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EUGENE CITY COUNCIL AGENDA

November 16, 2016

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

Meeting of November 16, 2016;
Her Honor Mayor Kitty Piercy Presiding

Councilors

Greg Evans, President	Alan Zelenka, Vice President
George Brown	Mike Clark
George Poling	Chris Pryor
Claire Syrett	Betty Taylor

12:00 p.m. CITY COUNCIL WORK SESSION
Harris Hall, 125 East 8th Avenue

1. **WORK SESSION**
   Rest Stop and Opportunity Village Pilot Programs

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

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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EUGENE CITY COUNCIL
AGENDA ITEM SUMMARY

Work Session: Rest Stop and Opportunity Village Pilot Programs

Meeting Date: November 16, 2016
Department: City Manager's Office
www.eugene-or.gov

Agenda Item Number: 1
Contact: Mia Cariaga
Contact Telephone Number: 541-682-5408

ISSUE STATEMENT
This work session is an opportunity for Council to discuss the rest stop and Opportunity Village pilot programs.

BACKGROUND
The rest stop program was initiated by Council in September 2013 by Ordinance 20517 with a one-year sunset date. The ordinance has been extended four times and is scheduled to sunset on March 31, 2017. The program currently supports five rest stops, four of which are managed by Community Supported Shelters (CSS) and one by Nightingale Health Sanctuary (NHS), and allows up to 15 individuals to stay at each location. An expansion of up to 20 persons may be provided at the City Manager's discretion for an operator with a proven track record of successfully managing a rest stop for at least six months.

CSS manages one stop at Roosevelt and Garfield, two located adjacent to each other at Northwest Expressway and Chambers, and one on the Eugene Mission property. The Roosevelt and Garfield rest stop was the first to open in December 2013. One rest stop at NW Expressway and Chambers focuses on providing shelter to women, and the CSS rest stop at the Eugene Mission is designated for veterans. NHS manages one rest stop that is located on Eugene Mission property. The lease for this location ends on February 17, 2017, at which time NHS will need to move to a new, currently undetermined site.

Opportunity Village Eugene (OVE) is a tiny home community that is located on the City of Eugene's Public Works Maintenance site at 111 N. Garfield. Council authorized the establishment of OVE in December 2012, and the original agreement to operate the site has been extended through June 1, 2018. It is now operated by the non-profit SquareOne Villages. SquareOne recently broke ground on a second and permanent tiny home site called Emerald Village Eugene.

These programs provide the community with low-cost, safe, transitional sheltering options. Managing non-profits have been responsible for the costs to establish and operate each location. The City contributes to the program through the Council-enacted ordinance and by providing Council-approved properties for sites and staff support to the program. Council has expressed interest in exploring options for more sites and ongoing support to the programs. Finding locations

that meet the ordinance criteria and are supported by the community presents the greatest challenge to program growth.

A report on tiny homes and analysis of OVE conducted by students at the University of California Berkeley in 2016 recommended that "tiny homes are a feasible, cost effective option to house Lane County's homeless and marginally housed populations" (Abarbanel, Bayer, Corcuera, and Stetson, 2016). See full report here: http://www.squareonevillages.org/single-post/2016/05/05/New-study-recommends-tiny-home-villages-to-increase-affordable-housing. A study of the rest stop program conducted by a Community Planning Workshop at the UO found that most neighboring businesses and residents support the program and report little to no negative impacts from being located near a stop. The evaluation also found that rest stops provide the safety and stability that is critical for homeless people to begin connecting with resources and support services they need in order to begin providing for themselves. Managers are reporting individuals accessing employment, health services and more permanent housing once stabilized at a rest stop, and a 2015 annual report of both the rest stops and OVE also supports these findings.

RELATED CITY POLICIES

1. Eugene Code 4.816 Permitted Overnight Sleeping.
2. Council goal for a safe community: A community where all people are safe, valued and welcome.

QUESTIONS FOR COUNCIL

The questions below outline Council choices related to the continuation of the rest stop and OVE programs.

1. Would the Council like to continue the rest stop and OVE pilot programs?
2. Does the Council want to establish rest stops and/or OVE pilot programs in each City Council ward?

CITY MANAGER'S RECOMMENDATION

If the Council chooses to establish more rest stop and OVE sites and to disperse new sites throughout the City, the City Manager recommends the following approach to working with the community to identify new locations.

- Build community understanding of the programs through education and outreach. Staff will work with community groups, neighborhoods and residents to clarify purposes of the programs and dispel misunderstandings.
- Ask each City Councilor to establish a committee of interested parties in each ward to identify and propose locations suitable for the programs. Membership could include but would not be limited to Neighborhood Associations, neighborhood school representatives, or area businesses.
- Work with committees would include identifying eligible properties in each ward and putting forward site recommendations for community feedback, Council consideration, and approval.

- Recognize that social services and homeless activity are more concentrated in Ward 7 and therefore commit the first newly identified sites as locations that existing rest stops can move to thereby alleviating some pressures to those neighborhoods.

SUGGESTED MOTION

There are no suggested motions at this time. The Council may choose to make motions that address answers to the questions above.

