitional Housing, Parkway Center](#) - Moved to renovated location with expanded services in 2012<sup>5</sup>
3. [City Gospel Mission](#) – New building opened 2015
4. [Esther Marie Hatton Center for Women](#) – New building opened 2015
5. [David and Rebecca Barron Center for Men](#) – New building opened 2015

As of March 2015, The Shelter Collaborative had received 37 million for the capital campaign<sup>6</sup> as well as 6.7 million for ongoing operations from private foundations, religious foundations, a countywide levee approved by voters, the City of Cincinnati, and the Ohio Housing Finance

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<sup>1</sup> Cincinnati/Hamilton County Continuum of Care for the Homeless, Inc., *Homeless to Homes* plan, March 31, 2009, <http://www.strategiestoendhomelessness.org/wp-content/themes/stehTheme/docs/Homeless%20to%20Homes.pdf>

<sup>2</sup> Strategies to End Homelessness, “Homeless to Homes,” 2017, <https://www.strategiestoendhomelessness.org/what-we-do/homeless-to-homes/>

<sup>3</sup> Kevin Finn, *Strategies to End Homelessness: CoC Governance in Cincinnati/Hamilton County* (OH-500), n.d., <http://www.endhomelessness.org/page/-/files/1.06%20How%20to%20Form%20Continuum%20of%20Care%20Governance%20that%20Gets%20Results%20-%20Kevin%20Finn.pdf>

<sup>4</sup> The Cincinnati Center City Development Corp, “About 3CDC,” 3CDC, <https://www.3cdc.org/about-3cdc/>

<sup>5</sup> Milton Dohoney, Jr., City Manager, “FOR YOUR INFORMATION MEMO To: Mayor and Members of City Council,” July 17, 2012, [http://city-egov.cincinnati-oh.gov/Webtop/ws/fyi/public/fyi\\_docs/Blob/2908.pdf;jsessionid=EE4F18A7FCB0B24591F0FB4F1853EB64?rpp=-10&m=1&w=doc\\_no%3D%272467%27](http://city-egov.cincinnati-oh.gov/Webtop/ws/fyi/public/fyi_docs/Blob/2908.pdf;jsessionid=EE4F18A7FCB0B24591F0FB4F1853EB64?rpp=-10&m=1&w=doc_no%3D%272467%27)

<sup>6</sup> STEH, *The Homeless to Homes Shelter Collaborative* [report], n.d., <https://www.strategiestoendhomelessness.org/wp-content/themes/stehTheme/docs/misc/Homeless%20to%20Homes%20Overview%2011%2020%2014.pdf>

Association.<sup>7</sup> In 2012 it was reported that the new facilities, combined, would need an extra \$3.5 million per year to cover the additional operational expenses.<sup>8</sup>

### **Challenges in siting/construction/operation**

- HUD restrictions related to religious and gender discrimination halted City Gospel Mission's expansion into new buildings for a time. U.S. Senators for Ohio, Rob Portman and Sherrod Brown, intervened and came to an agreement with HUD that allowed the expansion.<sup>9</sup>
- 3CDC has been working to develop an area of Cincinnati called Over-the-Rhine. 3CDC collaborated on the Homeless to Homes Plan which moved several homeless shelters out of this area and into buildings that were farther from the city center. Critics of the plan resented the "gentrification" of Over-the-Rhine and voiced opinions that moving shelters out of the neighborhood would make it more difficult for people experiencing homelessness to access services. Proponents of the plan believe that the Over-the-Rhine neighborhood badly needed to be rehabilitated after a murder of a local citizen by a mentally ill homeless man in 1996 and riots in 2001.<sup>10</sup>

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<sup>7</sup> STEH, *Homeless to Homes* [report], March, 2015, <https://www.strategiestoendhomelessness.org/wp-content/themes/stehTheme/docs/Data%20Page/Homeless%20to%20Homes%20Fact%20Sheet%202015.pdf>

<sup>8</sup> Lucy May, "3CDC: Cost to build homeless shelters now \$40M," *Cincinnati Business Courier*, Sep 12, 2012, <http://www.bizjournals.com/cincinnati/news/2012/09/12/3cdc-cost-to-build-homeless-shelters.html>

<sup>9</sup> "Portman, Brown Announce Agreement to Resolve HUD Barriers to Expand Cincinnati's City Gospel Mission," *Rob Portman, United States Senator for Ohio - Press Releases*, June 20, 2014, <https://www.portman.senate.gov/public/index.cfm/2014/6/portman-brown-announce-agreement-to-resolve-hud-barriers-to-expand-cincinnati-s-city-gospel-mission>

<sup>10</sup> CityBeat Staff, "1994: Urban Redevelopment and the Future of Cincinnati - The Story: 'Toe-to-Toe' in Over-the-Rhine," issue of Nov. 17, 1994," November 13, 2014, *CityBeat* (Cincinnati, Ohio), *Access World News – Historical and Current*

## Cincinnati Shelters

| Facility Name                  | Capacity | Populations Served                                              | Low Barrier         | Types of Services Provided                                                                                                                                                       | Management Structure                              | Costs for Construction                     | Costs for Operations                                                                                                                                                                                                                                                                                                                                                                   |
|--------------------------------|----------|-----------------------------------------------------------------|---------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|--------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Sheakley Center for Youth      | 30 beds  | Homeless young adults 18-24 <sup>11</sup>                       | Unable to determine | Case management, showers, laundry, internet computers, health clinic; co-located with a behavioral health facility offering therapy for female survivors of trauma <sup>12</sup> | Operated by 501(c)(3) Lighthouse Youth Services   | Unable to determine                        | Financial Information for Lighthouse Youth Services: A) From their website <a href="https://www.lys.org/about-us/financial-information/">https://www.lys.org/about-us/financial-information/</a> , B) From their most recent 990s: <a href="https://projects.propublica.org/nonprofits/organizations/237046229">https://projects.propublica.org/nonprofits/organizations/237046229</a> |
| Talbert House - Parkway Center | 65 beds  | Men with substance abuse and mental health issues <sup>13</sup> | Unable to determine | Substance abuse treatment and case management to assist in finding permanent housing and employment                                                                              | Operated by the non-profit Talbert House          | \$500,000 (Renovations Only) <sup>14</sup> | Financial info for Talbert House: <a href="http://www.talberthouse.org/news-and-events/annual-reports/">http://www.talberthouse.org/news-and-events/annual-reports/</a>                                                                                                                                                                                                                |
| City Gospel Mission            | 110 beds | Men seeking a faith-based program                               | No (must be sober)  | Meals, case management, daytime programming, addiction recovery program, jobs program <sup>15</sup>                                                                              | Operated by a tax exempt faith based organization | \$14.6 Million <sup>16</sup>               | Financial info for the City Gospel Mission: <a href="https://www.citygospelmission.org/financials/">https://www.citygospelmission.org/financials/</a>                                                                                                                                                                                                                                  |

