



Human Services Commission

# Human Services Plan for Lane County: Executive Summary

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# Executive Summary

## Introduction

The Human Services Commission (HSC) is an innovative partnership of local public and private organizations funded by Lane County and the cities of Eugene and Springfield. Through the Human Services Fund, the HSC supports its nonprofit partners in delivering essential services to Lane County residents.

In 2008, the HSC contracted with Program and Policy Insight, LLC (PPI) to help develop a long-range blueprint for human services with the goal of building a healthier, more prosperous community. The plan is intended to serve as a strategic policy guide for HSC decision making beginning in fiscal year 2010. Priorities identified in the planning process will guide the distribution of operating funds for human service programs offered by community-based non-profit and public agencies, on behalf of Lane County and the Cities of Eugene and Springfield.

## The Planning Process

PPI implemented a multi-faceted planning process to meet the following two project goals: 1) provide an assessment of human service priorities based on targeted community and stakeholder input; and 2) provide a strategic framework for funding decisions in a variety of funding climates.

PPI relied on a combination of primary and secondary data to inform the development of the plan, including the key data sources described in Exhibit A.

## Exhibit A: Data Collection Sources

### Review of existing data

- Reviewed existing economic and service indicators to describe the context in Lane County during the planning process.

### Stakeholder interviews

- Interviewed key community stakeholders suggested by the HSC for their input on the economic and political climate and its impact on the development and delivery of human services
- Nine community stakeholders interviewed.

### Focus groups

- Conducted five focus groups with a diverse range of stakeholders, including youth, seniors and persons with disabilities, families, singles and homeless individuals, and Latino individuals
- Five focus groups conducted, representing over 50 focus group respondents.

### Community survey

- Developed and administered a stakeholder survey administered online and in writing via Project Homeless Connect, community forums, and project focus groups;
- 476 responses were collected.

Data analysis and priority-setting reflected a multi-step process. First, we gathered and synthesized survey, stakeholder, focus group, and contextual data. Issue areas were categorized into three tiers by applying a set of pre-determined prioritization criteria, with the highest priority issue areas identified as Tier I. PPI facilitated a working session with the HSC and Community Action Advisory Committee (CAAC) to review and refine proposed priorities. Finally, Priority Outcome Areas and Sub-outcome Areas were identified, defined, and assigned to Tiers I, II and III based on relevant issue area priorities.

## Human Service Needs

Like other jurisdictions, Lane County faces a challenging human service environment. Local funding for human services is limited, especially, but not exclusively, under poor economic conditions. Lane County residents remain vulnerable to unemployment, poverty, lack of housing, mental illness, and related social issues. Information about the current and recent human service context, including multiple indicators of well-being, is critical to human service provision planning. Exhibit B provides a selection of Lane County indicators, illustrating the type and scale of human service needs experienced by low-income Lane County residents. These, and other similar indicators, informed the priority-setting and planning process, along with community input.