ATTACHMENTS

A. Potential Rest Stop and OVE Outreach Process
B. Permitted Overnight Sleeping Ordinance
C. Rest Stops and Opportunity Village 2015 Report
D. University of Oregon Community Planning Workshop Report Executive Summary, October 2015 [Copy of full report in City Manager's Office]
E. Poverty and Homelessness Board Strategic Plan
F. 2016 Annual Homeless Point in Time Count Highlights

FOR MORE INFORMATION

Staff Contact: Mia Cariaga, City Manager's Office
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ATTACHMENT A

Potential Rest Stop and OVE Outreach Process

If the Council chooses to establish more rest stop and OVE sites and to disperse new sites throughout the City, the City Manager recommends the following approach to working with the community to identify new locations.

- Build community understanding of the programs through education and outreach. Staff will work with community groups, neighborhoods and residents to clarify purposes of the programs and dispel misunderstandings.
- Ask each City Councilor to establish a committee of interested parties in each ward to identify and propose locations suitable for the programs. Membership could include but would not be limited to Neighborhood Associations, neighborhood school representatives, or area businesses.
- Work with committees would include identifying eligible properties in each ward and putting forward site recommendations for community feedback, Council consideration, and approval.
- Recognize that social services and homeless activity are more concentrated in Ward 7 and therefore commit the first newly identified sites as locations that existing rest stops can move to thereby alleviating some pressures to those neighborhoods.

COUNCIL ORDINANCE NO. 20517

COUNCIL BILL 5098

AN ORDINANCE CONCERNING PERMITTED OVERNIGHT SLEEPING; AMENDING SECTION 4.816 OF THE EUGENE CODE, 1971; AND PROVIDING A SUNSET DATE FOR UNCODIFIED PROVISIONS.

ADOPTED: September 25, 2013

SIGNED: September 25, 2013

PASSED: 6:2

REJECTED:

OPPOSED: Clark, Poling

ABSENT:

EFFECTIVE; September 25, 2013

ORDINANCE NO. 20517

AN ORDINANCE CONCERNING PERMITTED OVERNIGHT SLEEPING; AMENDING SECTION 4.816 OF THE EUGENE CODE, 1971; AND PROVIDING A SUNSET DATE FOR UNCODIFIED PROVISIONS.

The City Council of the City of Eugene finds as follows:

A. Section 4.816 of the Eugene Code, 1971 (EC) provides for the regulation of overnight sleeping.

B. In order to create additional sleeping options for people who are homeless, Ordinance No. 20484 was adopted temporarily allowing overnight sleeping in a tent where overnight sleeping would be allowed in a vehicle. The sunset date of that provision was extended to December 31, 2014 by Ordinance No. 20501. Ordinance No. 20503 was adopted allowing overnight sleeping in a "Conestoga hut" where overnight sleeping would be allowed in a vehicle. That Ordinance will sunset on October 1, 2013. EC 4.816 should be amended to make those provisions permanent.

C. In addition, a pilot program expanding the permitted overnight sleeping provisions should be established and remain in effect until March 31, 2014, which will allow the City to monitor the program to determine whether it should be made permanent, revised or abandoned.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The findings set forth above are adopted.

Section 2. Subsection (1) of EC 4.816 is amended to provide as follows:

4.816 Permitted Overnight Sleeping.

(1) Notwithstanding any other provision of this code:

(a) Persons may sleep overnight in a vehicle in a parking lot of a religious institution, place of worship, business or public entity that owns or leases property on which a parking lot and occupied structure are located, with permission of the property owner. The property owner may not grant permission for more than six vehicles used for sleeping at any one time. For purposes of this subsection (1), the term "vehicle" includes a car, tent, camper, trailer, and Conestoga hut.

(b) Persons may sleep overnight in the back yard of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. Not more than one family may sleep in any back yard, and not more than one tent or camping shelter may be used for sleeping in the back yard. As an alternative, but not in addition to sleeping overnight in the back yard, not more than one family may sleep

in a vehicle, camper or trailer parked in the driveway of a single family residence in a residential zoning district, with permission of the owner and tenant of the residence. For purposes of this subsection, "family" means persons related by blood or marriage, or no more than two unrelated adults.

(c) Persons may sleep overnight in a vehicle, on a paved or graveled surface located on a vacant or unoccupied parcel, with the permission of the property owner, if the owner registers the site with the city or its agent. The city may require the site to be part of a supervised program operated by the city or its agent. The property owner may not grant permission for more than six vehicles used for sleeping at any one time.

Section 3. The following provisions are adopted as a pilot program and shall sunset and be repealed on March 31, 2014, unless extended or made permanent by future Council action:

Permitted Overnight Sleeping Pilot Program.

(1) Up to 15 persons may sleep overnight in vehicles, as that term is defined in section 4.816(1)(a) of this code on property authorized pursuant to Section 4 of this ordinance.

(2) No site may be used for overnight sleeping pursuant to subsection (1) of this section unless one or more entities enters into the agreement with the City referenced in Section 4 of this ordinance and one or more entities other than the City provides, at no cost to the City, adequate garbage, toilets and supervision. The entity providing supervision shall work with surrounding and nearby neighbors (businesses or residences) to address any concerns.