<sup>11</sup> The Cincinnati Center City Development Corp, "Homeless to Homes," 3CDC

<sup>12</sup> United Way 211 of Greater Cincinnati, "LIGHTHOUSE SHEAKLEY CENTER FOR YOUTH"

<sup>13</sup> The Cincinnati Center City Development Corp, "Homeless to Homes," 3CDC

<sup>14</sup> STEH, *The Homeless to Homes Shelter Collaborative* [report], n.d.

<sup>15</sup> Sherrod Brown and Rob Portman, "Letter to Shaun Donovan, U.S. Secretary of Housing and Urban Development," March 28, 2014, [https://www.portman.senate.gov/public/index.cfm/files/serve?File\\_id=9f0cfdc1-06c0-41ba-adfb-fd94b1c97b28](https://www.portman.senate.gov/public/index.cfm/files/serve?File_id=9f0cfdc1-06c0-41ba-adfb-fd94b1c97b28)

<sup>16</sup> The Cincinnati Center City Development Corp, "CITY GOSPEL MISSION," 3CDC, <https://www.3cdc.org/project/city-gospel-mission/>

|                                         |          |                         |                   |                                                                                                                                                                                                                                                                                                                               |                                     |                              |                                                                                     |
|-----------------------------------------|----------|-------------------------|-------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|------------------------------|-------------------------------------------------------------------------------------|
| Esther Marie Hatton Center for Women    | 60 beds  | Single adult women      | Yes <sup>17</sup> | Three daily meals, case management, day treatment, on site medical clinic, daytime programming, laundry, 9,000 Sq. Foot Private Outdoor Courtyard                                                                                                                                                                             | Operated by non-profit Shelterhouse | \$8.3 Million <sup>18</sup>  | Shelterhouse income 2015: Government 84%; Contributions 15%; Other 1% <sup>19</sup> |
| David and Rebecca Barron Center for Men | 150 beds | Single homeless men 18+ | Yes <sup>20</sup> | Three daily meals, case management, day treatment services, on site medical and dental clinics, daytime programming, laundry, emergency clothing items, basic toiletries, 3,600 sq. foot private outdoor courtyard, 10,000 sq. foot winter shelter operating with 200 additional beds <sup>21</sup> from December ~ February. | Operated by non-profit Shelterhouse | \$17.3 Million <sup>22</sup> | Shelterhouse income 2015: Government 84%; Contributions 15%; Other 1% <sup>23</sup> |

<sup>17</sup> Strategies to End Homelessness, *Fall / Winter Update - 2016*, <https://www.strategiestoendhomelessness.org/wp-content/themes/stehTheme/docs/news-and-updates/publications/2016-fall-winter-newsletter.pdf>

<sup>18</sup> The Cincinnati Center City Development Corp, "ESTHER MARIE HATTON CENTER FOR WOMEN," 3CDC

<sup>19</sup> Shelterhouse, *2015 Annual Report*, <http://shelterhousecincy.org/wp-content/uploads/2016/08/ShelterhouseAR2015web.pdf>

<sup>20</sup> Strategies to End Homelessness, *Fall / Winter Update - 2016*

<sup>21</sup> Shelterhouse, "Drop In Center Sets Relocation Opening Date," *Shelterhouse - News*, April 23, 2015

<sup>22</sup> The Cincinnati Center City Development Corp, "DAVID & REBECCA BARRON CENTER FOR MEN," 3CDC, <https://www.3cdc.org/project/drop-inn-center-mens-facility/>

<sup>23</sup> Shelterhouse, *2015 Annual Report*

## **Case Study: Salt Lake City, UT**

Currently the Road Home serves as the primary low barrier shelter for homeless men, women, and families in Salt Lake County, including Salt Lake City (SLC). Road Home is an 1100-bed facility located in downtown SLC's Depot District; its facility for families is located separately at the Midvale Center. In 2015, the City's Redevelopment Agency (RDA) unveiled a proposal for an urban-renewal project in the Depot District area. One of the primary objectives of the project is to attract more businesses, apartments, shops, and transportation.<sup>24</sup> In that same year, SLC's Homeless Services Site Evaluation Commission also determined that a "scattered site model" – several smaller facilities spread throughout the community rather than reliance on one big resource center – would be a more effective model for addressing homelessness because 1) it better serves homeless individuals and 2) it would take pressure off certain communities hosting the services.<sup>25</sup> Initially the City proposed four 150-bed resource centers spread out in four different communities, however, the official proposal has since been revised to two 200-bed facilities.<sup>26</sup> The Road Home facility is slated for closure after the completion of the construction of the new homeless resource centers.<sup>27</sup>

SLC has emphasized that the proposed homeless resource centers are very different from many of the emergency shelters currently operating in the area. The new facilities are generally smaller than most, especially when compared to Road Home's 1100-beds; maximum capacity will be limited to 200 clients. Two of the primary (and inter-related) considerations for the designs of the facility will be 1) safety for both the homeless clients and housed residents of the neighborhoods and 2) have low/reduced impact on the surrounding neighborhoods. For example, the facilities will provide "internal (off-street) waiting areas for those seeking treatment."<sup>28</sup> SLC will also collaborate with different community partners and stakeholders to provide various onsite services and act as a "part of a region-wide coordinated entry and referral system."<sup>29</sup>

Site selection has arguably been the most contentious aspect of the process thus far. With input from residents, SLC came up with a set of Location-Based Success Criteria: 1) safety considerations/not conducive to regional drug trade, 2) easy access to public transportation; 3) easy access to other resources and community partners; and 4) fit within the larger

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<sup>24</sup> The RDA's proposal is essentially for a mixed-use community that is pedestrian-friendly and combines elements of residential, commercial, and cultural development <http://www.sltrib.com/news/2351724-155/salt-lake-city-plans-bold-renewal>.