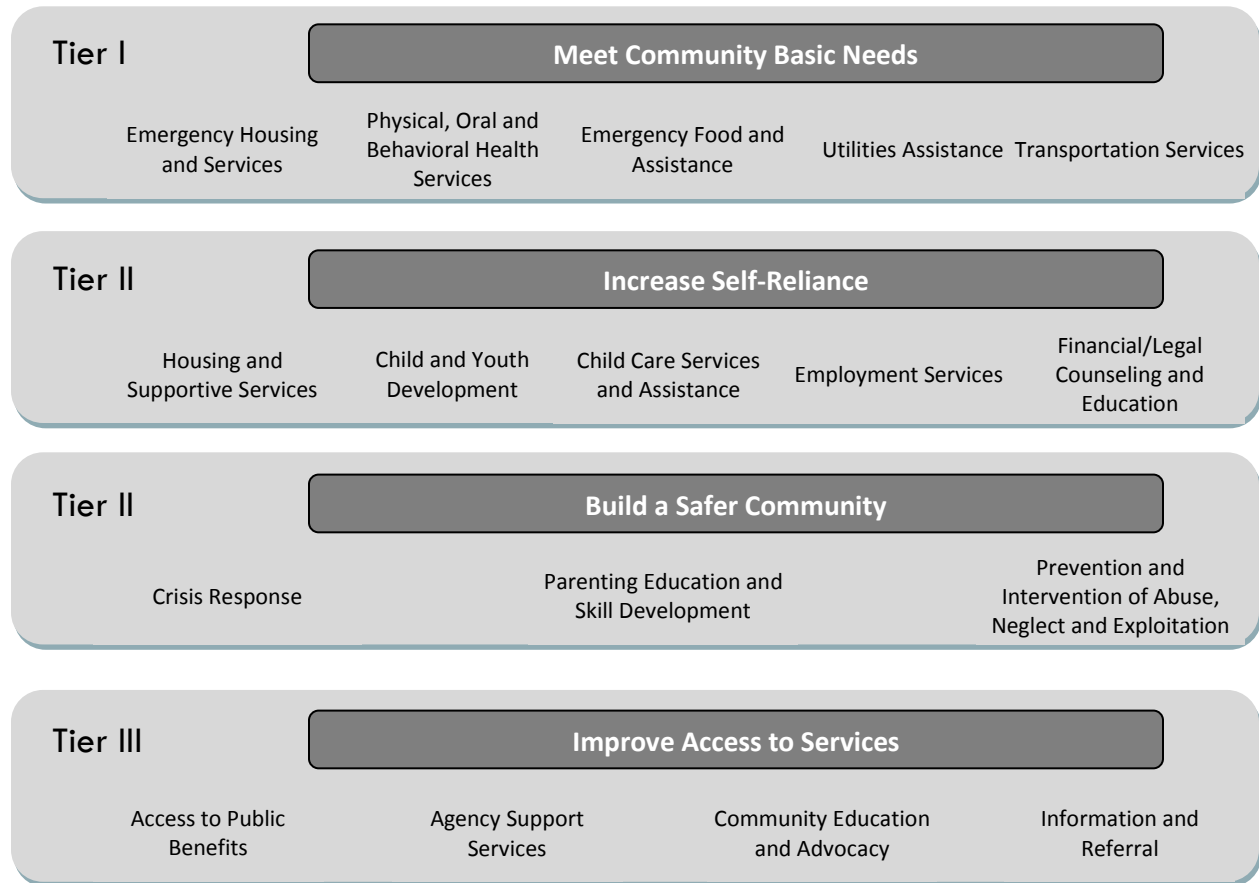
## Exhibit B: Selected Human Service Indicators in Lane County

Unemployment	<ul style="list-style-type: none"><li>• In 2009 Lane County unemployment rose 8 percent over 2008, reaching 14 percent in May 2009</li></ul>
Poverty	<ul style="list-style-type: none"><li>• The percent of all people living in poverty in Eugene increased from 17 percent in 2007 to 20 percent in 2008</li></ul>
Housing	<ul style="list-style-type: none"><li>• Fifty-two percent of Lane County renters were unable to afford fair market rent for a two bedroom apartment</li></ul>
Hunger	<ul style="list-style-type: none"><li>• One in five households in Lane County experience food insecurity</li></ul>
Health	<ul style="list-style-type: none"><li>• Twenty percent of Lane County residents had been uninsured for part or all of the previous two years.</li></ul>

### HSC Human Service Priorities

Informed by the human needs context of Lane County and community input, the human service planning process identified specific HSC Priority Outcome Areas and related Sub-outcome Areas. The planning process also yielded information about the relative priority of these outcomes and sub-outcomes areas, which was used to identify resource allocation opportunities aligned with community priorities. Meeting Basic Community Needs emerged as the highest Priority Outcome Area, followed by Increasing Self-Reliance and Building a Safer Community. Improving Access to Services was identified as the lowest Priority Outcome Area; however, stakeholders encouraged a focus on these services as resources allow.

## Exhibit C: HSC Priority Outcome Areas and Sub-outcome Areas



### Prioritizing Prevention Services

Like other human service agencies across the county, the HSC is increasingly interested in supporting prevention services across all Priority Outcome Areas. Research suggests that well-defined and well-implemented prevention programs can provide significantly more benefits than costs. Furthermore, stakeholder survey results suggest support for HSC funding of prevention programs. When asked how the HSC should allocate resource across prevention, crisis intervention, and treatment services, respondents indicated that nearly 40 percent of resources should be targeted to prevention services, and 30 percent each to crisis intervention and treatment services. Finally, HSC members and staff expressed strong support for ensuring the availability of prevention services, and the HSC endeavors to incrementally increase dollars allocated to prevention-related services as funding increases.