Section 4. The City Manager shall recommend to the City Council one or more proposed sites for the pilot project authorized by Section 3 of this Ordinance. Any such site may not be located in a residential area or close to a school, and must be owned or leased by the City of Eugene, a religious institution, a non-profit organization, or a business if the business is located on property zoned commercial or industrial. Before a proposed site may be used, the site must be approved by the City Council by motion and an agreement must be executed between the City and the entity referred to in subsection (2) of Section 3 above. Such an agreement may include but is not limited to provisions concerning (a) supervision, (b) selection of the individuals who may camp at the site, (c) number of continuous days that someone may camp at the site, (d) hours that people may stay at the site in addition to 9:00 p.m. to 7 a.m., (e) structures and

other items that may be placed on the site, and (f) closure of the site for non-compliance with the terms of the agreement.

Section 5. Due to the inclement weather and the need to provide assistance to homeless persons as soon as possible, pursuant to the provisions of Section 32(2) of the Eugene Charter of 2002, with the affirmative vote of two-thirds of the members of the City Council, upon adoption by the Council and approval by the Mayor, or passage over the Mayor's veto, this Ordinance shall become effective immediately.

Passed by the City Council this
25th day of September, 2013.

Beth Forrest
City Recorder

Approved by the Mayor this
25 **day of September, 2013.**

Kitty Piercy
Mayor

Eugene City Manager's Office

Memorandum

Date: June 1, 2016

To: Mayor and City Council

From: Michael Kinnison, Human Rights and Neighborhood Involvement

Subject: Rest Stops and Opportunity Village 2015 Report

Background

On December 10, 2012, Council authorized the establishment of Opportunity Village Eugene (OVE), a self-managed micro-housing site within the designated Eugene Public Works & Maintenance complex at 111 N. Garfield Street. The original agreement to operate the site has been extended through June 1, 2018. The site has capacity to house up to 45 people in 30 residential units.

In 2013 the City passed an ordinance creating the Permitted Overnight Sleeping Pilot ("rest stop") Program. The ordinance was most recently extended through March 2017. A rest stop allows up to 20 people to sleep in tents, trailers or Conestoga huts under supervision by a third party that operates the site per agreement with the City. There are currently six approved rest stop locations. Community Supported Shelters (CSS) oversees four "safe spots," three of which are on City property and another at the Eugene Mission. The latter site serves veterans. Nightingale Health Sanctuary (NHS) provides oversight at two rest stops on County property leased to the City. The lease is set to expire on June 8, 2016.

The purpose of this report is to provide City Council with a summary of activity at these sites for the 2015 calendar year. 2015 was the first year of providing a comprehensive report on all sites, and we are still refining data collection processes with some information gaps noted. Subsequent reports will yield more complete, consistent information and allow year-to-year comparisons.

Current Site Locations

Site Management

Residents at all sites go through an application and screening process, including criminal background checks, and must abide by community agreements that include the prohibition of weapons, alcohol and illegal drugs, theft, and persistent disruptive behavior, as well as mandates contributing to the maintenance and upkeep of the sites.

While these programs are viewed as transitional, it is acknowledged that participants require different periods of time to gain stability and work to transition to more stable, permanent housing. Site managers take different approaches to setting limits on length-of-stay. All provide mentoring and support in setting and meeting personal goals to help residents improve their long-term situations. NHS and OVE have no hard limits while CSS has recently implemented a length-of-stay limit of 10 months for the Safe Spot Program.

Each organization maintains a slightly different governance model but all include residents in decision making and day-to-day management of the sites. Resident site councils are employed at NHS and OVE. Each organization has a board or steering committee that provides oversight.

Site Characteristics

In addition to small bungalows (64-80 SF) and Conestoga Huts (60 SF), OVE hosts a number of community spaces and infrastructure, such as showers, laundry, a communal kitchen, heated yurt with computer access and library and raised garden beds. OVE provides water, electric and internet for communal purposes, as individual dwellings are not developed with these amenities.

Infrastructure at NHS and CSS rest stops is more limited and comprised of a mix of tents on raised platforms and Conestoga Huts with additional covered areas for cooking, storage and warming, trash dumpster and portable toilets. There is no electricity provided and municipal water is available only at CSS Safe Spots. NHS has water trucked in to meet their needs. The perimeter of OVE and rest stops are fenced and ingress and egress controlled.

Table 1. Resident Characteristics

	Rest Stops	OVE	Total
Age[1]:			
18-24	7	0	7
25-54	42	9	51
55-64	13	5	18
65+	1	1	2
Gender:			
Male	121	6	127
Female	43	9	52
Transgender/Gender non-conforming	1	0	1
Ethnicity[1]:			
Hispanic or Latino	0	3	3
Non-Hispanic or Non-Latino	63	14	77
Race[1]:			
White/Caucasian	57	11	68
Black/African American	1	1	2
Am. Indian or Alaskan Native	4	2	6
Native Hawaiian or Pacific Islander	1	0	1
Veterans	58	0	58
Disabled[1]	29	6	35
Employed[1]	1	5	6

[1]Demographic data on age, ethnicity, race, employment and disability status was only reported by NHS and OVE.