<sup>25</sup> Locations of two sites are sites are 275 West High Ave and 131 E. 700 South. See <http://www.slcgov.com/hand/homeless-services-resource-centers>.

<sup>26</sup> Salt Lake City's plans should be distinguished from Salt Lake County's plans. A possible location for the third homeless resource center has been proposed by the County (as of March 31, 2017) <https://www.ksl.com/?sid=43696487&nid=148>. The proposed new County facility will have many of the same programs and services as the two in SLC, but it is slated to have 300 beds.

<sup>27</sup> With the reported closure of Road Home in 2019, there are concerns that the new facilities will not adequately meet projected needs <http://www.sltrib.com/news/4707922-155/the-road-home-shelter-on-ris>.

<sup>28</sup> See SLC Homeless Services Resource Centers FAQ <http://www.slcgov.com/hand/resource-center-faq>.

<sup>29</sup> Ibid.

neighborhood.<sup>30</sup> Government officials have hosted six public workshops as of January 2017 to discuss the proposed new shelters. A comprehensive, 352-page report highlighted a number of concerns and challenges from residents, businesses, and government officials.<sup>31</sup> In general, there has been pushback from residents and local businesses regarding where the new facilities will be built.<sup>32</sup> In particular, there are safety concerns that problems related to mental illnesses and drug/alcohol addiction will increase, thus, overburdening already stressed communities. Additionally, concerns about construction costs have already been reported even before groundbreaking. Property/land costs for each property have exceeded assessed value, cutting into the proposed funds for actual construction.<sup>33</sup> Moreover, there are concerns that SLC's two proposed 200-bed facilities and the County's 300-bed facility will not be enough to offset the eventual closure of the Road Home shelter.

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<sup>30</sup> For a more detailed explanation of the criteria, see <http://www.slcgov.com/hand/site-selection-process>. For more information and documents about the site selection process, see <http://www.slcgov.com/hand/homeless-resource-centers-document-library>.

<sup>31</sup> For the full report, see <http://www.slcdocs.com/ced/HRC/JanuaryHRCWorkshopReport.pdf>.

<sup>32</sup> Lack of transparency in the decision-making process has also been a concern for residents <http://www.deseretnews.com/article/865675634/South-Salt-Lake-West-Valley-residents-protest-potential-homeless-shelter-sites.html>.

<sup>33</sup> SLC officials have already agreed to pay \$3m for the land/property at 275 West High Ave; negotiations are still in process for the 131 E. 700 South property <http://www.deseretnews.com/article/865675621/Site-costs-range-from-1-million-to-35-million-for-Salt-Lake-County-homeless-center.html>.

## Salt Lake City Shelters

| Facility Name                                                     | Capacity                  | Populations Served                                                         | Low Barrier Policy | Types of Services Provided                                                                                                                                                                | Management Structure                                                                | Costs for Construction                                                                                      | Costs for Operations                                                                                                                                                             |
|-------------------------------------------------------------------|---------------------------|----------------------------------------------------------------------------|--------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Two <i>proposed</i> homeless resource centers; facility names TBD | 200 beds at each facility | Men, women, and families; specifics have not yet been determined.          | Yes                | "Homeless resource centers"<br>Services include: emergency and housing availability 24/7; on-site case management, job services, meals, storage, mobile health clinics, housing services. | SLC's city gov't jurisdiction; no details yet as to day-to-day management structure | Estimated between \$12m and \$15m for construction and land for each facility                               | TBD                                                                                                                                                                              |
| The Road Home Salt Lake County @ 210 South Rio Grande St.         | 1100 beds                 | Separate quarters for single men, single women, and families <sup>34</sup> | Yes                | "One-stop" resource center<br>Services include: emergency shelter, meals, clothing, laundry, showers, client engagement and social services, housing, case management/counseling          | 501(c)(3) private not-for-profit organization that contracts with Salt Lake County  | Built in the mid-1980s. \$300,000 paid in rent in 2015 for property, valued at \$11.3 million <sup>35</sup> | Total expenses for tax year July 1, 2015 - June 30, 2016: 20,569,262. Program Service = 19,588,857; Management & General Expenses = 578,357; Fundraising = 402,048 <sup>36</sup> |

<sup>34</sup> Women and families are able to stay inside shelter 24/7. Men are able to check-in at 10 am and stay inside all day and through the night; only required to leave the shelter for 2 hours daily for staff to clean dorm areas; see <https://www.theroadhome.org/>.

<sup>35</sup> See <http://www.sltrib.com/news/4707922-155/the-road-home-shelter-on-rio>.

<sup>36</sup> For more detailed financial information, see Road Home's IRS Form 990 for tax year beginning July 1, 2015 and ending June 30, 2016: <https://www.theroadhome.org/library/media/FY16990.pdf>.

## **Case Study: Tallahassee, FL**

The 36,000-foot facility as shown in exterior and interior photos is a spacious and attractive center which attempts to provide a full range of services to those staying there, from shelter (for up to 390) and meals to a medical clinic and computers. It opened in the spring of 2015 and took the place of an earlier, more crowded shelter. The previous shelter was centrally located near the City Hall and the State Capitol building, while the new location is eight miles from the city center.