## Resource Allocation Scenarios

The human services planning process culminated in the development of Resource Allocation Scenarios, which provide a strategic framework for the allocation of new, flexible funds. This planning tool relies on two core principles:

- The scenarios enable the public, policymakers, and service providers to envision and assess service levels in incremental revenue environments, from reductions in current funding to full funding.
- The resource allocation targets set are responsive to the community- and HSC-defined service priorities and goals set by other planning bodies.

In these ways, the scenarios not only enable stakeholders to assess the impact of various funding levels, they align expenditures with community priorities.

The Resource Allocation Scenarios examine four potential funding environments:

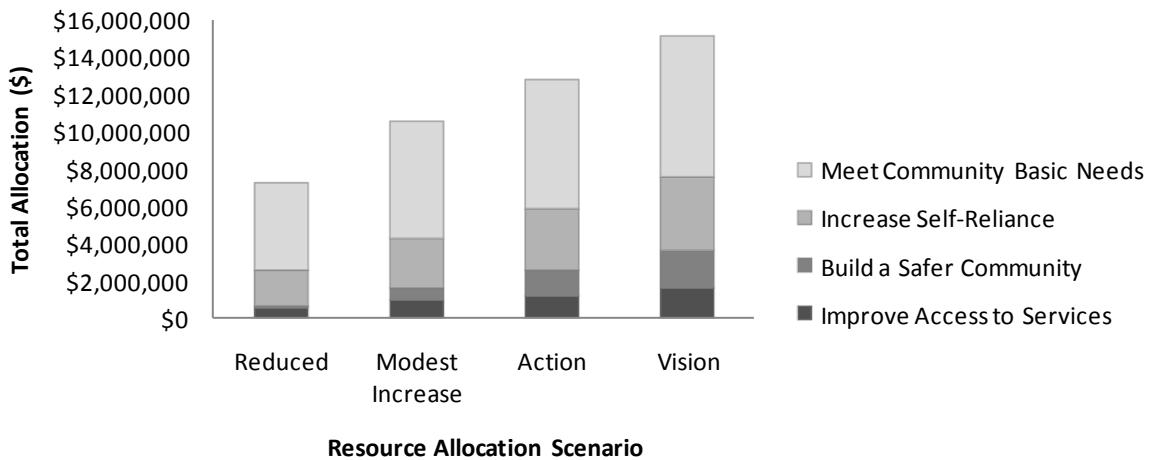
- **Reduced:** Assumes *no new flexible funds* and an estimated loss of \$1 million in existing flexible funds, yielding lower service levels.
- **Modest Increase:** Assumes modest influx of *new flexible funds*, yielding a slight increase to service levels.
- **Action:** Assumes influx of *new flexible funds* (but lower than optimal), yielding somewhat higher service levels.
- **Vision:** Assumes influx of *new flexible funds*, yielding substantially higher service levels.

For each revenue environment, the Resource Allocation Scenarios provide targets for allocation of new flexible funds among the HSC's four Priority Outcome Areas, based on the assigned tiers that resulted from the priority-setting process<sup>1</sup>. Exhibit D illustrates overall allocation of funds to each Priority Outcome Area.

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<sup>1</sup> The Reduced Resource Allocation Scenario provides targets for losses to services, rather than new funds, based on the results of the priority-setting process.

## Exhibit D: Allocation of Flexible Funds by Resource Allocation Scenario



### Detailed Resource Allocation Scenarios

The HSC Human Services Plan provides a detailed overview of funding allocation across each of the four resource scenarios. This executive summary highlights the key elements and assumptions, as well as the allocation rationale for each resource scenario.

#### *Reduced Resource Allocation Scenario*

The Reduced Resource Allocation Scenario assumes a \$1 million decrease from the 2009/2010 funding level due to the loss of existing flexible funds. The scenario assumes there will be no additional new flexible funds, and that other non-local revenues will remain relatively steady.

- In a reduced funding scenario, the HSC is compelled to focus resources on basic needs and crisis intervention.
- Depending on the flexibility of remaining funds, expenditures will be redirected to Tier 1 services such as Housing, Food, and Health Care when possible. However, lack of new funds will result in less flexibility.
- Reductions are based on a loose inverse of target allocations determined through the priority planning process; Tier 1 services receive smaller proportionate cuts relative to Tiers 2 and 3.

#### *Modest Increase Resource Allocation Scenario*

The Modest Increase Resource Allocation Scenario assumes the addition of \$2.4 million in flexible funds to replace potential losses and provide modest enhancement to service levels. Five percent of funds raised would be directed to administration, for a total of \$2,280,000 new flexible funds allocated.

