

W. S.A.

Memorandum Date: October 26, 2006
Order Date: November 8, 2006

TO: Board of County Commissioners
DEPARTMENT: Human Services Commission
PRESENTED BY: Pearl Wolfe, Human Services Commission Supervisor
Steve Manela, Human Services Commission Manager
AGENDA ITEM TITLE: ORDER _____ / IN THE MATTER OF APPROVING THE TEN-YEAR PLAN TO END CHRONIC HOMELESSNESS.

I. MOTION

Order _____ / In The Matter Of Approving Submission Of Lane County's Ten-Year Plan To End Chronic Homelessness.

II. AGENDA ITEM SUMMARY

The U.S. Department of Housing and Urban Development (HUD) requires recipients of grants to develop and implement a "Ten-Year Plan to End Chronic Homelessness" as indicated in the Continuum of Care application guidelines. The Human Services Commission submits an annual Continuum of Care grant proposal to HUD (see ORDER 06-4-19-2) and has since 1990. The 2006-2007 HUD application submitted by Lane County requested \$2,044,995 for Supportive Housing funds. During the previous funding cycle, Lane County was awarded \$2,037, 251.

III. BACKGROUND/IMPLICATIONS OF ACTION

A. Board Action and Other History

The Human Services Commission submits an annual Continuum of Care grant proposal to HUD (see ORDER 06-4-19-2) and has since 1990.

As a result of the Continuum of Care grant awards from HUD, the Human Services Commission receives over \$2 million annually to provide funds to 15 agencies to assist individuals and families who are homeless. Through the Lane

County funding allocations process, the following programs have received HUD funds:

- Birth to Three
- Catholic Community Services
- Centro LatinoAmericano
- Housing and Community Services Agency of Lane County
- Lane County Developmental Disabilities
- Looking Glass Youth and Family Services
- Mainstream Housing
- St. Vincent de Paul of Lane County
- ShelterCare
- White Bird
- Womenspace

The following is an excerpt from the Federal Register outlining the application submission requirements related to the Ten-year plan to End Chronic Homelessness:

Federal Register / Vol. 71, No. 45 / Wednesday, March 8, 2006 / Notices
Department of Housing and Urban Development, Continuum of Care Homeless Assistance, Supportive Housing:

(a) The existence of a performance based 10-year strategy for ending chronic homelessness that establishes specific action steps to achieve the five objectives listed in Chart N, the Continuum of Care 10-Year Plan, Objectives, and Action Steps Chart, with measurable achievements. It should be integrated with other ten-year plans in the community to eliminate chronic homelessness (if applicable), the local HUD Consolidated Plan, and other state and local plans related to homelessness.

HUD defines chronic homelessness (the emphasis of this plan) as:

An individual with a disabling condition who has been continuously homeless for a year or more, or has had at least four (4) episodes of homelessness in the past three (3) years. In order to be considered chronically homeless, a person must have been sleeping in a place not meant for human habitation (e.g., living on the streets) and/or in an emergency homeless shelter. A disabling condition is defined as a diagnosable substance use disorder, serious mental illness, developmental disability, or chronic physical illness or disability including the co-occurrence of two or more of these conditions. A disabling condition limits an individual's ability to work or perform one or more activities of daily living.

The Board is being asked to approve the following plan. The first five goals are required in reporting to HUD on plan progress.

Ten-Year Plan to End Chronic Homelessness

1. Create new permanent housing beds for chronically homeless persons.
2. Increase percentage of homeless persons staying in permanent housing over six months to 71%.
3. Increase percentage of homeless persons moving from transitional housing to permanent housing to 61%.
4. Increase percentage of homeless persons becoming employed by 11%.
5. Ensure that the Continuum of Care has a functional Homeless Management Information System (HMIS). Train new service providers to enter HMIS (providing good data to identify trends, gaps in services and progress on goals).
6. Coordinate regional efforts to end homelessness in Lane County by the year 2016.
7. Improve continuum of homeless services (work with providers to identify gaps and lift barriers).
8. Increase permanent affordable housing in Lane County.
9. Stop discharging vulnerable homeless populations into homelessness due to lack of safe options. (Discharge Planning is the process to prepare a person in an institution, such as jail, foster care, a mental health facility, or a hospital, care for return or re-entry into the community).
10. Increase services to homeless youth to prepare them for independent living.