Resident Characteristics

Rest stops served a total of 214 people in 2015. Nearly 75% of the 164 individuals entering a rest stop in 2015 reported being from the Eugene/Springfield area. Turnover is frequent with 80% of those served in

2015 having stayed for six months or less. The majority leave voluntarily but 42 individuals were asked to leave for rule violations. OVE served a total of 49 people last year, 15 of which were new residents in 2015. Similar to rest stops, new residents were primarily "local," with all but two of those entering from the Eugene/Springfield area, and 13 of the 19 that departed did so voluntarily. Turnover is less frequent at OVE with 71% of those served having lived at the village greater than seven months, including 11 that have been there over two years.

Of those entering a rest stop in 2015, 74% were male and 25% female with one person having identified as transgender/gender non-conforming. Fifty eight veterans sought shelter at a rest stop with 50 of those residing at a CSS Safe Spot. Gender balance differs at OVE with 9 of 15 new residents female. No veterans became residents of OVE last year.

Demographic data on age, ethnicity, race, employment and disability status was only reported by NHS and OVE. Table 1 provides a summary of these characteristics for new residents in 2015. At NHS, nearly 67% were between the ages of 25 and 54 and only one individual was over 65. Similar distribution in ages occurred at OVE although no one younger than 25 joined the village. No residents identified as having Hispanic or Latino ethnicity and the vast majority identified their race as white or Caucasian. Nearly 44% indicated they had some form of disability or special need. Employment remains a challenge for residents at all locations with only 3% of new residents reported having work.

The ultimate goal of those served at rest stops or OVE is to have them attain more stable, permanent housing. Permanent housing includes homeownership, securing an apartment or rental home, moving into permanent housing with family or friends, public housing, use of Section 8 housing vouchers, supportive housing or other assistance that allows one to live independently. Fifty five individuals that left a rest stop or OVE in 2015 transitioned to some form of permanent housing. Another 15 residents moved into transitional housing and four entered an inpatient alcohol or drug treatment facility. Forty nine were known to have remained homeless upon leaving. Table 2 provides a summary of the different destinations for those departing a rest stop or OVE in 2015.

Table 2. Destinations for Departing Residents

Destination:	Rest Stops	OVE	Total
Rental house or apartment	27	6	33
Public housing	0	0	0
Section 8	3	4	7
Shelter Plus Care	6	0	6
Homeownership	0	0	0
Family or friends (permanent)	6	0	6
Supportive housing	2	1	3
Family or friends (temporary)	24	2	26
Transitional housing for homeless	15	0	15
Psychiatric hospital	0	0	0
Inpatient alcohol/drug treatment	4	0	4
Jail/prison	2	0	2
Remained homeless	44	5	49
Other	7	0	7
Unknown	0	1	1

Those involved in the day to day management of these sites have received training in conflict de-escalation and mediation and use these techniques to help settle instances of miscommunication or disturbances. Peer governance combined with these skills is effective at handling most conflict that arises, even significant disturbances that result in a resident being suspended or evicted. On occasion, outside assistance is needed but this rarely involves law enforcement. For example, of the 16 such disturbances at the NHS rest stop, all were resolved by the rest stop community and only one required police assistance.

Partnerships

Rest stops and OVE continue to improve their collaboration with local service providers and other organizations to help assist their residents. In 2015 these included:

- Laurel Hill Center
- White Bird/CAHOOTS
- Lane Independent Living Alliance (LILA)
- St. Vincent DePaul
- Veterans Affairs
- Shelter Care
- Willamette Family Treatment Center
- Hounds for Homeless
- Occupy Medical
- Catholic Community Services
- Buckley House
- Lane County Behavioral Health
- Food for Lane County
- Eugene Mission
- Church of Resurrection
- NEDCO
- University of Oregon

Accomplishments

- Rest stops and OVE provided safety and stability needed to help 55 formerly homeless individuals find permanent housing.
- Rest stop residents volunteered a total of 555 hours maintaining City of Eugene parks and OVE volunteers maintained the bathroom at Sladden Park for the 6 months it was open in 2015.
- CSS opened new and improved Veteran's Safe Spot at the Eugene Mission.
- CSS honored with a 2015 Community Award by Mayor Kitty Piercy.
- Rest stops served as a resource to addiction and mental health service providers to house their clients until other housing options secured.
- Food for Lane County distribution site established at OVE
- Square One Villages (SOV) created as the umbrella nonprofit that oversees Opportunity Village with a part time Executive Director and Project Director. SOV secured a capacity building grant from Oregon Community Foundation.
- SOV purchased 1.2 acres, recruited 12 architects to design/build homes and raised over $600,000 in gifts and pledges for Emerald Village, a permanent tiny home housing project for people who have transitioned out of homelessness or who are at risk of becoming homeless.
- Rest stops and OVE continue to gauge interest from across the state and U.S. and serve as models for addressing homelessness for other communities. Contingents from Medford, Salem, Bend and Tucson were given tours of sites, and OVE representatives presented at TEDx conference in Salem, City Club of Eugene and the "Build Small, Live Large" conference in Portland.