- The majority of new flexible funds will be applied to services that meet community basic needs.
- Given the modest increase in funding, resources continue to be focused primarily on core services to meet basic needs.
- Build a Safer Community and Increase Self-reliance Priority Outcome Areas also see increases.

### *Action Resource Allocation Scenario*

The Action Resource Allocation Scenario assumes a \$4.8 million increase in flexible funds. Five percent of funds raised would be directed to administration, for a total of \$4,560,000 new flexible funds allocated. The majority of new funds will focus on Tier 1 priorities areas such as housing, mental health, and basic needs, with nearly \$2 million of new funds allocated to housing and homeless related services.

- With additional funds, the HSC is able to continue to serve people in crisis while expanding services that prevent crisis situations.
- These include child abuse and domestic violence prevention programs, young parent education and support services, and substance abuse education and treatment.
- In this scenario, demand for basic needs and increasing self-reliance can be met in a reasonable fashion, providing a safety net and means to self-sufficiency for low income Lane County residents.
- Anticipated levels of new flexible funds in this scenario support modest increases related to improving access to services.
- With \$2 million in locally raised funds available for homeless prevention and supportive services, this scenario makes progress towards the Blue Ribbon Committee's goal of additional resources in these areas.

### *Vision Resource Allocation Scenario*

The Vision Resource Allocation Scenario assumes \$7.3 million dollars raised in local, flexible funds. Five percent of funds raised would be directed to administration, for a total of \$6,935,000 new flexible funds allocated. This scenario allows more support for Tier 2 and Tier 3 services, including abuse prevention, health care, substance abuse treatment, and access assistance.

- With substantial additional funds, the HSC is able to continue to serve people in crisis while expanding services that prevent crisis situations.
- Likely program expansions include child abuse and domestic violence prevention programs, young parent education and support services, substance abuse education and treatment, and improved access to these services.
- In this scenario, demand for basic needs including emergency shelter, food, and health care can be met in a reasonable fashion, providing a safety net and means to self-sufficiency for low income Lane County residents.
- At the same time, the HSC is able to build a strong foundation for family and community functioning through comprehensive human service offerings.




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- This scenario achieves nearly \$3 million in locally raised funds for homeless prevention and housing, which makes considerable progress towards the Blue Ribbon Commission’s goals of increasing resources in these areas.

Exhibit E illustrates overall distribution of flexible funds to each Priority Outcome Area in each of the four Resource Allocation Scenarios, and demonstrates incremental changes from one Scenario to the next. Exhibit F illustrates key features of each resource allocation scenario.

Exhibit E: Allocations of Flexible Funding by Priority Outcome Area and Resource Scenario