Plans like this on have been developed and adopted by over 220 communities across the United States.

Components of the plan are further described in the attached hardcopy Powerpoint slides. A copy of the entire plan is available upon request from the office of the Human Services Commission.

B. Policy Issues

There is no administrative policy or objective that affects this item.

C. Board Goals

- Lane County Strategic Plan Goal: To ensure the safety and well being of the people who live, work and visit our communities. That includes personal safety, security of property, preservation of infrastructure, health safety, and assisting in providing for our citizens' basic needs (Lane County Strategic Plan, P.17).

Housing is fundamental in meeting the basic needs of community members. The Ten-year plan addresses the need for stable permanent housing for chronically homeless individuals and families (Goals #1, 2, 3, re: housing stabilization).

- Lane County Strategic Plan places special emphasis on programs that serve youth, incorporated into and consistent with the goal “to ensure the provision of basic social support in the areas of poverty reduction and independent living.”

Homelessness and poverty are inextricably linked. Poor people are frequently unable to pay for housing, food, childcare, health care, and education. Difficult choices must be made when limited resources cover only some of these necessities. Often it is housing which absorbs a high proportion of income that must be dropped. Being poor means having an illness, an accident, or being a paycheck away from living on the streets. Causes of poverty include low wages, limited employment opportunities, lack of affordable housing, domestic violence, mental illness and substance abuse. The 2005 U.S. Census reported that 16.1 percent of Lane County residents (52,769 people of 327,762) lived below the poverty threshold.

- The County Strategic Plan prioritizes resource planning and allocation and includes the following two areas in its list of six: basic needs and programs serving youth (Lane County Strategic Plan P. 26).

Lane County's Ten-year plan emphasizes goals that identify prevention practices which include prioritizing high-risk and vulnerable populations such as homeless youth, veterans, abuse victims, elderly, youth, and ex-offenders. Ten-year plan goals #9 and #10 address the most vulnerable of populations in our community (re: discharge planning protocols from jails, substance abuse and mental health treatment facilities, foster care, etc.). The ten-year plan addresses the need to increase employment opportunities for people who are chronically homeless (Goal #4).

D. Financial and/or Resource Considerations

No financial or resource consideration are being requested. This ten-year plan acts as blueprint for Lane County's Continuum of Care to work on building the infrastructure to end chronic homelessness. Working toward the implementation of these ten goals will create long term changes on our community as we work to re-build a system to end, rather than, manage homelessness.

E. Analysis

Lane County Human Services Commission (HSC) staff has been working on the development of this plan over the past two years, coordinating the development of the ten goals in consultation with nonprofit service providers, elected officials, staff from the Cities of Eugene and Springfield, and the faith community,

businesses, civic organizations and education advocates. Numerous community stakeholders have reviewed The Plan including homeless adult singles, homeless youth and homeless families who have provided input. This input from stakeholders is particularly critical to ensure support for and consensus on the ten-year plan.

During the summer and fall 2006, the proposed ten-year plan was presented to the following groups for comment:

- Continuum of Care Providers (anti-poverty programs)
- Homeless Service Providers
- United Way Special Session Essentials for Life Team, Community Solutions Committee, Board members
- Human Services Commission Monthly Meeting: Special Leadership Summit on Homelessness which included City Eugene and Springfield elected officials, Lane County Commissioners, Springfield CDBG Committee, Housing Policy Board, and School District's Homeless School liaisons
- Twin Rivers Interfaith Ministry
- Homeless Youth Participants (Looking Glass)
- Metro Rotary (Eugene)
- Homeless Singles Program Participants (St. Vincent de Paul)
- United Way Agency Directors/Human Services Network
- Rotary Springfield
- Cottage Grove City Manager, City Counselors and concerned citizens, Cottage Grove School District

The National Alliance to End Homelessness suggests that localities develop plans that work to:

Close the Front Door: Homelessness can be prevented by making mainstream poverty programs more accountable for the outcomes of their most vulnerable clients and wards.