The total price tag for the Center is given as \$7 million although the number may be a bit higher, depending on how the numbers are added. Approval was given by the Tallahassee Community Redevelopment Agency (CRA) for purchase of the five-acre property on November 25, 2013 for \$1,950,000. Mad Dog Construction, the contractor, completed the project for \$6,360,000. Articles from local news sources show the cost rising from an initial projection of \$4.5 million.

Acquisition of funds came in pieces, from a number of sources, not all of which are apparent. The property purchase by CRA came from a land acquisition fund which had a balance of just over \$2 million available.

Not long after the land purchase, Leon County officials voted to contribute \$500,000 in discretionary funds for construction. Another \$500,000 would have come through the City of Tallahassee via a Community Development Block Grant which the City later rejected due to stringent parameters attached which would have added to costs and delayed completion of the project; the City seems to have made up the number via other sources.

\$3 million was contributed to the construction by a businessman/philanthropist, Rick Kearney—thus the name of the Center—and his Beatitude Foundation (which is responsible for the Center's operations). This leaves another \$3 million or thereabouts which may have come from private or organizational donations, likely including United Way of the Big Bend, and the Big Bend Homeless Coalition (BBHC).

The Center is one node in the BBHC which aims to be a comprehensive network of services for the region. Representatives of “more than 40 different community partners” visit the Center to provide counseling in such areas as employment and substance abuse. Two thirds of the operating costs come from private sources.

Kearney is located half a mile from Leon County's jail and can serve inmates just released. Some people in Kearney and other shelters can eventually enter Westgate, a “permanent supportive housing” development, a model which is expanding as other such projects are planned. Some design innovations at Kearney include a room heated to 160 degrees, to eliminate pests from personal effects.

Persons staying overnight at Kearney must be at least 18 years old, be able to perform basic activities of daily living, and not be a registered sex offender. Services from some partners are

available without an overnight stay, but registration is still required. Kearney provides a New Client Orientation Guide detailing the considerable requirements for staying, including no alcohol or other drugs and various behavioral rules. Their website links to a gamut of related social services. It is safe to say that Kearney's mission is far more than providing shelter and embraces the idea of reintegrating clients into permanent housing, work, and society.

## Tallahassee, FL Kearney Center

| Facility Name                                     | Capacity | Populations Served           | Low Barrier Policy                                       | Types of Services Provided                                                                                                                                                                                        | Management Structure                                                                                                                                                                                                                                                                                                                          | Costs for Construction                                                                                | Costs for Operations                                                                   |
|---------------------------------------------------|----------|------------------------------|----------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|
| Kearney Center @ 2650 Municipal Way <sup>37</sup> | 390-beds | Adult men and women ages 18+ | Yes. No drug or alcohol testing; completely confidential | “24-hour comprehensive emergency service center”<br>Emergency temporary shelter, meals, daytime services (e.g., laundry, showers, computer and telephone access, case management), and evening medical assistance | 501(c)(3) nonprofit operating legally under CESC Inc. (Comprehensive Emergency Services Center). Day-to-day operation is managed by group of administrators, led by a COO. There is also an independent Board of Directors. <sup>38</sup><br><br>Leon County and the City of Tallahassee do provide some funding for the Center <sup>39</sup> | Estimated \$7 million:<br>\$1,950,000 for the property;<br>\$6,360,000 for construction <sup>40</sup> | No IRS Form 990 filing yet for fiscal year since the facility opened in late fall 2015 |

### Helpful Links for Kearney Center:

<http://kearneycenter.org/>

<http://kearneycenter.org/wp-content/uploads/2016/11/Orientation.pdf>

<http://bigbendhc.org/aboutus.htm>

<http://tallahasseeereports.com/2014/01/18/government-spending-on-homeless-shelter-move-approaches-3-million/>

<http://www.tallahassee.com/story/news/local/2014/05/20/homeless-services-center-officials-reject-federal-money/9361201/>

<http://www.maddogweb.com/projects/ProjectsByCategory.aspx?prc=2&p=106>

<http://craarchitects.com/forward-thinking-design-results-in-highly-acclaimed-grand-opening-of-new-shelter/>

<https://www.talgov.com/Uploads/Public/Documents/ecd/housing/pdf/draft-consol-plan-2015-2020.pdf>

<sup>37</sup> The Kearney Center partners and collaborates with other community and government agencies. It describes itself as a “space for more than 30 state, federal and local governmental agencies, non-profit and faith based organizations to co-locate and provide wrap-around services”

<http://kearneycenter.org/about/>.

<sup>38</sup> For a list of Administration office holders, see <http://kearneycenter.org/about/administration/>. The Board of Directors comprise of community leaders from different community organizations <http://kearneycenter.org/about/board-of-directors/>.

<sup>39</sup> See <http://tallahasseeereports.com/2014/01/18/government-spending-on-homeless-shelter-move-approaches-3-million/> for more information about government contributions.

<sup>40</sup> For more information about the construction, see <http://www.maddogweb.com/projects/ProjectsByCategory.aspx?prc=2&p=106>. Local news sources show the cost rising from an initial projection of \$4.5 million <http://www.tallahassee.com/story/news/local/2014/05/20/homeless-services-center-officials-reject-federal-money/9361201/>.

## **Case Study: Madison, WI**

The City of Madison has been looking for ways to improve the provision of shelter and services to the homeless, the inadequacies of which were highlighted in a series of articles in the Wisconsin State Journal. Inspiration has been provided by the Higher Ground project in St. Paul, MN for its character if not its price tag (\$40 million). The new (or to be renovated) building in downtown Madison actually does not replace the patchwork of overnight shelter resources but will be a day resource shelter offering a “one-stop shop” intended to lead to more permanent solutions.

The first floor will provide basic living essentials with showers, laundry, meals, a computer lab, storage, mail, and other services. The second floor will have offices and meeting rooms for partner agencies. The opening should happen by winter 2017.