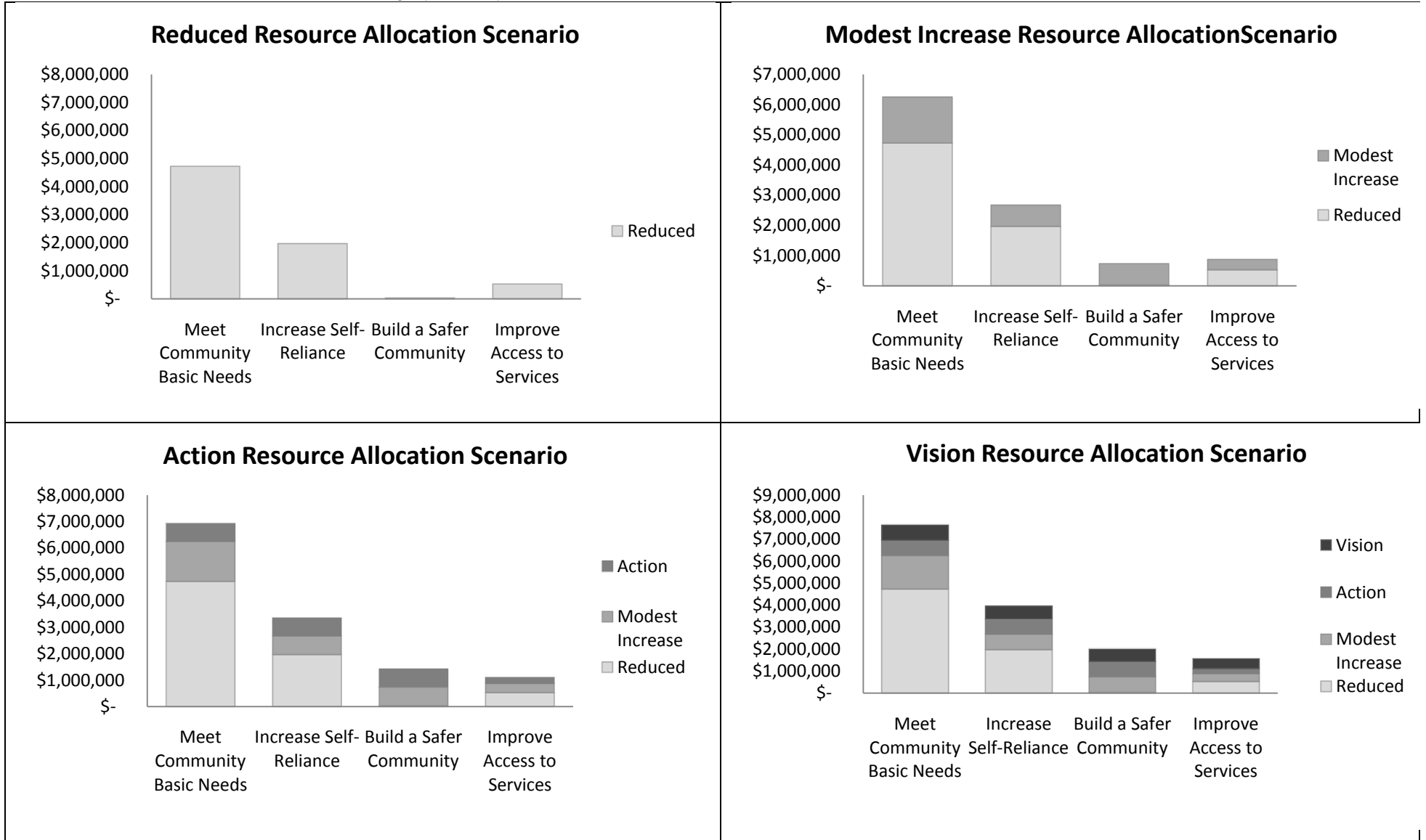


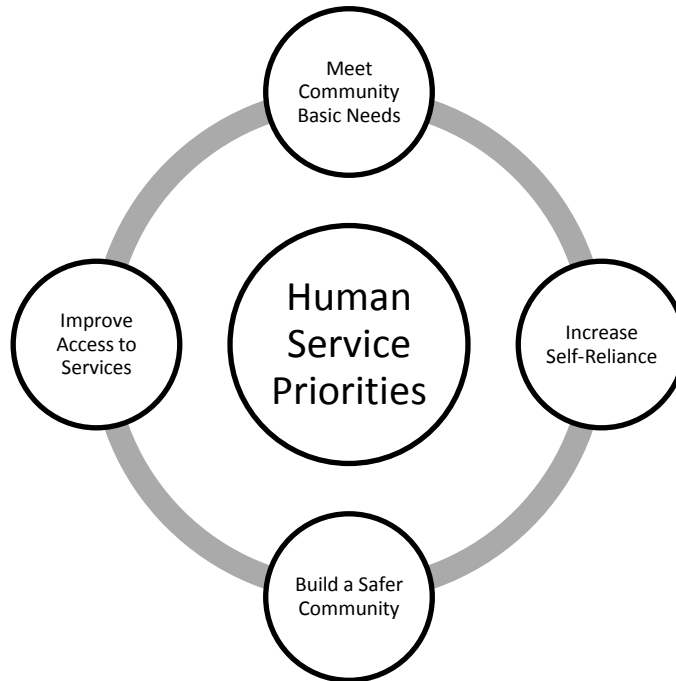
Exhibit F: Key Features of Resource Allocation Scenarios