Challenges

- Lack of a more long-term location for the NHS rest stop.
- Meeting the needs of residents that could benefit from case management, particularly those with mental and physical disabilities and serious medical issues.
- Need for ongoing skill building around conflict management among residents.
- Securing funds to cover ongoing costs associated with portable toilets, trash service, insurance, maintenance, etc.
- Constant vigilance to maintain best practices around hygiene and sanitation at rest stops.

Conclusion

The local "experiment" with emergency sheltering options such as rest stops and transitional micro-housing like OVE is 2.5 years old. While there are still challenges, both statistical and anecdotal data demonstrate the value of having safe, legal places for people to sleep even though they may not meet adopted standards for permanent housing. We have a wide gap between available supply of permanent housing or emergency shelter and the need that exists among our homeless population. Until that gap is narrowed people will continue to seek shelter under bridges, bushes and awnings, risking their safety and incurring costs related to policing and cleaning up of illegal camps unless other legal, managed options are available. Rest stops and OVE are an alternative, cost effective means of sheltering people that have proven the homeless can be good neighbors in our community. They provide some much needed stability and a sense of empowerment over one's life that allows space to begin working on getting healthy, finding work and permanent housing.

The success of these programs is due largely to the commitment of the non-profits that run them. Community Supported Shelters, Nightingale Health Sanctuary and Opportunity Village Eugene raise the funds, provide the support, recruit and train volunteers and build the infrastructure to keep the system going. Local government has been a partner by providing the legal framework and locations to site them but support from community has been key to the success of these initiatives. The resources of our non-profit partners are limited and need strong community support to sustain their efforts. Additional resources will be needed if we are to expand beyond the current capacity being provided.

ATTACHMENT D

Providing for the Unhoused: A Review of Transitional Housing Strategies in Eugene

October 2015

Final Report

Prepared by:

Community Planning Workshop

A Program of the
Community Service Center

UNIVERSITY OF OREGON

CPW Community Planning Workshop

Special Thanks & Acknowledgements

Community Planning Workshop wishes to thank the University of Oregon Office of the President and Matt Roberts, Senior Director of Community Relations for their financial support. We also thank all of the individuals that consented to completing a survey or being interviewed. Without your assistance, this research would not have been possible.

Working Group

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Jaleel Reed, Research Assistant

This project was sponsored by the University of Oregon Office of the President and does not necessarily reflect the views of City of Eugene staff or elected officials.

About the Community Service Center

The Community Service Center (CPW), a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon, is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CPW is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

About Community Planning Workshop

Community Planning Workshop (CPW) is an experiential program within the Department of Planning, Public Policy and Management at the University of Oregon. Students work in teams under the direction of faculty and Graduate Teaching Fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities. The CPW model is unique in many respects, but is transferable to any institution that desires to link pedagogy with community service.

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EXECUTIVE SUMMARY

Homelessness in Eugene is not a new problem. A 2015 point-in-time survey identified more than 1,473 homeless individuals in Eugene of which the majority (817) were unsheltered. Given the systemic nature of homelessness, it continues to be a challenging problem in our community. If easy solutions existed, the city would have implemented them and solved the problem long ago.

In 2011, the Eugene City Council asked Mayor Piercy to form a task force to develop recommendations regarding the needs of unhoused community members. The first recommendation of the Task Force—which is the subject of this report—focused on finding one or more sites to provide short-term, transitional housing opportunities. Starting in 2013, the City piloted two programs that relate to the siting recommendation: (1) so-called "rest stops" which provide city sanctioned camping areas; and (2) a micro-housing community called Opportunity Village.

In short, the City of Eugene is testing alternative methods of transitioning the unhoused population that are new and relatively unique. As the policies supporting these programs require periodic renewal, providing information on how the programs are functioning is critical to helping city staff and elected officials make decisions regarding their continuation. As such, the goal of this project was to gather information on the performance of the transitional housing strategies to better understand how they work and what impacts they are having on rest stop and Opportunity Village residents and nearby property owners.

Homelessness in Lane County by the Numbers, 2015

- **1,473** people counted
- **223** family members in homeless households with children; 151 sheltered; and 72 unsheltered
- **210** homeless veterans: 110 sheltered; 100 unsheltered:
- **697** chronically homeless people: 318 sheltered; 379 unsheltered
- **398** people have a mental illness
- **20** people have chronic alcohol/substance abuse issues
- **23** unaccompanied homeless youth (under18)

Eugene's Transitional Housing Strategies: Rest Stops and Micro-villages

To address homelessness and some of its negative impacts, the City has established a number of policies and programs to address the issue. Central among these is a citywide prohibition on camping that was adopted in 1983 (city ordinance 4.815).

Such ordinances are common in cities and are intended to protect the public health, safety, and welfare. Illegal camps have been a perennial issue in Eugene and often have significant environmental impacts. The implementation of the ordinance, however, creates a significant limitation on temporary shelter for unhoused individuals. Moreover, not all individuals that camp create negative community impacts.