The Greater Madison Chamber of Commerce building was purchased by Dane County in July 2016 for \$1.75 million. Remodeling is estimated to cost \$1 million. Funds for the center come from the City, the County, United Way, and Catholic Charities Madison, the latter of which was chosen by the County to run the center. The President of CCM said it will bring together “faith, business, nonprofits, government and neighborhoods.”

The center will be a public/private partnership. The County’s proposed budget for 2017 allots \$330,000 for the day center, with the County contributing \$130,000 and the City of Madison and United Way each contributing \$100,000. Catholic Charities themselves, according to their President, is committed to raising \$150,000 per year toward running the center. Catholic Charities and Bethel Lutheran Church already run a current winter day center. The current overnight shelters are faith-based, run by the Salvation Army or Porchlight Inc. The Grace Episcopal Church shelter for men, run by Porchlight, shows a similar mixed funding structure for its 2015 budget: Of \$435,353, \$193,103 came from private donations, \$134,917 from Dane County, \$59,700 from the state, and \$47,633 from a Madison Community Development Block Grant.

## Madison, WI Day Resource Center

| Facility Name       | Capacity | Populations Served                                     | Low Barrier Policy | Types of Services Provided                             | Management Structure                    | Costs for Construction                                                             | Costs for Operations                                                                                                 |
|---------------------|----------|--------------------------------------------------------|--------------------|--------------------------------------------------------|-----------------------------------------|------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|
| Day Resource Center |          | Those who are homeless or at-risk of becoming homeless |                    | Showers, laundry, meals, a computer lab, storage, mail | To be run by Catholic Charities Madison | Building purchased for \$1.75 million; remodeling is estimated to cost \$1 million | 330,000 proposed for 2017: \$130,000 in county contributions; \$100,000 each from the City of Madison and United Way |

### **Helpful Links for Madison, WI**

[http://host.madison.com/wsj/news/special/homeless/shelter-at-a-cost-madison-s-outmoded-homeless-shelters-can/article\\_6f70b595-0951-5fd6-b975-98af10aae27e.html](http://host.madison.com/wsj/news/special/homeless/shelter-at-a-cost-madison-s-outmoded-homeless-shelters-can/article_6f70b595-0951-5fd6-b975-98af10aae27e.html)

[http://host.madison.com/ct/news/local/govt-and-politics/downtown-madison-homeless-day-shelter-moves-closer-to-opening/article\\_235beffa-cd19-5c63-8a56-79cff511c425.html](http://host.madison.com/ct/news/local/govt-and-politics/downtown-madison-homeless-day-shelter-moves-closer-to-opening/article_235beffa-cd19-5c63-8a56-79cff511c425.html)

[http://host.madison.com/wsj/news/local/dane-county-picks-catholic-charities-to-run-new-homeless-day/article\\_81cce301-de91-5bf7-9078-60c718bc300d.html](http://host.madison.com/wsj/news/local/dane-county-picks-catholic-charities-to-run-new-homeless-day/article_81cce301-de91-5bf7-9078-60c718bc300d.html)

<https://www.danecountyhumanservices.org/hhr/drc/default.aspx>

## Case Study: Eugene Mission

Eugene Mission is an explicitly Christian-based non-profit organization serving the homeless. In a recent interview, Executive Director Jack Tripp noted that an estimated 6,000 homeless individuals pass through the Mission each year.<sup>41</sup> It serves as the Eugene/Springfield area's only full-service homeless shelter and describes itself as a "wellness center" for the homeless.<sup>42</sup> The Mission receives no government funding and relies on private donations and in-kind donations in food, clothes, and other supplies. The staff comprise of 42 paid employees and several hundred volunteers. The Mission is not a low barrier shelter and has a zero tolerance policy.

### Eugene Mission

| Facility Name                   | Capacity                                                                            | Populations Served                                                                     | Low Barrier Policy                   | Types of Services Provided                                                                                                                                                                              | Management Structure                                                                                                                                                                  | Costs for Construction                                                                                                                                                                                                                                      | Costs for Operations                                                                                                                                        |
|---------------------------------|-------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|--------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Eugene Mission<br>542 W 1st Ave | 400-beds<br>(275 beds for men; 65 beds for women; 40 beds for mothers and children) | Separate quarters for men 18+, women 18+, and families (mothers and children up to 17) | Zero tolerance policy. <sup>43</sup> | 1. Emergency shelter, including meals, clothing, etc.<br>2. 12-18 month residential relapse prevention program and recovery program <sup>44</sup><br>3. Social services case management and counselling | 501(c)(3) faith-based non-profit; no public/government involvement in organization's management structure. Led by Executive/Operational Leadership team w/Executive Director at helm. | Construction costs difficult to determine. At current location since 1967 - started with 50 beds for men; 1979 added 50 beds for women; 1998 added 34 beds for mothers and children. In 2011 expanded to current 7.5 acre, 11 building campus with 400 beds | Total expenses for calendar year 2015: 4,689,306. Program Service = 3,974,520; Management & General Expenses = 327,801; Fundraising = 386,985 <sup>45</sup> |

<sup>41</sup> For the full interview with Tripp, see <http://registerguard.com/rg/opinion/35311280-78/the-missions-big-mission.html.csp>.

<sup>42</sup> The mission statement is available on its website <http://eugenemission.org/about/mission-statement/>.

<sup>43</sup> Guests are subjected to random drug tests and baggage search <http://eugenemission.org/about/faqs/>. <http://registerguard.com/rg/opinion/35311280-78/the-missions-big-mission.html.csp>.

<sup>44</sup> This year-long program is known as the Life Change Program. Annual enrollment is limited to 40 men and 20 men. For more information on Life Change, see <http://eugenemission.org/about/life-change-program/>

<sup>45</sup> For more detailed financial information, see Eugene Mission's IRS Form 990 for calendar year 2015 <https://www.guidestar.org/FinDocuments/2015/930/563/2015-930563797-0d147d99-9.pdf>.



