



DEPARTMENT OF COMMUNITY DEVELOPMENT SERVICES

Grants Management Division

m e m o r a n d u m

TO: Bruce K. Walden, Chief Administrative Officer

FROM: Elizabeth H. Tyler, AICP, City Planner/Director

DATE: October 16, 2003

**SUBJECT: A RESOLUTION ENDORSING THE URBANA-CHAMPAIGN
CONTINUUM OF CARE TEN-YEAR PLAN TO END CHRONIC
HOMELESSNESS**

Description

Attached to this memorandum is a copy of the *Urbana-Champaign Continuum of Care Ten-Year Plan to End Chronic Homelessness* developed by a committee of continuum members, area business persons, formerly homeless persons, service providers to the homeless, educators, and other interested parties (see list at back of plan). It is the objective of the continuum to implement the goals set forth under this plan to reduce the numbers of chronically homeless persons in the community. As a reminder, a chronically homeless person is defined as an unaccompanied individual with a diagnosed disability who has been continually homeless for more than a year or has had four or more individual episodes of homelessness in the last three years. While the attached plan focuses on chronically homeless individuals, it also addresses issues related to all areas of homelessness including families and individuals who are temporarily or episodically homeless, as well as methods of preventing homelessness.

Issues

1. The City of Urbana is grantee for much of the homeless assistance funding benefiting continuum members, and as such could encourage the endorsements by other policy-making bodies.
2. Phillip Mangano, President Bush's appointment as Executive Director of the Interagency Council on the Homeless, will be in Springfield IL to accept that city's ten-year plan on November 18, and would like to receive this continuum's plan in person. Such publicity would serve to bring the issue of homelessness to the notice of the community, and could raise awareness of the efforts being made by local providers to meet such demands. Senator Rick Winkle and Representative Naomi Jakobsson have already agreed to be present. U. S. Representative Tim Johnson has been invited also.

Background

In 2001, in response to a mandate from Congress, the Department of Housing and Urban Development (HUD) issued direction for continuums of care nationwide to develop a local plan to end chronic homelessness. The *Urbana-Champaign Continuum of Care Ten-Year Plan to End Chronic Homelessness* is based on principles similar to the National Alliance to End Homelessness *Ten-Year Plan to End Homelessness* that has received widespread support from cities throughout the United

States. The Urbana-Champaign Continuum plan includes prevention of circumstances that lead to homelessness, efficient service provision to move homeless individuals and families into stable housing options, coordination of efforts for strengthening supports to keep people housed, and evaluation of services to produce effective outcomes. The Urbana-Champaign Continuum of Care (UCCoC) has made a commitment to address the issues of homelessness in such a way as to make a significant impact on the number of homeless persons and families in Champaign County. This strategic plan outlines initiatives to provide, coordinate and allocate resources to streamline services and to fill in service gaps in ways that provide effective results in maintaining safe and decent shelter for all residents of the county.

Representatives from many agencies and organizations convened in a series of facilitated meetings during 2003 to discuss various initiatives; Councilperson Danielle Chynoweth participated as representative for the City of Urbana and Karen Rasmussen, city staff, chaired the meetings. As a result, the UCCoC drafted a set of strategic initiatives to develop a community response to end chronic homelessness. These initiatives are categorized into those that address prevention, coordination, maintenance and evaluation.

Options

Attached is a resolution endorsing the *Urbana-Champaign Continuum of Care Ten-Year Plan to End Chronic Homelessness*. City council has the option of approving this resolution or not.

Fiscal Impacts

The ten-year plan will guide the Urbana-Champaign Continuum of Care as it evaluates the gaps in services and in planning for necessary programming to better serve homeless persons in the region. These considerations are pertinent to continuum members as they determine whether or not to apply for federal monies as funding notices are published, as well as how to assess which programs should be renewed. While it has not yet been required of applicants for U. S. Department of Housing and Urban Development homeless assistance funding, most recent NOFAs questioned the progress made by continuums in developing plans to end chronic homelessness.

The City of Urbana is grant recipient for three federally assisted supportive housing programs: one of the programs provides transitional housing for homeless families and the other two offer rental assistance to persons with targeted disabilities. However, decisions to apply for continued funding for these programs are made at the continuum level as the programs are measured against community needs and service gaps. All three programs have been instrumental in assisting homeless persons achieve self-sufficient lifestyles and it is anticipated renewal applications will continue as long as HUD continues funding opportunities.