To address the issue, the City adopted an ordinance that permits camping under specific circumstances. The Permitted Overnight Sleeping Pilot Program or "rest stop" ordinance (Ordinance 20517) establishes a set of prohibited behaviors and

requires rest stops have a site manager. Eugene City Council has approved six rest stop locations since the ordinance was initially adopted in September 2013. As of September 2015, two Eugene nonprofit organizations are managing four rest stops. Community Supported Shelters (http://communitysupportedshelters.org/) manages three rest stops and Nightingale Health Sanctuary (http://respectexistence.org/) manages one rest stop.

Key Findings

To gather information and understand the rest stop policy and programmatic context, CPW facilitated two meetings with city staff and rest stop and OVE volunteers. We collected 178 surveys from service providers, rest stop residents, and rest stop neighbors:

- 13 OVE residents
- 37 rest stop residents (at four rest stops)
- 99 neighboring residences and businesses (properties within 500' of a rest stop)
- 28 representatives from service provider organizations

Rest Stops

Rest stops are designated areas within the Eugene city limits where up to 20 people are allowed to sleep in tents, trailers or Conestoga huts. They are intended to provide a temporary, safe, legal option for people experiencing homelessness. Community nonprofits provide site supervision, portable restrooms and trash collection. The organizations must keep a roster of individuals registered to stay at the site and ensure site rules are followed, such as no alcohol or drugs on site and no disorderly behavior. The sites are fenced to control access and promote safety.

The Rest Stop pilot program has had more than 600 applicants and has served more than 210 individuals since its establishment. The program has seen nearly 100 residents transition to alternative housing options and has dismissed 35 residents for violations of the rules. Moreover, of the more than 210 residents served, 13 have been veterans. Police data has shown no considerable increase in reported activity due to the rest stops. The average length of stay is approximately six months.

Following are key findings from our survey research.

- Nearly all of the residents heard about the rest stops through personal networks or someone staying at the camp.
- Rest stop residents reported that it was not difficult to apply to live at the rest stop.
- Residents reported that staying at the camp makes them feel safer, more confident, and more independent.
- Residents report that camp staff were helpful and site rules are effective.

- Residents report that staying at the rest stop helped them transition to permanent housing; many reported they still face barriers to obtaining permanent housing.
- Service providers identified opportunities to create stronger linkages between the rest stops and service providers.
- Service providers see rest stops as a cost efficient approach to provide transitional housing to the unhoused. Moreover, most service providers think rest stops are a good start, but that more is needed.
- Thirty percent of neighboring residents and businesses indicated they were unaware of the City's rest stop program
- Eighty-four percent of neighboring residents and businesses indicated that they support of the rest stop program.
- Sixty-two percent of neighboring residents and businesses indicated they feel "safe" or "very safe" in their neighborhood.

Opportunity Village

A second transitional housing strategy Eugene is also experimenting with is a micro-housing community called "Opportunity Village" (OVE). In the first 18 months (July 2013-December 2014), OVE served 77 people for various lengths of time—with 27 voluntary transitions and 13 departing due to rule violations. Between January 1 and June 30, 2015, OVE served an additional 34 individuals. OVE consists of up

to 30 micro-homes, community showers, kitchens and other communal areas. OVE residents helped construct the homes, contribute rent, and stay for anywhere from one week to longer than a year.

Like the rest stops, Opportunity Village was approved through a City Council action. The process was initiated by the City Manager at the direction of City Council in 2011. The objective was to find a location to pilot project a low-cost, micro-housing project. The identified location was a one-acre parcel of city-owned land on North Garfield Street.

Unlike the rest stops, Opportunity Village was permitted under Eugene Code 9.2450, which classifies OVE as a "Homeless Shelter." As a homeless shelter, the approval required a conditional use permit based on the I-3 (Heavy Industrial) zoning of the property.

Data provided on the OVE website suggest that the approach is cost effective: Start-up costs were about $220,000 and funded with around $98,000 in private cash donations, plus an estimated $114,000 of in-kind materials and labor. Operating costs are around $1,200/month. OVE concludes: "If capital costs are amortized over 5 years and similar operating costs are assumed, OVE comes at a cost of just $3/night/person. Of which, $1/night is paid or raised by our residents."

Following are key findings from our survey research.

- Nearly 1/3 of the residents heard about OVE through social media networks.

- Residents indicate that it was not difficult to apply to live at OVE.
- Residents indicated that staying at the camp helps them feel secure, safe in their neighborhood, and independent.
- OVE provides a space in which individuals regularly interact with one another and establish community.
- Residents indicate camp staff are helpful and site rules are effective.
- Site rules directly impacted the neighboring residents and businesses level of support for Opportunity Village.
- Residents view the operational structure and rules of Opportunity Village positively.
- Staying at the rest stop helps residents transition to permanent housing; some reported that the still face barriers to obtaining permanent housing.
- While opinions vary on their current connection (some report strong connections, others, weaker connections) with Opportunity Village, many service providers see an opportunity for improvement.
- Neighboring residents and businesses generally felt the neighborhood surrounding Opportunity Village was perceived as safe.
- Eighty percent of neighboring residents and businesses indicated they were aware of OVE.
- Survey results show that nearly 90% of neighboring residents and businesses were supportive of the OVE program.
- Many neighboring residents and businesses reported that they had not noticed any changes since OVE's inception.