## Eugene/Springfield/Lane County Homeless Service System (Updated September 12, 2016)

**Introduction** Local nonprofits provide shelter, housing, case management, and supportive social services to homeless singles, families and youth. Nonprofits, government and faith-based organizations partner to provide these critical community services. Our homeless service delivery system helps homeless people find stable housing, increase their skills and income, and gain more control over their lives. As you use this document, if you find program information that needs to be corrected or updated, please contact Pearl Wolfe, Lane County Human Services Supervisor: [pearl.wolfe@co.lane.or.us](mailto:pearl.wolfe@co.lane.or.us).

### Housing Inventory of Shelter and Housing Providers

On January 28, 2015, agencies were contacted for an annual update of the Continuum of Care Housing Inventory to gather accurate information about their shelter and housing services and their participant populations. *This inventory includes only housing or shelter that is designated for people who are homeless.* This document includes organizations that are providers and participate in the homeless service system and services are available to participants

### Shelter and Housing Types in the Eugene/ Springfield/ Lane County Homeless Service System

The shelter and housing types provided in our community include: emergency shelter, transitional housing, permanent supportive housing, rapid re-housing, safe haven, and an extreme weather shelter. In addition, we have access centers, community service centers, and street outreach services, rest stops and car camping. A description of each housing type and related services are listed along with the housing inventory tables.

#### 1. Emergency Shelter

Emergency Shelter is often the first stop for individuals, youth and families entering the homeless service system. These shelters provide short-term shelter, generally up to 60 days. Area shelter providers indicated emergency shelter stay policies range from a maximum of 1 to 60 days, but some offer extended stays. Agencies identified as providing emergency shelter in the community are listed in the table below.

Table 1: Lane County Area Emergency Shelter Providers

| Agency                    | Program                                      | Year-Round Beds | Beds HH w/ Children | Beds HH w/o Children | Total Seasonal Beds |
|---------------------------|----------------------------------------------|-----------------|---------------------|----------------------|---------------------|
| Eugene Mission Inc.       | Eugene Mission                               | 379             | 15                  | 364                  | N/A                 |
| Looking Glass             | Station 7                                    | 9               | 9                   | 0                    | N/A                 |
| ShelterCare               | Family Housing Program EHA                   | 14              | 14                  | 0                    | N/A                 |
| ShelterCare               | Family Housing Program (Other)               | 8               | 8                   | 0                    | N/A                 |
| ShelterCare               | Homeless Medical Recuperation                | 19              | 0                   | 19                   | N/A                 |
| Siuslaw Outreach Services | Hope House DV                                | 10              | 10                  | 0                    | N/A                 |
| St. Vincent de Paul       | ***Egan Warming Center (Overflow)            | N/A             | N/A                 | N/A                  | 300                 |
| St. Vincent de Paul       | Faith-Based Night Shelter (school year only) | N/A             | N/A                 | N/A                  | 30                  |
| St. Vincent de Paul       | VET LIFT ES                                  | 4               | 0                   | 4                    | N/A                 |
| Womenspace                | ***Womenspace Shelter                        | 19              | 19                  | N/A                  | N/A                 |
|                           |                                              | 462             | 70                  | 411                  | 330                 |

## Other Specialized Shelters

### *Cold Weather Overflow Shelter*

In response to the extreme weather, St. Vincent de Paul's **Egan Warming Center** is a coalition of community members representing service providers, religious congregations, nonprofit support agencies, social activist communities and local government who have come together to ensure that homeless people in Lane County have a warm and safe place to sleep when temperatures drop below 30 degrees between November 15th and March 31st.

### *Domestic Violence Services*

Womenspace and Siuslaw Outreach Services are the two domestic violence facilities in the area that provides emergency shelter to people experiencing homelessness due to domestic violence.

## 2. Transitional Housing

Transitional housing facilitates the movement of homeless individuals and families to permanent housing. Homeless persons may live in transitional housing for up to 24 months and receive supportive services such as childcare and job training that help them live more independently. The following table is a listing of transitional shelters in the area.

*Table 2: Lane County Area Transitional Housing Providers*

| Agency              | Program                 | Total Beds | Beds HH w/<br>Children | Beds HH w/o<br>Children |
|---------------------|-------------------------|------------|------------------------|-------------------------|
| Looking Glass       | Transitional Program    | 29         | 4                      | 25                      |
| Sponsors            | GPD Homeless Veterans   | 10         | 0                      | 10                      |
| St. Vincent de Paul | Connections CoC         | 63         | 63                     | 0                       |
| St. Vincent de Paul | GPD Vet LIFT<br>AVC-GPD | 19         | 0                      | 19                      |
|                     |                         | 121        | 67                     | 54                      |

### 3. Permanent Supportive Housing

Permanent Supportive Housing is for those who are homeless with disabilities that are long-term (i.e. physical or mental health) and would benefit from community-based housing with supports. This long-term housing with supportive services has no designated length of stay. The following table describes the availability of permanent housing services.

*Table 3: Lane County Area Permanent Supportive Housing Providers*

| Agency                                                       | Program                                | Year-Round Beds | Beds HH w/ Children | Beds HH w/o Children |
|--------------------------------------------------------------|----------------------------------------|-----------------|---------------------|----------------------|
| HACSA (Housing and Community Services Agency of Lane County) | **Shelter Plus Care CoC                | 120             | 40                  | 80                   |
| HACSA                                                        | VASH LC<br>VASH<br>Section 8           | 211             | 0                   | 211                  |
| Mainstream Inc.                                              | Emerald Options                        | 31              | 15                  | 16                   |
| Oregon DHS                                                   | Housing PLUS                           | 4               | 0                   | 4                    |
| ShelterCare                                                  | Camas                                  | 18              | 6                   | 12                   |
| ShelterCare                                                  | Shankle Safe Haven CoC                 | 16              | 0                   | 16                   |
| ShelterCare                                                  | ***Shankle Safe Haven (Scattered Site) | 11              | 0                   | 11                   |
| Sponsors                                                     | Housing PLUS                           | 2               | 0                   | 2                    |
| St. Vincent de Paul                                          | First Place Families                   | 9               | 9                   | 0                    |
| St. Vincent de Paul                                          | LIFT CoC                               | 33              | 25                  | 8                    |
| St. Vincent de Paul                                          | Vet LIFT                               | 19              | 0                   | 19                   |
| St. Vincent de Paul                                          | Vet LIFT 3 Housing Plus                | 11              | 0                   | 11                   |
|                                                              |                                        |                 |                     |                      |
|                                                              |                                        | 485             | 95                  | 390                  |

#### Specialized Permanent Housing

##### *Safe Havens*

Safe Havens are supportive housing units that serve hard-to-reach homeless persons with severe mental illness and other debilitating behavioral conditions that are on the street and have been unable or unwilling to participate in housing or supportive services. Traditionally, safe havens are low-barrier shelters with a participant population that seeks shelter as needed. Currently, our community has one safe haven that is operated by ShelterCare which is *Safe Haven Shankle*.

##### *Shelter Plus Care*

Shelter Plus Care Program provides rental assistance for hard-to-serve homeless persons with disabilities in connection with supportive services funded from sources outside the program. Shelter Plus Care (S+C) is a program designed to provide housing and supportive services on a long-term basis for homeless

persons with disabilities (primarily those with serious mental illness, chronic problems with alcohol and/or drugs, and (AIDS) or related diseases) and their families who are living in places not intended for human habitation (i.e., streets or emergency shelters). The program allows for a variety of housing choices, and a range of supportive services funded by other sources, in response to the needs of the hard-to-reach homeless population with disabilities.

#### 4. Rapid Re-housing

Rapid Re-housing assists individuals (including unaccompanied youth) and families experiencing homelessness and provides the services needed to help such individuals move into transitional and permanent housing with the goal of long-term stability.

**Table 4: Lane County Area Rapid Re-Housing Providers**

| Agency                      | Program                                        | Year-Round Beds | Beds HH w/ Children | Beds HH w/o Children |
|-----------------------------|------------------------------------------------|-----------------|---------------------|----------------------|
| Catholic Community Services | McKenzie Transitions                           | 46              | 46                  | 0                    |
| Looking Glass               | McKenzie Transitions                           | 14              | 5                   | 9                    |
| Looking Glass               | RRH- EHA                                       | 13              | 6                   | 7                    |
| ShelterCare                 | Cascades Rapid Re-Housing                      | 11              | 0                   | 11                   |
| ShelterCare                 | McKenzie Transitions                           | 55              | 55                  | 0                    |
| St. Vincent de Paul         | RRH ESG                                        | 31              | 31                  | 0                    |
| St. Vincent de Paul         | RRH ESG                                        | 9               | 0                   | 9                    |
| St. Vincent de Paul         | Supportive Services to Veteran Families (SSVF) | 34              | 3                   | 31                   |
| Womenspace                  | RRH HSC                                        | 15              | 15                  | 0                    |
|                             |                                                | 228             | 161                 | 67                   |

#### 5. Access Centers for people who are Homeless

*Access Centers for Families* help to meet basic needs by providing low-income, homeless, or at risk of becoming homeless families (with children) emergency services, provisions, information and referral, and case management. Families receive an intake and needs assessment for all households, provide emergency assistance to include food, clothing, supplies, etc., telephone access, housing location, advocacy, mentoring, employment assistance and clothing vouchers are available to all Center families who are homeless.

*Access Centers for Youth* offer day shelter and employment skills and opportunities, including services to assist youth to access more intensive supportive services. The Youth Access Centers meet the community's basic needs by providing youth with safe day shelter with access to services including basic needs, case management, employment and community resources, laundry, phones, meals, and computer access.

*Access Centers for Singles* provide single homeless adults with emergency and basic needs assistance to include food, clothing, laundry and shower facilities, prescription assistance, supplies, telephone and internet access, housing location, advocacy, and transportation assistance.

*Community Service Centers* provide emergency basic needs assistance, homeless prevention services, energy assistance and linkage to mainstream benefits and resources for low income households in Lane County.

**Table 5: Lane County Area Access Centers and Community Service Centers**

| Agency                                             | Program                                    | Population                               |
|----------------------------------------------------|--------------------------------------------|------------------------------------------|
| Catholic Community Services                        | CCS Community Service Center               | Singles and families                     |
| Cottage Grove Community Sharing, Cottage Grove, OR | Community Sharing Community Service Center | Singles and families                     |
| Hosea Youth Services                               | Hosea Youth Services                       | Homeless youth                           |
| Looking Glass                                      | New Roads                                  | Homeless youth                           |
| Siuslaw Outreach Services Florence, OR             | Siuslaw Service Center                     | Singles and families                     |
| St. Vincent de Paul                                | Eugene Service Station                     | Single adult males and females           |
| St. Vincent de Paul                                | First Place Family Center                  | Homeless families with children under 18 |
| Upper Willamette CDC                               | Oakridge Food Pantry                       | Singles and families                     |
| White Bird Clinic                                  | White Bird Walk In Services                | Single males and females                 |

## 6. Street Outreach Services

*Street Outreach* offers connections to essential services for people who are homeless with everything from food, clothing and shelter, to medical care, substance abuse treatment, protection from sexual exploitation, victimization, disease and pregnancy, abuse/neglect services, housing, mental health services and crisis counseling.