Recommendations

Staff would encourage Council members to consider adopting the attached resolution.

Memorandum Prepared By: _____

RESOLUTION NO. 2003-10-023R

A RESOLUTION ENDORSING
THE URBANA-CHAMPAIGN CONTINUUM OF CARE
TEN-YEAR PLAN TO END CHRONIC HOMELESSNESS

WHEREAS, the Bush Administration has called for a 10-Year Initiative to End Chronic Homelessness; and

WHEREAS, chronically homeless individuals and families, those with the most persistent forms of homelessness, are afflicted not only by poverty but also by chronic conditions such as mental illness and substance abuse; and

WHEREAS, many of these individuals and families cycle repeatedly through our local shelters, hospital emergency rooms, psychiatric wards, detoxification programs, and even our criminal justice system; and

WHEREAS, there exists new research findings, housing programs, and discharge planning models demonstrating that ending chronic homelessness is within the nation's grasp; and

WHEREAS, the abolition of chronic homelessness requires collaboration and coordination of resources at all levels of government, together with community institutions, businesses, and faith-based organizations, to best determine how to implement prevention and intervention strategies; and

WHEREAS, the federal government is coordinating policies and resources to assist the efforts to end chronic homelessness through the Interagency Council of Homelessness.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, as follows:

1. The City of Urbana through its Community Development Services Department will, in partnership with the Urbana-Champaign Continuum of Care and the Federal government, work to meet the

challenge of the Bush Administration's goal of having 100 ten-year city plans to end chronic homelessness in place by January 2004; and

2. The City of Urbana, through its Community Development Services Department, will work with the Urbana-Champaign Continuum of Care and the Interagency Council on Homelessness to ensure its policies and resources support the elimination of chronic homelessness.

NOW, THEREFORE, BE IT FURTHER RESOLVED BY THE CITY COUNCIL OF THE CITY OF URBANA, ILLINOIS, that the City of Urbana supports the 10-year planning process by endorsing the Urbana-Champaign Continuum of Care Ten-Year Plan to End Chronic Homelessness.

PASSED by the City Council this _____ day of _____,
_____.

AYES:

NAYS:

ABSTAINS:

Phyllis D. Clark, City Clerk

APPROVED by the Mayor this _____ day of _____,
_____.

Tod Satterthwaite, Mayor

Urbana-Champaign Continuum of Care Ten-year Plan to End Chronic Homelessness

Vision

Within ten years (2014), all individuals and families facing homelessness in Champaign County will have access to a coordinated array of housing options and supports that will enable them to sustain safe and decent shelter.

Executive Summary

Through a process of strategic planning and goal-setting, the Urbana-Champaign Continuum of Care (UCCoC) and endorsing organizations have committed to address issues that have a significant impact on homelessness of persons in Champaign County. This plan outlines focused efforts that will be spearheaded during the next ten years by members of the UCCoC to address the prevention of homelessness and improve services to chronically homeless persons that will result in outcomes of stable housing. A process for continuous evaluation will guide program and system development.

Ten-year Plan to End Chronic Homelessness

Introduction

In 2001, in response to a mandate from Congress, the Department of Housing and Urban Development (HUD) issued direction for continuums of care nationwide to develop a local plan to end chronic homelessness. The *Urbana-Champaign Continuum of Care Ten-Year Plan to End Chronic Homelessness* is based on principles similar to the National Alliance to End Homelessness *Ten-Year Plan to End Homelessness* that has received widespread support from cities throughout the United States. The Urbana-Champaign Continuum plan includes prevention of circumstances that lead to homelessness, efficient service provision to move homeless individuals and families into stable housing options, coordination of efforts for strengthening supports to keep people housed and evaluation of services to produce effective outcomes.

The Urbana-Champaign Continuum of Care (UCCoC) has made a commitment to address the issues of homelessness in such a way as to make a significant impact on the number of homeless persons and families in Champaign County. This strategic plan outlines initiatives to provide, coordinate and allocate resources to streamline services and to fill in service gaps in ways that provide effective results in maintaining safe and decent shelter for all residents of the county. In a series of facilitated meetings during 2003, UCCoC drafted a set of strategic initiatives to develop a community response to end chronic homelessness. These initiatives are categorized into those that address prevention, coordination, maintenance and evaluation.