Open the Back Door: Where homeless people are already accommodating the shortage of affordable housing, this should be facilitated and accelerated. Where there is no housing, particularly for those who are chronically homeless, an adequate supply of appropriate housing should be developed and subsidized.

Build the Infrastructure: Ending chronic homelessness can be a first step in addressing the systemic problems that lead to crisis poverty: shortage of affordable housing incomes that do not pay for basic needs· lack of appropriate services for those who need them.

Through this planning document, we begin to build the infrastructure to end chronic homelessness in Lane County.

F. Alternatives/Options

1. To approve the submission of the Lane County's ten-year plan to End Chronic Homelessness for future HUD grant applications.
2. Not to approve number one above. If the Board of Commissioners does not approve the submission of the Lane County's ten-year plan to End Chronic Homelessness, eligibility for future funding from HUD could be jeopardized.

IV. TIMING/IMPLEMENTATION

Upon Board action, the Department of Health & Human Services, Human Services Commission will work with the local Continuum of Care stakeholders to move this plan forward.

V. RECOMMENDATION

To approve number one above and approve the submission of the Lane County Lane County's ten-year plan to End Chronic Homelessness for future HUD grant applications and to begin work in the community with concerned stakeholders to implement this plan.

VI. FOLLOW UP

Annual reports through the HUD grant application describe detailed and measurable progress on the ten-year plan to End Chronic Homelessness. This summary will be presented annually prior to HUD grant submission to the Human Services Commission board, where the Lane County Board of Commissioners is represented through two commissioner slots.

VII. ATTACHMENTS

Board Order
Power Point Handout of ten-year plan to End Chronic Homelessness

THE BOARD OF COUNTY COMMISSIONERS, LANE COUNTY, OREGON

ORDER:) ORDER _____ / IN THE MATTER OF
) APPROVING THE TEN-YEAR PLAN TO END CHRONIC
) HOMELESSNESS.

WHEREAS, Lane County Department of Health & Human Services, Human Services Commission, administers homeless programs in Lane County through it's Continuum of Care grant; and

WHEREAS, the U.S. Department of Housing and Urban Development (HUD) requires the existence of a performance based, ten-year strategy for ending chronic homelessness that establishes specific action steps.

WHEREAS, Lane County Department of Health & Human Services, Human Services Commission, through the approval of the Ten-Year Plan will work to achieve the objectives listed in Chart N, the Continuum of Care Ten-Year Plan, Objectives, and Action Steps Chart, with measurable achievements.

NOW THEREFORE IT IS HEREBY ORDERED THAT the Board of County Commissioners approves submission of the Human Services Commission Ten-Year Plan to End Chronic Homelessness to the U.S. Department of Housing and Urban Development.

APPROVED this _____ day of November, 2006

Bill Dwyer, Chair
BOARD OF LANE COUNTY COMMISSIONERS

APPROVED AS TO FORM
Date 11/1/06 lane county
Heidlan
OFFICE OF LEGAL COUNSEL

TEN-YEAR PLAN TO END CHRONIC HOMELESSNESS IN LANE COUNTY

Presented by the
Human Services Commission
*providing health, housing and human services
under the sponsorship of Lane County & the Cities
of Eugene and Springfield*

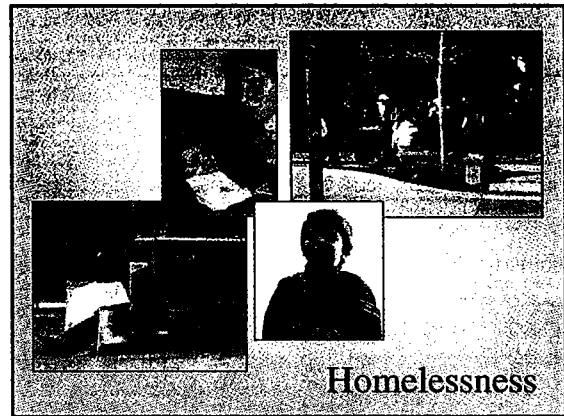
**“We have to treat
homelessness like slavery;
we have to abolish it.”**

Phillip Mangano
Executive Director United States Interagency Council on Homelessness

What We Want to Accomplish Today

- Define homelessness and paint a picture of homelessness in our community.
- Raise awareness about homelessness in Lane County.
- Review strategies and the proposed Ten-Year Plan to End Chronic Homelessness.
- Get community input and support!

Human Services Commission





Who is homeless?

Individuals, including children and youth, who lack a fixed, regular, and adequate nighttime residence.

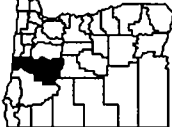
- Sleep by rivers and in illegal, make-shift camp sites.
- Live and sleep out of their cars.
- Stay up all night in 24-hour restaurants.
- Seek temporary refuge in abandoned buildings and newspaper boxes.

- Sometimes pool their resources for motel rental.
- Camp in a relative or neighbor's yard.
- Live in emergency or transitional housing.

Who is homeless?

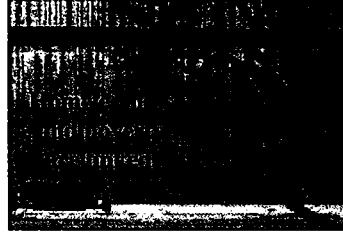



➤ 94% of our community's homeless population are from Lane County.



(Of 6,189 homeless program participants who sought services in FY 2001-06, OPUSHMIS data).

Poverty



People experiencing poverty are frequently unable to pay for housing, food, health care, transportation and childcare.

How poor is poor, when it comes to housing?

Department of Housing and Urban Development
50% of Median Family Income, Lane County
(2006 – Eligible for subsidized housing)

Household Size	Income
1	\$ 18,100
2	\$ 21,700
3	\$ 24,450
4	\$ 27,150

20% of Lane County households fall below these incomes.

Households Can't Afford Housing

- \$390 Affordable rent, including utilities, for one person household at full-time minimum wage salary (\$15,600/year income)
- \$501 Average older one-bedroom rent
- 0-2% Eugene-Springfield vacancy rate

Households Can't Afford Housing

- 1990 10,000 households eligible for subsidized housing, 3,500 received assistance
- 2000 20,000 households eligible for subsidized housing, 4,500 received assistance

Households Can't Find Housing

- People can't afford move-in costs (first month, last month, deposit)
- People have tarnished credit history
- People have record of eviction
- People can't afford rent and utilities and still be able to pay for other needs, including food

Defining Homelessness

Two Categories:

- Situational
- Chronic

Situational Homelessness

- Most common—about **90%** of the population
- On the streets because of an acute life crisis:
 - Divorce
 - Domestic violence
 - Eviction
 - Job loss
 - Medical crisis
- **Individuals** or **families** with no place to go, but not among the chronic or long-term homeless.

Chronic Homelessness

- About **10%** of the homeless population.
- Most costly per capita.
- A more visible form of homelessness.
 - Live in make-shift shelters, tents, abandoned cars, deserted buildings, and illegal campsites on the streets and in the neighborhoods.

Who is Chronically Homeless ?

- An unaccompanied homeless individual with a disabling condition.

and

- Has been continuously homeless for a year or more

or

- Has had at least four episodes of homelessness in the past three years.

What is a disabling condition?

Limits the individual's ability to work or perform one or more activities of daily living.

- Substance abuse disorder
- Serious mental illness
- Developmental disability
- Chronic physical illness

Or co-occurrence of two or more of these conditions

How many people are homeless in Lane County?

6,189 Individuals in 4,690 Households sought services in Fiscal Year 2005-06 (Homeless and receiving services at some point during the year) (OPUS 2005-06)

Unduplicated count. Data collected from program enrollment day. Data collected from 14 Agencies providing 45 programs.

How many people are homeless in Lane County?

Households

- 4,690 (families and singles) provided emergency shelter or housing

Children

- 1,222 (children) provided emergency shelter or housing


"Household" can be a single person, a couple, roommates, or a family of 5.

Who are they?

One Night Shelter Count - January 31, 2006

1,246 homeless people

- 642 emergency shelter
- 482 transitional shelter
- 122 turnaways




614 OF THE 1,246 INDIVIDUALS REPORTED BEING CHRONICALLY HOMELESSNESS (INCLUDED 48 HOMELESS YOUTH)

Who are they?

One Night Shelter Count - January 31, 2006

People in Families with Children

- 567 provided with emergency shelter or motel assistance.
- 51 of 122 turned away from shelters *due to lack of space* were children.




Who are they?

One Night Shelter Count - January 31, 2006

Single Adults

- 557 provided with emergency shelter or motel assistance.



Who are they?

Single Chronically Homeless Adults

- 16% of homeless individuals are chronically homeless.

Veterans

- 12% (4,560 of the 38,000) Veterans in Lane County are homeless. (VA estimates)

**Why does this matter to you ?
We all pay for the consequences!**

- \$362 Cost of an average Emergency Room Visit
- \$858 Daily cost at Johnson Unit
 - 8 days is average
- \$189 Daily cost at Buckley Detox
 - 3-4 days for alcohol, 4-5 days for heroin
- \$359 Daily cost at Lane County Jail
 - \$126 for "housing" plus \$233 for arrest & booking


**Why does this matter to you ?
We all pay for the consequences!**

OR

- \$833 MONTHLY COST of Permanent Supportive Housing
- 67¢ Per person, per day local subsidy for low-income housing over the life of the project

Why Does this Matter to you?


If we address chronic homelessness:



- We will reduce unsanitary transient camps
- No human waste in public places
- Jails can house more serious violent criminals

Why does this matter to you?


- People who can work will support themselves and contribute to the community
- Our most vulnerable community members will be off the streets and in safe and secure housing
- We will all be paying more now because 10% of the homeless population are overtaxing our services



Ten Year Homelessness Plan

This problem can be solved, but not quickly or inexpensively.

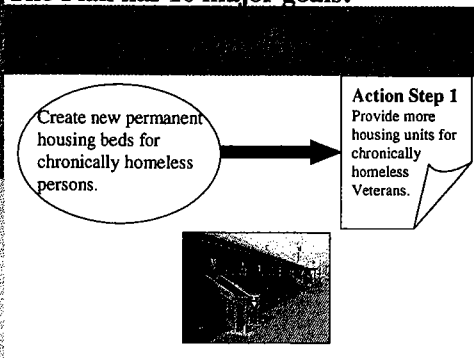
Having a plan in place and working towards implementation could eliminate homelessness.



The Plan has 10 major goals:

Create new permanent housing beds for chronically homeless persons.


Action Step 1
Provide more housing units for chronically homeless Veterans.



Objective: Increase success rate of homeless persons staying in permanent housing six months or more.

Action Step 2
Work with permanent housing providers for more wraparound services.


Permanent Housing is community-based housing for homeless persons that provides long-term housing.



Objective: Increase success rate of homeless persons moving from transitional to permanent housing.

Action Step 3
Work with all agencies to increase permanent housing inventory.


Transitional housing: homeless individuals live in for up to 24 months and receive support services to help them live more independently.



Objective: Increase success rate of homeless persons becoming employed and staying employed.


Action Step 4
Increase employment opportunities with other Lane County agencies.

Oregon's unemployment was 5.6% in August 2006. The loss of a job by either parent can push a family from "getting by" to poverty status.



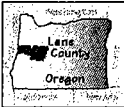
Objective: Ensure that the Continuum of Care has a data collection system.

Action Step 5
Train new service providers to enter HMIS (Homeless Management Information System data).




Objective: Coordinate regional efforts to end homelessness in Lane County by the year 2015.

Action Step 6
Implement Ten-Year Plan in Lane County by educating all partners.




Objective: Improve continuum of homeless services.

Action Step 7
Increase grants from existing and new funding sources. Work with providers to identify gaps and lift barriers.




Increase permanent affordable housing in Lane County.



Action Step 8
Identify local funding and methods to add low-income housing outside metro area.

More than 19 % of Oregon renters paid 50 % or more of their income on housing (Oregon Housing and Community Services)


Stop discharging vulnerable populations into homelessness due to a lack of safe options (including permanent housing).



Action Step 9
Implement coordination with discharge planning among institutions.

Discharge Planning is the process to prepare a person in an institution (i.e. jail, mental health facility, foster care, or hospital) care for return or re-entry into the community.

Increase services to homeless youth to prepare them for independent living.



Action Step 10
Increase number of Housing First units and youth outreach activity.


Best Practice to Reduce Homelessness

HOUSING FIRST MODEL




Housing First is:


- An alternative to the current system of shelter/transitional housing.
- Permanent housing to help individuals and families regain their self-confidence.
- The provision of a secure environment so that vulnerable persons can be more responsive to social support.
- A way to reduce the time that people remain homeless.



Examples of the Housing First Model in Lane County

- Safe Homes for Youth
- The Inside Program (TIP)
- VET LIFT
- Latino Housing Project






Safe Homes for Youth

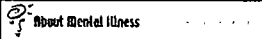

Looking Glass Youth & Family Services Inc.

- Addresses the permanent housing and supportive services needs of homeless youth, ages 16-21, that have been living in unsafe conditions.
- This year, moved 10 homeless youth off the streets into a safe place they can call home.

The Inside Program



- Provides a transitional housing program for indigent, single, homeless adults with a diagnosable mental illness.
- Provides furnished apartments and daily needs for up to 6 months.
- Will serve at least 14 adults this year.



VET LIFT

St. Vincent dePaul

- Addresses the housing needs of chronically homeless veterans with mental illness and/or substance abuse problems.
- Provides 12 additional units of permanent housing.

Latino Housing Project



- Provides 14 slots of permanent housing to homeless Latino individuals and families.
- Includes case management to enhance the ability to remain in stable, affordable housing.
- Will serve 33 people this year.

Next Steps:

- Get Community Input and Support
- Adopt Plan – November 8th
- Implement Plan

**Project Homeless Connect
Support Funding Initiatives
Volunteer**

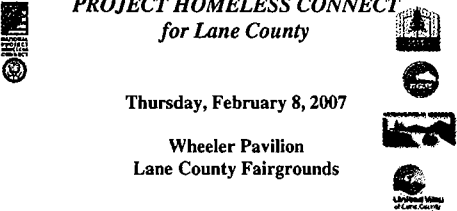



PROJECT HOMELESS CONNECT for Lane County

Thursday, February 8, 2007

Wheeler Pavilion
Lane County Fairgrounds

*Ordinary people finding extraordinary solutions
to end homelessness*



VOLUNTEER!



- *Project Homeless Connect* is a nationwide movement to increase access to services for homeless people and to engage local communities in finding a solution for homelessness.
- By convening a one-day, "one-stop shop" event, Project Homeless Connect offers assistance with housing, health care, legal issues, benefits enrollment, treatment and other basic needs to people who are homeless.

GET INVOLVED!

To be part of Project Homeless Connect and help end homelessness in our community:

- **Businesses and Individuals:** *Become an event sponsor or make a financial contribution*

To learn more contact: Robin Johnson (541)343-4778
phcforlanecounty@gmail.com

- **Agencies:** *Provide services at the event- to learn more contact:*

pearl.wolfe@co.lane.or.us OR
richie.d.weinman@ci.eugene.or.us

A Successful Project Connect

- Brings a broad array of helping agencies and services for one day to one central location.
- Demonstrates broad community support to those experiencing homelessness.
- Provides human connections to people who feel and are who typically alienated.
- Connects people who are homeless to needed services in a "one-stop" model.
- Connects community volunteers to people who are homeless for this day of service, and for the future.
- Helps service providers connect with each other to serve people who are homeless in a new and different way.

*"If you dream alone, it's just a dream.
If you dream together, it's reality."
Brazilian Proverb*



If we dream together as a community, we can end homelessness.