Conclusions

Our general conclusion from the review is that the programs are working. Our specific conclusions integrate themes that we identified through the literature review, case studies and surveys.

The lack of affordable housing remains the biggest barrier in providing for the unhoused in Eugene. While this is an obvious point and is perhaps more expansive than the scope of this study intends, it is important to acknowledge the challenge Eugene continues to face in providing housing that is affordable for all residents. In short, though many factors contribute to homelessness, the absence of housing affordable to people with little or no income presents a significant barrier to unhoused individuals that want to transition into permanent housing.

The "Housing First" strategy is a demonstrated transitional housing strategy that is effective and saves money. Housing First is an effective alternative for individuals that are unhoused, particularly those who face substance abuse disorders along with mental and physical health barriers. While the Housing First approach requires key components like vacant land, financial stability, and

collaboration from local, state, and federal agencies, this method is a cost-effective way to mitigating homelessness.

Few individuals residing at Rest Stops or Opportunity Village are homeless by choice. CPW's survey showed that only 8% of Rest Stop residents and no Opportunity Village residents reported they were homeless by choice. Moreover, CPW found that many of the respondents lived in Eugene at the time that they first became unhoused. Our research suggests that the causes of homelessness are as diverse as the homeless population and dispels the myth that all homeless individuals are "chronically" homeless. Nationwide, chronically homeless individuals accounted for 15% of all homeless people. CPW's survey shows that 19% of Rest Stop residents and 8% of OVE residents had been homeless five or more years.

Rest stops and Opportunity Village residents have more self-confidence, are better able to provide for themselves, and feel as though they're part of a community. Not only do the legal camping programs provide a safe, legal place for the unhoused to sleep, but they appear to help the residents in other ways. Rest stop and Opportunity Village residents indicated that living in the communities increased their self-confidence (69%), made them feel more independent (81%), and gave them a sense of community (92%). Additionally, volunteer site managers expressed similar thoughts about how staying in the rest stops and Opportunity Village benefitted the residents.

The rest stop ordinance is successful at providing a legal place for the unhoused to sleep. More than 70% of rest stop residents indicated that staying at the rest stop is helping them transition into permanent housing. While no formal evaluation of outcomes has been conducted, CSS and NHS collect data on residents. The statistics suggest the rest stop program is helping many residents transition to stable housing. CSS reports that 45 residents transitioned to rental housing), HUD VASH (housing for veterans), Shelter Care, friends or family. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

The rest stop ordinance lacks a clear purpose statement. Based on review of the ordinance and other available materials, it is unclear whether the rest stop ordinance has an intent beyond providing the unhoused a temporary, safe, and legal place to sleep. In short, it is unclear whether the city intends the program to have a broader set of outcomes and how it fits in with other efforts in the region to address homelessness.

Opportunity Village appears to be successful in transitioning individuals into more permanent housing. This reinforces the viability of micro-villages as transitional housing and suggests micro-villages as suitable, long-term housing for the unhoused. According to the Opportunity Village quarterly reports, of 47 residents that transitioned, 30 found housing. Fourteen moved into rental housing, 13 moved in with family or friends, and others transitioned into Section 8 housing or other transitional housing. While incomplete, these figures suggest the program is having some level of success at transitioning residents into stable housing.

Neighboring businesses and residents are very supportive of the programs, and experience little to no negative impacts from being located near the facilities. A large majority (83%) of residential or commercial neighbors of the rest stops and Opportunity Village support the programs, often justifying their support with the simple belief that everyone deserves a place to live. What's more, very few of those surveyed reported experiencing any changes in their neighborhoods related to the nearby programs.

The location of rest stops and Opportunity Village present equity issues for residents and neighbors. There is a sense of unfairness among neighboring residents and business owners related to the concentration of the rest stops and Opportunity Village in one part of the City. This sentiment of unfairness was communicated neighbors whom identified two aspects of unfairness with relation to the siting of rest stops: (1) the rest stops were concentrated in one part of the City; and (2) rest stops are sited are in industrial areas near railroad tracks and distant for day-to-day services. Neighbors and business suggested that the siting of rest stops and any future micro-villages should be reconsidered so as to evenly distribute the rest stops and/or micro-villages across the City.

While the City of Eugene has taken significant steps to address homelessness in the community, it lacks a long term, clear vision for addressing the issue. Before expanding on this conclusion, it is necessary to note that the Lane County Human Services Commission is the lead agency in the region for addressing homelessness. Lane County has developed a comprehensive strategy and provides funding for homelessness outreach, emergency and transitional shelters, homelessness prevention and transitions out of homelessness.

The Lane County Poverty and Homeless Board is a collaboration of local governments and nonprofit organizations focused on developing and implementing more holistic programs targeting the unhoused in Lane County and is a good example of regional collaboration among local governments and nonprofit organizations. The Poverty and Homeless Board are actively working to develop and implement a Housing First program. Some progress has been made towards that end; data provided by the County identify eight "Homeless First" programs run by local nonprofit organizations with the capacity to accommodate about 30 families and 130 individuals.

Despite all these efforts, it is unclear what the City role is in implementing the County's 10-year plan or in the Housing First strategy. Effective homeless strategies require partnerships—every case study community that had seen success in their homeless strategies involved all levels of local government, nonprofits, and private businesses.