Chronic Homelessness Defined

Homelessness is a complex issue, and its resolution invites a proactive approach from a variety of community interests: housing, public health, mental health, economic development, social services, domestic violence, education, public safety, and others. In order to address the various aspects of homelessness, it is necessary to define terms for common understanding.

In the most recent survey of homeless persons in Champaign County (November 2003), 39% of the respondents had been homeless for less than one year. Transitional homelessness occurs when a housing crisis (*i.e.*, loss of job, domestic violence) temporarily renders an individual or family homeless. When homeless services are provided, these persons usually are able to locate and obtain another stable housing situation. In Champaign County, 14% of homeless persons would fall into this category based on the most recent survey.

Episodic homelessness refers to circumstances in which persons have recurrent problems with housing. Often these persons have substance addictions, seasonal/minimum wage income or sporadic domestic situations that affect stable housing. In Champaign County, approximately 20% of homeless persons would be episodic users of homeless services.

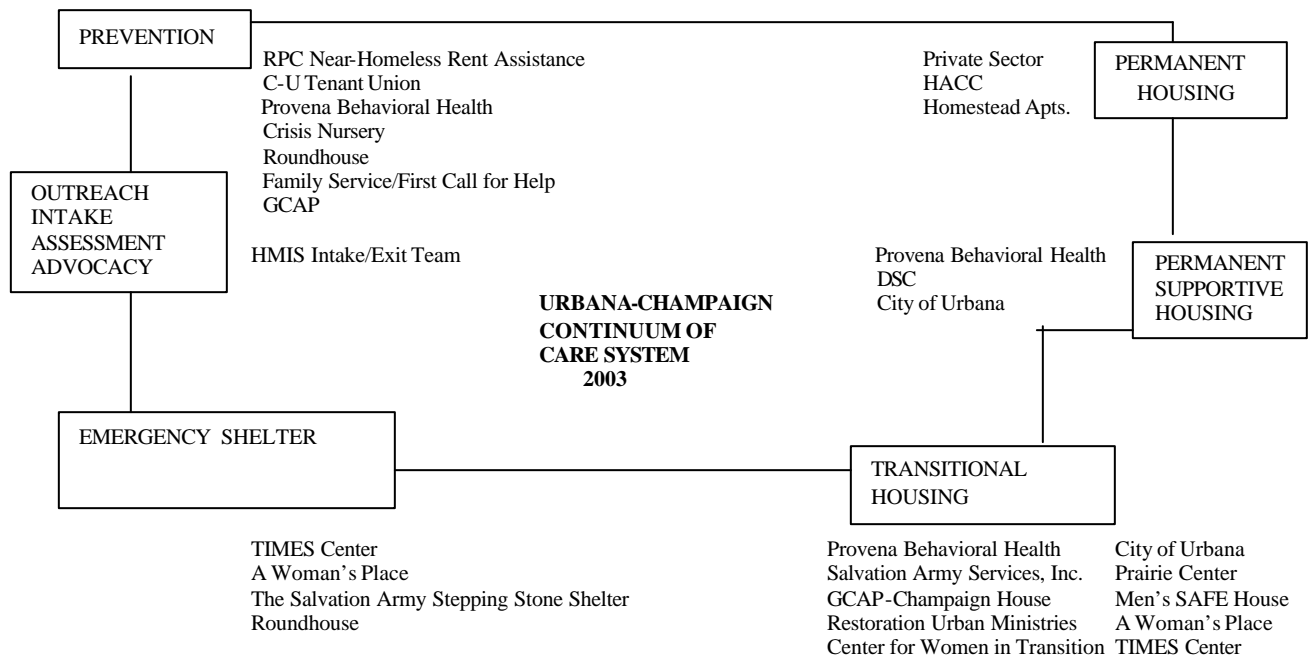
Approximately 61% of the homeless respondents recently surveyed had been homeless for more than one year or for four or more times during the past three years. However, chronic homelessness is defined by HUD as a situation in which a single person has been without a

permanent residence for a period of more than one year or for more than 4 times in the last 3 years and suffers from a substance abuse or mental health issue that is contributing to his/her homelessness. Approximately 23% of persons accessing homeless services in Champaign County would be classified as chronically homeless. (Note: One reason families are not considered for this designation is that if homeless for an extended period of time, children may be considered at risk of neglect and taken under the care of DCFS until stable housing can be obtained.)