	Reduced Scenario	Modest Increase Scenario	Action Scenario	Vision Scenario
	Low-income Lane County population has decreased access to a broad range of housing and human services.	Low-income Lane County population able to access human services at modest increase to current service levels.	Low-income Lane County population able to access increased and/or improved human services.	Low-income Lane County population able to access substantially increased and/or improved human services.
<b>Key Elements</b>	<ul style="list-style-type: none"> <li>■ <b>Loss to Flexible Funds:</b> -\$1,000,000</li> <li>■ <b>New Flexible Funds Raised:</b> \$0</li> <li>■ <b>New Flexible Funds Allocated:</b> \$0</li> <li>■ <b>Total Flexible Funds Allocated:</b> \$7,259,920</li> <li>■ <b>Assumed Source of New Funds:</b> N/A</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Loss to Flexible Funds:</b> \$0</li> <li>■ <b>New Flexible Funds Raised:</b> \$2.4 million increase</li> <li>■ <b>New Flexible Funds Allocated:</b> \$2,280,000</li> <li>■ <b>Total Flexible Funds Allocated:</b> \$10,539,920</li> <li>■ <b>Assumed Source of Funds:</b> Potential passage of a Local Option Levy of approximately 0.10 cents per \$1,000 of assessed value (\$20 per year for a \$200,000 home)</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Loss to Flexible Funds:</b> \$0</li> <li>■ <b>New Flexible Funds Raised:</b> \$4.8 million increase</li> <li>■ <b>New Flexible Funds Allocated:</b> \$4,560,000</li> <li>■ <b>Total Flexible Funds Allocated:</b> \$12,819,920</li> <li>■ <b>Assumed Source of Funds:</b> Potential passage of a Local Option Levy of approximately 0.20 cents per \$1,000 of assessed value (\$40 per year for a \$200,000 home)</li> </ul>	<ul style="list-style-type: none"> <li>■ <b>Loss to Flexible Funds:</b> \$0</li> <li>■ <b>New Flexible Funds Raised:</b> \$7.3 million increase</li> <li>■ <b>New Flexible Funds Allocated:</b> \$6,935,000</li> <li>■ <b>Total Flexible Funds Allocated:</b> \$15,194,920</li> <li>■ <b>Assumed Source of Funds:</b> Potential passage of a Local Option Levy of approximately 0.30 cents per \$1,000 of assessed value (\$60 per year for a \$200,000 home)</li> </ul>
<b>Anticipated Outcomes</b>	<ul style="list-style-type: none"> <li>■ Reductions in all service areas will result in longer waits for services, negative individual, family and community impacts (e.g. stress, violence, homelessness), and an increased frequency of low income residents turned away by over-subscribed service providers.</li> <li>■ Depending on the flexibility of remaining funds, expenditures will be redirected to Tier 1 services such as housing, food, and health care when possible. However, lack of new funds will result in less flexibility.</li> </ul>	<ul style="list-style-type: none"> <li>■ Given the modest increase in funding, resources continue to be focused primarily on core services to meet basic needs.</li> <li>■ Reflecting community and HSC priorities, basic needs such as housing, food, and health care will receive the bulk of new flexible funds.</li> <li>■ Build a safer community and increase self-reliance priority outcome areas also see increases.</li> </ul>	<ul style="list-style-type: none"> <li>■ Infusion of funds into housing and behavioral health may result in more access to shelter beds with supportive services.</li> <li>■ In this scenario, demand for basic needs and increasing self-reliance can be met in a reasonable fashion, providing a safety net and means to self-sufficiency for low income Lane County residents.</li> <li>■ Anticipated levels of new flexible funds in this scenario support modest increases to improving access to services.</li> <li>■ Nearly \$2 million of new funds are targeted towards housing and homelessness prevention.</li> </ul>	<ul style="list-style-type: none"> <li>■ In this scenario, demand for basic needs including emergency shelter, food, and health care can be met in a reasonable fashion, providing a safety net and means to self-sufficiency for low income Lane County residents.</li> <li>■ At the same time, the HSC is able to build a strong foundation for family and community functioning through comprehensive human service offerings.</li> <li>■ Nearly \$3 million of new funds are targeted towards housing and homelessness prevention.</li> <li>■ Increased investments in parent education, abuse prevention and services for at-risk youth.</li> <li>■ Reduced gap between the demand and supply of health-related services including physical health, oral health, and substance abuse treatment.</li> <li>■ Increased capacity and improved service navigation.</li> </ul>

## Conclusion

As shown in Exhibit G, a multi-layered community planning process revealed broad consensus for HSC support of four key priority human service outcome areas:

Exhibit G: Key Priority Outcome Areas



Effective human services can promote healthy, safe, and productive communities, yet funding for human services is limited and often subject to economic conditions and availability of external resources.

Addressing human service needs in Lane County will require bold community action; new flexible funds will be required to meet the community's vision for providing fully responsive human services. Community support for innovative funding mechanisms could provide sufficient human services funding to sustain all Lane County residents, address the needs of our most vulnerable individuals, and promote a safe and healthy community.