**Table 6: Lane County Area Street Outreach Services**

| Agency            | Program                  | Population                     |
|-------------------|--------------------------|--------------------------------|
| HIV Alliance      | HIV Outreach             | People at risk for HIV/AIDS    |
| Looking Glass     | New Roads                | Homeless youth                 |
| White Bird Clinic | White Bird Outreach PATH | Single adult males and females |
| ShelterCare       | Shankle Safe Haven       | Single adult males and females |

## 7. Transitional Micro-Housing, Rest Stops and Safe Spots

In response to the growing need for safe places for people to sleep, the Eugene City Council approved a rest stop pilot program in October, 2013. Rest stops allow up to 20 people to sleep overnight in tents on certain properties in Eugene. Each site must be managed by a community agency or organization that acts as a site provider and signs an agreement with the City to supervise the site. Opportunity Village Eugene is a collaboration between the housed and the unhoused providing stable, safe, and sustainable places to be through alternative, cost-effective approaches for transitioning the unhoused to more permanent living situations.

*Table 7: Transitional Micro-Shelter and Rest Stop and Safe Spot Programs in Eugene*

| Agency                                                                            | Program                                                                                                                                                                                              | Population                                                                                        |
|-----------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------|
| <b>SquareOne Villages</b><br>Opportunity Village Eugene                           | Transitional micro-housing site utilizing community-based development and a self-governance model.                                                                                                   | 30-35 residents<br>Singles (male and female and couples; adults only)                             |
| Community Supported Shelters<br><b>Safe Spot – Roosevelt</b>                      | Emergency and transitional shelter utilizing micro-shelter and tents. Rest Stops also provide employment training and volunteer opportunities to residents.                                          | 20 residents<br>single adult males and females                                                    |
| Community Supported Shelters<br><b>Chambers Safe Spot</b>                         | Emergency and transitional shelter using tents. Rest Stops also provide employment training and volunteer opportunities to residents.                                                                | 20 residents<br>prioritizes young adults 20-35, individuals and couples                           |
| Community Supported Shelters<br><b>Veterans Safe Spot Eugene Mission</b>          | Emergency and transitional shelter using micro-shelters. Rest Stops also provide employment training and volunteer opportunities to residents.                                                       | 15 residents<br>single individuals and married veterans                                           |
| Community Supported Shelters<br><b>Safe Spot Single Women and Married Couples</b> | Emergency and transitional shelter using tents. Rest Stops also provide employment training and volunteer opportunities to residents.                                                                | 20 residents<br>including single women and married couples                                        |
| <b>Nightingale Health Sanctuary</b><br><br>Rest Stop                              | Emergency and transitional housing utilizing tents. Includes one site of 15 people at the Eugene Mission. Serves able-bodied people and those with disabilities with a focus on health and wellness. | 1 site (15 residents)<br>single adult males and females with physical and/or mental health issues |
|                                                                                   |                                                                                                                                                                                                      | <b>125</b>                                                                                        |

## 8. The Overnight Parking Program

The Overnight Parking Program provides legal camping, free trash disposal, and portable restrooms to homeless families and individuals living in their vehicles.

Table 8: Overnight Car Camping Program

| Agency              | Program                               | Population                                  |
|---------------------|---------------------------------------|---------------------------------------------|
| St. Vincent de Paul | Overnight Parking Program-Eugene      | 59 Singles spaces and<br>14 Families spaces |
| St. Vincent de Paul | Overnight Parking Program-Springfield | 4 Singles spaces and<br>4 Families spaces   |
|                     |                                       | <b>81</b>                                   |

## 9. Homeless Management Information System (HMIS)

The Lane County Human Services Commission manages the HMIS data collection software designed to capture information over time on the characteristics of persons experiencing homelessness. The data extracted from Lane County programs in the HMIS improves the ability of the Continuum of Care (CoC) to track program performance and client outcomes and make program and fiscal data-driven decisions. Lane County provides better services for homeless and at-risk people in our community by determining how to best address the immediate and long-term needs of the homeless and at-risk populations. Data helps to identify gaps in the CoC and to monitor service delivery by tracking bed occupancy, homeless episodes, and the success of programs measured by participants gaining access to housing, income, non-cash benefits, and treatment services.



## 2016 Annual Homeless Point in Time Count HIGHLIGHTS

### 1,451 people were counted during Lane County's 2016 Annual Point in Time Count

This number includes homeless community members who were counted in a myriad of locations including the streets, under bridges, in parks, at food pantries, day access centers, schools, churches, emergency shelters, and transitional housing programs for homeless persons on January 27, 2016. Approximately 124 staff and volunteers from 32 organizations counted homeless people this year.

Of the **1,451** people counted:

- **405** individuals were staying in Emergency Shelter
- **112** individuals were living in Transitional Housing (up to 24 months) designated for people who are homeless
- **934** men, women, and children were without shelter

**Total 1,451 individuals**

### Highlights of the count:

- **224** family members in homeless households with children; **129 sheltered**; **95** unsheltered
- **162** homeless veterans: **52 sheltered**; **110** unsheltered:
- **574** chronically homeless people: **86 sheltered**; **488** unsheltered
- **434** people have a mental illness
- **232** people have chronic alcohol/substance abuse issues
- **13** unaccompanied homeless youth (under 18)

### Other Factors

- **12,167** individuals who were homeless sought social services through Lane County Human Services Division funded programs during Calendar Year (CY) 2015. **4,646** had a long-term disability and **942** were veterans.
- **949** unduplicated individuals were served at the St. Vincent de Paul Egan Warming Center during **12** nights of the winter season at **14** faith-based sites and the Lane Community College during the 2015-16 winter season.
- **2,156** homeless students attended public school in Lane County during the 2014-15 school year (Oregon Dept. of Education).
- **258** homeless youth were served at the Looking Glass New Roads Access Center, (ages 16-21) CY 2015
- **165** runaway and homeless youth stayed at Station 7 (under age 18) during CY 2015
- **2,298** people stayed at the Eugene Mission during CY 2015

### Unique to This Year's Count

- **1.5%** decrease of overall count between the 2015 and 2016 Counts. (A 31% decrease from 2011 to 2016)
- Veterans organizations made a concerted effort to count homeless veterans.
- **644** formerly homeless people live in permanent housing designated for homeless people on the night of the count.
- Law Enforcement shared locations with Count Organizers to increase the accuracy of the Count.