UCCoC has surveyed homeless persons in Champaign County several times during the past decade in an effort to accurately count the number of homeless individuals and families, to better understand the causes of homelessness and to plan services that will effectively address the needs of this population. In summary, the 2003 survey reported that Champaign County has approximately 315 homeless persons, of which 204 are adults, 109 are children, two are minors not with adults, and 16 are veterans. Of the 191 surveyed households, five are still in permanent housing pending eviction; 70 have been homeless for less than one year (27 temporarily/38 episodically/5 did not answer); 116 have been homeless for more than a year or more than four times in the past three years. Of those 116 households, 2 are minors, 89 are single persons and 25 are families.

The Urbana-Champaign Continuum of Care (UCCoC)

Agencies providing services to the homeless population in Champaign County have joined forces with other interested community agencies through UCCoC to seek Federal resources and coordinate activities to address issues of chronic homelessness. UCCoC meets regularly to assess community needs, exchange planning information, apply for grants, and evaluate service effectiveness. UCCoC invites participation from other community interests affected by homelessness to encourage the widest possible input to and impact of its activities.



Prevention Initiatives to End Chronic Homelessness

Prevention of the causes of initial, prolonged or repetitive homelessness will make a significant impact on ending chronic homelessness. Prevention often can be achieved through social service intervention or some form of immediate financial help to serve as a safety net for individual or family resources. Preventive and crisis intervention services can assist individuals and families address crisis housing issues in ways that will prevent homelessness. Local agencies provide a wide range of services that are available to persons at risk of homelessness, including:

- Emergency rent assistance
- Financial literacy/debt management
- Employment assistance
- Legal assistance
- Home repair/rehabilitation
- Utility assistance
- Homeowner education
- Substance abuse/mental health treatment
- Domestic violence education/assistance
- Information & referral services

While these services do provide assistance, improvements can be made to access them. The strategic planning goals to prevent homelessness in Champaign County are:

- Through training and networking, all agency staff will be aware of and refer to available services in the community by 2006 (CCoC- facilitator).
- Through publicity and education, all county residents will be aware of and have access to available services in the community by 2006.
 - Expand information about eligibility criteria in agency directories (i.e., www.helpsource.org) (Family Service - facilitator).
 - Establish agency best practice policies/procedures to document disability status to facilitate eligibility for services (Shelter Plus Care Coordinating Committee - facilitator).

Coordination Initiatives to End Chronic Homelessness

Coordination of services provided to homeless persons facilitates efficient response, eliminates duplication of activities, highlights gaps in services, and identifies effective outcomes. Although the existing system of coordination among agencies is congenial, service gaps have been problematic and a more seamless approach from a person-served perspective is needed.

The strategic planning goals to coordinate services for temporarily homeless persons in Champaign County are:

- Develop a centralized intake and assessment program to assist homeless persons in accessing available shelter space and other services in a coordinated manner by 2005 (CCRPC – facilitator).
 - System w/ability to track past services received
 - System w/ability to obtain application information/releases for all participant agencies
- Inventory & maintain existing system of emergency and transitional shelter options (in place, updated annually by UCCoC).
- Develop a SafeHaven option for emergency shelter with 24-hour availability by 2014 (Provena Behavioral Health - facilitator).
- Use a multi-disciplinary team model of outreach to homeless persons by 2005 (Prairie Center – facilitator).
- Develop a UCCoC agreement with DOC regarding return/release of inmates to the county by 2007 (City of Urbana and TIMES Center Advisory Committee - facilitators).
- Offer transportation to areas outside of the county when an individual’s natural network of resources indicates a reason to do so by 2005 (*Salvation Army - facilitator*).
- Develop a UCCoC purchase of care agreement regarding homeless services provided by Champaign County to residents of other counties (or the reverse) by 2007 (Prairie Center and GCAP - facilitators)

In addition, for non-chronically homeless:

- Expand emergency shelter and transitional shelter beds for two-parent households and female-headed families by 2008 (Center for Women in Transition - facilitator).

Maintenance Initiatives to End Chronic Homelessness

Strengthening supports for permanent housing enables persons who have weathered temporary homelessness to maintain a permanent residence. While supportive services exist in Champaign County, specific gaps have been identified as barriers to a complete continuum of supports.