The Rest Stop program and Opportunity Village are working. This is perhaps the most important conclusion of this work. CPW structured the research as a 360-degree review of the programs and considered the experience of residents, neighbors and program managers. All three groups reported positive experiences with the program. One of the consistent themes we heard was that the programs should be expanded.

Recommendations

The University of Oregon Office of the President and Community Relations sponsored this review of the Eugene Rest Stop ordinance. As such, our intent was to provide a credible, objective, and external review of the rest stop program. In the spirit of contributing to efforts that address the long-standing issue of homelessness in our community, we offer the following recommendations.

1. **The City should revise the rest stop ordinance to clarify its intent, to better articulate the application process and siting guidelines, and to make it permanent.** The City should extend the sunset date of the Permitted Overnight Sleeping Pilot Program to remain in place permanently—or at least provide for longer periods between the sunset dates. Additionally, the City needs to develop a better pathway for accommodating the rest stops.

   If the City Council wants to continue to have direct oversight of the program, we recommend that either (1) the ordinance be modified to articulate the application process and siting criteria, or (2) if the preference is to keep the ordinance simple and focused, direct staff to develop guidance for prospective applications. Finally, we recommend the City consider amending the ordinance to explicitly identify an intention for the rest stop program. This could be incorporated into a revised ordinance or into a set of program guidelines.

2. **Work to enhance the multijurisdictional partnership of local governments, nonprofits, and private businesses to fully implement the Housing First model.** Continue multi-jurisdictional efforts that involve local governments, nonprofits and the business community in crafting solutions using the Housing First model as a priority. The Lane County Poverty and Homeless Board is implementing a number of efforts focused on Lane County's homeless population—including Housing First. Given that the Poverty and Homeless Board is the lead coordinating agency, the Board should coordinate this effort. It is notable that these efforts require resources—time and dollars. Local governments should consider dedicating staff time and funding to implement the Lane County Housing First program.

3. **Review land-use options for accommodating micro-housing development.** The concept of allowing micro-villages as an outright use in one or more zones should be explored. A substantial movement exists around "tiny" homes; micro-villages could be one option for accommodating households that would like to choose to live in a smaller dwelling than currently allowed by City code. This would allow facilities to serve as more than homeless shelters or transitional housing. We recommend the Eugene City Council direct the Planning Department to conduct a review of the City Development Code with respect to micro-village and micro-apartment development. That review should include analysis of the merits of code amendments and recommendations to the Planning Commission about

whether such amendments would be appropriate, and if so, in what context.

4. **Monitor the geographic location of transitional housing and support services and work to equitably distribute the facilities in the community.** Due to perceived geographic inequities identified by program residents, site managers, neighboring residents and businesses, and service providers, we recommend the continued monitoring of the geographic location of rest stop and micro-village facilities. CPW's analysis shows that the rest stops are concentrated in two parts of the City. While it would be optimal for these facilities to be located in every Council Ward, the reality is that locational decisions should take into consideration the location of support services and basic needs. This approach is consistent with the Housing First principles.

5. **Take steps to better inform the community about the rest stop and micro-village programs.** Our research suggests that many Eugene residents are unaware of the programs and their impacts. Providing education about the impacts of these facilities and the people who live there would facilitate a better relationship between the sites and the surrounding neighborhoods. This would make it easier to expand the program, and also create a better relationship between the City, neighboring residents and businesses, and unhoused residents at the sites.

6. **Work with site managers to develop mechanisms to more systematically monitor outcomes from the Rest Stops and micro-villages.** CPW recommends that site managers implement systematic information gathering on intake (e.g., when residents move in) and periodically during individuals' residence. Opportunity Village has a systematic data collection method that could easily be adapted to the rest stop program. We do not believe this would impose a lot of additional effort on site managers—the ordinance requires certain information (e.g., a list of names of individuals residing at the rest stop).

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.

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 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.

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 Homelessness?

The sub-population of Lane County residents who are in poverty *and* are homeless lives 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/ HACSA/ 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/ 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 & Trillium Behavioral 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. Vincent DePaul/VA	Facilities
e. Create a long-term, supportive housing production and operations plan for 300 units for individuals and family households.	HACSA/ Eugene/ Springfield/ 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 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/ HACSA	Facilities
b. Create 30 units of year-around emergency shelter for homeless families with children, including domestic violence survivors with children.	Lane County/ HACSA	Facilities
c. Create 40 Safe Parking spaces for homeless persons who live in their vehicles.	Lane County	Facilities
d. Create 16 infirmary beds of emergency shelter to provide immediate medical triage, assessment, and care.	Trillium, local 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/ 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/ 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 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 Vento Schools 15th 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 LCC DHS Goodwill St. Vincent Voc Rehab	Services/ 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 VIM White Bird Clinic Occupy Medical	Ad Hoc Integrated Workgroup 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 Assn. of Counties League of Oregon Cities Oregon Opportunity Network	Legislative, Ad-Hoc Work group 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.		

Human Services Commission
LANE COUNTY • EUGENE • SPRINGFIELD
helping people • changing lives

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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.