The strategic planning goals to assist persons having experienced temporary or sporadic homelessness in Champaign County to maintain permanent housing are:

- Inventory & maintain existing supportive housing options (in place, updated annually by UCCoC).
- Develop additional rental subsidy program(s) to provide permanent and permanent supportive housing opportunities for extremely low- and very low-income persons by 2014 (UCCoC - facilitator).
- Develop 50 SRO bed spaces for single persons to incorporate housing options with less restrictive felony restrictions (esp. sex offenses) by 2009 (HOME Consortium - facilitator).
- Create a linkage with nursing homes for homeless persons who are aging or have temporary/permanent medical needs by 2006 (Provena Behavioral Health -facilitator).
- Create a network of foster families to mentor homeless persons by 2008 (*Salvation Army - facilitator*).

- Develop a transitional step for homeless persons to learn pre-vocational skills prior to employment training by 2006 (TIMES Center Advisory Committee - facilitator).

Add for non-chronically homeless:

- Develop residential options for homeless teens with children by 2010 (Provena Behavioral Health - facilitator).
- Provide through non-profit developers more units of multi-family rental housing affordable to extremely low- and very low-income households with children by 2010 (Homestead - facilitator).

Evaluation Initiatives to End Chronic Homelessness

Regular assessment of the needs of homeless persons and services will improve the ability of service providers to impact homelessness in Champaign County. The existing system of data collection by individual service provider and the periodic Homelessness Survey have proven lacking in generating a complete picture of the homeless population we serve and the relative success of various agency interventions in meeting their need for permanent shelter.

The strategic planning goals to evaluate and continually improve homelessness and service provision for homeless persons in Champaign County are:

- Use a shared Homeless Management Information System (HMIS) to collect centralized client service data that can be used for program planning and reporting by Oct.2004 (CCRPC – facilitator).
- Use information generated from all available county needs assessment and planning resources in evaluation of homelessness services (in place, updated annually by UCCoC).
- Partner with University of Illinois experts to design and perform program evaluation tools as system components are implemented and to provide technical assistance on aspects of program planning as needed (UCCoC – facilitator).
- Develop an annual review of programs and goals of the UCCoC, to include a public participation component by 2005 (UCCoC – facilitator).

Through the achievement of these goals, the Urbana-Champaign Continuum of Care is committed to making a significant impact on eradicating chronic homelessness in Champaign County.

Plan Leadership

This plan was developed through a facilitated group process occurring over a period of several months and was adopted in October of 2003. Many thanks to the individuals who participated in the series of meetings to develop the *Urbana-Champaign Continuum of Care Ten-year Plan to End Chronic Homelessness*, including:

Mickie Bailot	Provena Behavioral Health
Lynne Barnes	Carle Foundation Hospital
Ray Bement	Greater Champaign Aids Project
Bruce Barnard	Prairie Center
Ron Bribriesco	Developmental Services Center
Danielle Chynoweth	Urbana City Council
Ginny Dewar	Crisis Nursery
Mark Driscoll	Champaign County Mental Health Board
Sheila Ferguson	Provena Behavioral Health
David Grove	A Woman's Place
Beth Hewing	Eastern Illinois Foodbank
Debora Jones	Family Service of Champaign County
Kathy Kessler	Provena Behavioral Health – AmeriCorps/CHART
Teri Killham	Urbana citizen (formerly homeless)
Darlene Kloepfel	Champaign County Regional Planning Commission (facilitator)
Andy Kulczycki	Community Services Center of Northern Champaign County
Heidi Grove	Provena Behavioral Health – AmeriCorps/CHART
Larry Mann	University of Illinois – Office of the Chancellor
Kim McCloud-Burnett	Housing Authority of Champaign County
Jessica McMeyer	A Woman's Place
Jenny Messier	Provena Covenant Medical Center
Barbara Peckham	Peckham & Associates
Patti Peek	Champaign County Regional Planning Commission (scribe)
Judy Phillippe	VA Illiana Health Care System
Karen Rasmussen	City of Urbana (chair, UCCoC)
Hadley Ravencroft	PACE, Inc.
Stephanie Record	Champaign-Ford Regional Office of Education
Gretchen Robbins	Carle Foundation Hospital
Sarah Rosa	Citizen/AmeriCorps alumna (formerly homeless)
Jim Rose	Homestead Corporation
Andrea Rundell	United Way of Champaign County
Joyce Schmidt	TIMES Center/Provena Behavioral Health
Kathy Sims	Center for Women in Transition
Jodi Ward	Salvation Army
Mary Ellen Wuellner	City of Champaign

Endorsements of the Plan

We endorse the *Urbana-Champaign Continuum of Care Ten-year Plan to End Chronic Homelessness*: