



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

June 22, 2022

12:00 p.m. CITY COUNCIL WORK SESSION

As the state and community recover from the COVID-19 pandemic, City Council meetings will continue to be held remotely using virtual meeting technology. Information about online or other options for access and participation will be available at <https://www.eugene-or.gov/3360/Webcasts-and-Meeting-Materials>

**Meeting of June 22, 2022;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Claire Syrett, President
Mike Clark
Randy Groves
Jennifer Yeh

Matt Keating, Vice President
Greg Evans
Emily Semple
Alan Zelenka

12:00 p.m. CITY COUNCIL WORK SESSION

1. WORK SESSION: EUGENE SPRINGFIELD FIRE GOVERNANCE

2. WORK SESSION: SAFE SLEEP SITES UPDATE

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El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

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EUGENE CITY COUNCIL AGENDA ITEM SUMMARY

Work Session: Eugene-Springfield Fire Governance

Meeting Date: June 22, 2022
Department: Eugene Springfield Fire
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Scott Cockrum
Contact Telephone Number: 541-682-7100

ISSUE STATEMENT

Eugene Springfield Fire has been operating as a functionally consolidated Fire Department under an Oregon Revised Statute Chapter (ORS 190) intergovernmental agreement since May 24, 2010. This agreement is between the City of Eugene and the City of Springfield. The agreement does not create a separate legal entity, consequently the Fire Department operates as a cooperative model rather than a true consolidated model. The original stated objective of the consolidation was to improve financial and operation efficiencies to best serve the needs of the growing Eugene/Springfield metropolitan area. Between May 2010 and May 2017, four amendments were made to the original ORS 190 agreement. Each amendment further combined employee's, emergency operations, fire marshal services, training, logistics, and sharing of equipment, but not administrative functions. In February 2022, the two cities formed a Governance Review Panel as the first step of a three phased approach to exploring and assessing the strengths and challenges of the current structure, financial evaluation review, and assessment of governance structure options and pathways to improving efficiency in delivery of services. The Governance Review Panel is nearing completion of phase one (Exploratory and Informational Phase). The purpose of this work session is to provide a brief informational overview of the Governance Review Panel process completed to date.

BACKGROUND

In 2007, discussions about a more reliable regional fire service between the City of Eugene and the City of Springfield fire departments began. Staff identified that resources in both cities were becoming more reliant on one another for a growing response need. Changes began in dispatch protocol, and boundary drops responses between cities was being enhanced. With these changes, fire department staff identified there were some negative interoperability and safety consequences with the current response relationship and more could be done. In June 2007, the Cities implemented the 3-Battalion Integrated Response System that effectively eliminated jurisdictional boundaries for the purposes of emergency fire, rescue, fire-response EMS, hazardous materials, and ambulance transport.

In 2009 Emergency Services Consulting International (ESCI) was hired to evaluate both agencies and provide recommendations, options and opportunities that may create financial efficiencies,

improve operations, and create an enhanced response system. The ESCI study determined a merger was both feasible and advisable for the two cities and identified consolidating the two city fire departments would create a more efficient fire department management structure by reducing duplications, improve interoperability, and create a more sustainable and resilient emergency service. Simultaneous to the evaluation, the effects of the recession were beginning to severely impact the budgets of both cities, making financial efficiencies a priority.

The ESCI report identified several consolidation options. They included either city contracting for services with the another; creating a Governmental Entity (wastewater management model); creating a Special District, or for a short term, functionally consolidating agencies through an ORS 190 until one of the other options became more suitable for the climate. After deliberation between the cities, the functional consolidation was implemented.

In July 2010, at the direction of elected officials, the cities took preliminary steps toward a functional consolidation of the Eugene and Springfield fire departments. The goal was to improve service effectiveness as well as produce cost efficiencies by moving towards a metro fire service model. The functional consolidation was not a full merger of the two departments but is a series of incremental, and reversible, steps toward a full merger, assuming those steps proved successful. There have been many achievements since 2010 including, but not limited to:

- a) consolidating labor agreement among both cities and International Association of Fire Fighters, Local 851
- b) implementing a new schedule for the line along with a new rostering system
- c) sharing logistics for distribution of materials and supplies including the roll out of medication vending machines in the fall of 2020
- d) co-locating all administrative services staff to the Emergency Services Center.

Despite those achievements, some challenges remain while the organization is still in the functional consolidation phase. For more details related to the Eugene -Springfield Functional Consolidation please refer to Attachment A.

Last fall, the City Managers of Eugene and Springfield committed to a substantive exploration of department structure and services, financial overview, governance evaluation. In January 2022, a three phased framework was established for completing a thorough evaluation.

- **Phase I:** Exploration / Education / Information - The purpose of this phase is to learn as much about the strengths, challenges, and limitations of the current department structure.
- **Phase II:** Plan Development, Consideration of options, and potential direction/decision. The purpose of this phase is to explore each governance option through a social, operational, legal, financial, and political lens, including a description of anticipated short and long-term considerations. Stakeholder feedback and other information (quantitative and qualitative) will be included in the analysis. This phase is to determine the path forward.

- **Phase III:** Implementation of direction/decision. Once a decision is made, this phase will focus on the steps for moving forward and timelines for implementing the decision.

In February 2022, the Governance Review Panel was established for Phase I. The panel includes two elected officials and the city manager from each city. Brenda Wilson, Executive Director of Lane Council of Governments (LCOG), is the process facilitator. The Governance Review Panel began meeting in March 2022. The Eugene Springfield Fire staff members provided in-depth information related to all aspects of department services and discussed the benefits and challenges related to the limitations of the existing structure. Brenda Wilson, and Chief Cockrum provided an overview of the existing Functional Consolidation IGA and explored four alternative governance models. The overview of governance models included financial considerations, and legal and process considerations (Attachment B).

Brenda Wilson and Eugene Springfield Fire staff began meeting with the Governance Review Panel in March 2022. Below is an overview of topics discussed.

Meeting 1: Governance Review Panel process, scope of work and timeline and overview of the Eugene-Springfield Fire Department History.

Meeting 2: Eugene Springfield Fire Staff presentations: Fire Operations and EMS & Logistics.

Meeting 3: Eugene Springfield Fire Staff presentations: Administration and Finance, Human Resources, and an overview of the existing current Functional Consolidation IGA.

Meeting 4: Exploration of alternative governance models (Part 1) - Modification of the Current Functional Consolidation Agreement, Fully Contracting for Services, Intergovernmental Entity (IGE).

Meeting 5: Exploration of Alternative Governance Models (Part 2) - Special District, Regional Fire Authority, and Termination of the Current Functional Consolidation Agreement.

The Governance Review Panel had discussion about the strengths, weaknesses, opportunities, and threats related to the existing governance model and what needs to be considered and evaluated in planning for the future of the department in supporting the metro area. Attachment C provides a summary Governance Review Panel input.

The next meeting of the Governance Review Panel will focus on the financial analysis of Eugene Springfield Fire. The cities have contracted with Moss Adams to provide a financial analysis that informs the current financial structure, proportional cost sharing methodologies, actual costs, long-term modeling for future consolidation, and ten-year financial sustainability assumptions. This review is scheduled to be completed by the end of June.

All meetings have been noticed as public meetings and were streamed, recorded and available on the City Websites. In addition, Eugene Springfield Fire Department established a website with links to all meeting materials, minutes, and recordings. This information is available at <https://www.eugene-or.gov/4924/Governance-Review-Panel> (Attachment D).

PREVIOUS COUNCIL ACTION

[May 27, 2020, Budget Committee](#)

Recommend that City Council hold a work session on the GEMT funding, ATF, overall funding of the fire department, and update on the Eugene Springfield Fire merger progress.

[October 26, 2011, Work Session](#)

Informational work session on Eugene-Springfield Fire Service Merger Update.

[January 20, 2010, Work Session](#)

Move to functional consolidation with follow-up reports indicating effectiveness (no motions, work session only).

December 7, 2009, JEO Eugene and Springfield City Councils

Ambulance Transport Funding

CITY MANAGER RECOMENDATATION

This agenda item is for discussion only.

ATTACHMENTS

- A. Eugene -Springfield Functional Consolidation Timeline
- B. Governance Models
- C. Governance Review Panel Structure Input (SWOT)
- D. Governance Review Panel Website Information

FOR MORE INFORMATION

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Presenter Contact: Kristie Hammitt, Assistant City Manager
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Eugene-Springfield Fire Functional Consolidation Timeline

PURPOSE

This document provides a timeline of the Eugene-Springfield Fire Functional Consolidation.

EUGENE-SPRINGFIELD FIRE FUNCTIONAL CONSOLIDATION TIMELINE

Date	City	Action
June 2007	Eugene and Springfield	The 3-Battalion System is initiated. The 3-Battalion System disregards the geopolitical boundary between the jurisdictions, instead employing dispatch protocols ensuring that the nearest appropriate response resources are sent to the location of an emergency, no matter whether they are Eugene units, Springfield units or a combination.
2008-2009	Eugene and Springfield	Ambulance Transport System Joint Elected Officials (JEO) Task Force conducts public engagement including nine community forums and an online survey regarding the governance structure and funding stability for ambulance service providers in central Lane County (Eugene Fire & EMS Department, Springfield Fire & Life Safety Department, and Lane Rural Fire/Rescue District).
2009	Eugene and Springfield	Emergency Services Consulting International (ESCI) issues report titled "Eugene Fire & EMS and Springfield Fire & Life Safety, Oregon Cooperative Services ~ Feasibility Study"
December 1, 2009	Eugene and Springfield	Fire Operations IGA goes into effect. The IGA focuses on shared apparatus and equipment usage between both cities.



December 7, 2009	Eugene and Springfield	JEO meeting is held. Eugene and Springfield Fire Chiefs both recommend functional consolidation as an incremental first step towards a full merger.
January 20, 2010	Eugene	Eugene City Council discusses a functional consolidation during a work session.
April 26, 2010	Springfield	Springfield City Council receives an update on the proposed consolidation.
May 17, 2010	Springfield	Springfield approves the initial IGA for a functional consolidation.
May 24, 2010	Eugene and Springfield	The first functional consolidation IGA goes into effect. The IGA reiterates the 2009 Fire Operations agreement and consolidates administrative and support functions. It specifically calls out that the IGA will not alter the position of any firefighter.
July 14, 2010	Eugene and Springfield	First Amendment to the functional consolidation IGA. The amendment added that Workers' Compensation process and coverage would fall under city of employment.
December, 2010	Eugene and Springfield	Decision making process to continue the IGA or stop.
December 7, 2010	Eugene and Springfield	JEO meeting is held to authorize limited functional consolidation.
May 13, 2011	Eugene and Springfield	Date of the shared Fire Chief position is extended and the Fire Operations IGA is amended to extend contract duration.
September 9, 2011	Eugene and Springfield	Consolidated Recruitment IGA goes into effect. The IGA combines Eugene and Springfield recruitment processes for line personnel. Successful candidates would be selected per City based on eligibility list of alternating assignments.
September 9, 2011	Eugene and Springfield	Second Amendment to the functional consolidation IGA. The amendment updated disciplinary action language for functionally consolidated administrative staff. Administrative staff would go through the process per city of employment but disciplinary actions can be issued by shared staff (Fire Chief, Deputy Chiefs, Battalion Chiefs).
October 26, 2011	Eugene	Eugene Fire Chief Groves provides an update of the functional consolidation to Eugene City Council.



November 1, 2011	Eugene and Springfield	First amendment to the Fire Operations IGA. The amendment revised 2009 Fire Operations agreement so that apparatus and equipment can be assigned by designated Deputy Chief of Operations.
February 27, 2012	Eugene	The ESCI "Eugene Fire & EMS and Springfield Fire & Life Safety, Oregon Cooperative Services ~ Feasibility Study" is sent to Eugene City Council.
March 8, 2012	Eugene	Eugene Fire Chief Groves provides a Memo to the Eugene Mayor and City Council. The Memo provides a proposed governance model of expanding the IGA so that the two departments function more like one department and an ultimate goal of creating one organization.
May 14, 2012	Eugene and Springfield	Third amendment to the functional consolidation IGA. The amendment updated the list of administrative positions that are part of functional consolidation and how one position is funded.
October 2, 2012	Eugene and Springfield	Operations IGA is executed.
December 1, 2012	Eugene and Springfield	Exchange of Services IGA is executed. This IGA allows for logistics services (parts and supplies, seamstress, equipment repairs) to be shared between both cities.
December 6, 2012	Eugene and Springfield	Functional Consolidation IGA is amended and restated. This reiterated the 2009 Fire Operations agreement and consolidated administrative and support functions. Cities agreed to participate in joint bargaining for IAFF contract. It included the following for liability/Indemnification: - Cities are responsible for negligent actions of its employees. - Each city promises to defend, indemnify, hold harmless, and release the other from any loss, claim or liability arising from or out of negligent, tortuous action(s) or inaction(s) of its employees, officers, and officials. Such liability shall be apportioned among the parties or other at fault persons or entities.



December 14, 2012	Eugene and Springfield	An Administrative Consolidation Plan for Purchasing is developed. The Plan establishes purchasing guidelines and cost sharing.
June 21, 2013	Eugene and Springfield	First amendment to the Exchange of Services IGA. The amendment extended contract duration and created a cost share for a logistics position.
October 20, 2012	Eugene and Springfield	First Amended and Restated Functional Classification IGA. This updated the signing authority.
August 6, 2014	Eugene and Springfield	Exchange of Services second amendment. This expanded services to include ordering, purchasing, and equipment repairs; and to position cost reimbursements.
September 8, 2014	Eugene	Eugene City Council issues a proclamation that September 8th is Eugene-Springfield Fire Day.
September 5, 2014	Eugene and Springfield	Second Amended and Restated Functional Classification IGA. This reiterated the 2009 Fire Operations agreement and consolidated administrative and support functions. It added "IAFF Represented Employees" section: <ul style="list-style-type: none"> - Recruitment and selection - Work assignment - Employees follow administrative procedures manual per city of employment. - Promotions and movement to other city. - Workers' Comp process follows city of employment. - "If city receives a tort claims notice or is sued based on an action (or failure to act) of an employee in an IAFF position located in that city, then that city is responsible for responding to, defending and paying that claim or judgment. For example, if a Springfield employee is filling a Eugene IAFF position and a tort claim is received related to the actions of that employee, then Eugene shall be responsible for the defense and payment of the claim."
January 26, 2016	Eugene and Springfield	Third Amended and Restated Functional Classification IGA. This reiterated the 2009 Fire



		<p>Operations agreement and consolidated administrative and support functions.</p> <ul style="list-style-type: none"> - Expanded Collective Bargaining. - Expanded Facilities and Equipment. - Combined 2012 Exchange of Services (Logistics) agreement to IGA. <p>Revised shared personnel position list.</p>
May 1, 2017	Eugene and Springfield	<p>Fourth Amended and Restated Functional Consolidation IGA. This reiterated the 2009 Fire Operations agreement and consolidated administrative and support functions.</p> <ul style="list-style-type: none"> - Updated liability to include vehicles and equipment.

GOVERNANCE STRUCTURES

GOVERNANCE TYPE	SUMMARY DESCRIPTION
Modification of Current Intergovernmental Agreement (IGA)	<p>The IGA is a Functional Consolidation Agreement between Eugene and Springfield with the stated purpose of the cities' two separate fire departments operating as a single fire and EMS department with a single name ("Eugene Springfield Fire"), but it is not a legal entity/body. The Agreement sets out a list of Eugene and Springfield positions that comprise the functionally consolidated administration and support system, provides that the Fire Chief shall serve as the Fire Chief for both Eugene and Springfield, and establishes that IAFF represented employees can be assigned to work out of any fire station. All employees covered by the Agreement are employed by either Eugene or Springfield and are subject to their city-employer's personnel policies. The two cities retain all of powers as independent governments and adopt separate fire department budgets.</p>
Fully Contracting for Services	<p>Under this option, one city would contract with the other for services. Contracted services could include, but aren't limited to, Fire/EMS operations, Fire Marshal permitting and investigations, billing, training, and general administration. The City Councils determine the desired level of services and negotiate an agreement based on the level of emergency and support services desired and contracted for, taking into consideration Standards of Coverage and response standards. The agreement could create a single point of budget, purchasing, accounting, human resource, IT solutions, and employee equity. Depending on the scope of the contracted services, some or all of the employees of the contracting city could become employees for the city providing the service under the successor City's governance and employment structure.</p>
Intergovernmental Entity (IGE)	<p>An IGE is a public entity with specific and limited governmental powers and responsibilities, not unlike a city but with some notable differences. An IGE could be created by the City Councils through an agreement delegating certain governmental tasks and responsibilities to the newly created IGE. The IGE is governed by members who are appointed by the City Council(s). Generally, Oregon law treats an IGE as a public body; thus, most laws that affect the founding governments also apply to the IGE and the services it provides. The Metropolitan Wastewater Commission (MWWC) is an example of an IGE with limited power, i.e., a single governance structure but no employees. All governance, financial, administrative (IS, HR, payroll, legal, etc.), personnel, facility, equipment, and liability details for the IGE would be set forth in an agreement between Eugene and Springfield. The term or duration of the agreement, which may be perpetual, and the rights of the parties to terminate the agreement are negotiated in the agreement.</p>

GOVERNANCE STRUCTURE	SUMMARY DESCRIPTION
<p>Special District:</p> <p>Formation</p> <p>Annexation</p>	<p>Special districts are a form of local government. They are created by their constituents to meet specific service needs for their communities. Most perform a single function such as water delivery, fire protection, or cemetery maintenance. A Special District would become an independent agency with a separate governance and funding structure. A district's taxation falls under the Oregon constitutional limits for taxation. There are two considerations for ESF within the special districts option: 1) formation of a Rural (Regional) Fire Protection district, and 2) annexation to an existing fire district.</p> <p>A Rural Fire Protection District would become an independent organization with its own board and taxing authority. An elected board made up of electors who are either landowners or residents governs the district. The board hires a fire chief to manage the affairs of the district.</p> <p>One or both of the cities of Eugene and Springfield could annex to an adjacent special district and responsibility for fire protection (including governance and funding) in the annexed area transfers to the that district. Employees, facilities, and equipment would also transfer to the district.</p>
<p>Regional Fire Authority (RFA)</p>	<p>RFAs, common in Washington, are not currently provided for under Oregon law. Under Washington law an RFA is an independent municipal special purpose district established by voters in a service area that provides funding for fire and emergency medical services. An RFA operates very similar to that of a fire district and would create a single fire service provider and could be funded by such mechanisms as a fire property tax levy and/or fire benefit charge. The RFA has a range of governance options, but regardless of the RFA Plan details, all governing board members are elected officials residing within the RFA boundaries. Firefighters and all other staff from the two cities would become employees of the RFA.</p>
<p>Termination of Current Functional Consolidation Agreement</p>	<p>Terminating the current Functional Consolidation Agreement would restore both Eugene and Springfield with autonomy for their own separate fire departments, including service and employees returning to previous boundaries and Fire Administration in each city. Cities could negotiate for services they would like to contract: training, EMS, logistics, fire prevention, etc.</p>



STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Team effort/vision to provide better service while controlling costs • Functional Consolidation solved some issues of separate departments • Original success of merger due to alignment of Chiefs at the time; current alignment/positive relationship between Councils and City Managers • Services are streamlined and efficient with a structure that can take us into the future • Stakeholders are committed to transparency and efficiency with public dollars 	<ul style="list-style-type: none"> • Lack of clarity/certainty/direction • ESF dependent on everything working the right way (precarious) • Persistent issues relating to current Functional Consolidation • Administration, human resources and operations are strained, complex • Employees do not have confidence about future Department(s) • Need to simplify system and structure (two budgets, employee pay and benefits, technology, etc.) • Employees have different structures, benefits, etc. • Difficulty recruiting and retaining staff • ESF is not benefitting from economies of scale • Employees need to have equity and feel part of a team
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> • Make good/thoughtful decision about governance that addresses problems efficiently without moving too fast to just get it done • Make people and employees safer by being more coordinated • Evaluate what is a sustainable structure moving forward for next 30 years • Ask hard questions now • Discussion of authentic and long-term efficiencies • Greater understanding of financial information, legal analysis, risks/benefits of each option for decision making • Keep fairness and equity (staff, community members) in mind • Cost savings and operational efficiencies gained • Single reporting structure and single budget • Give employees more confidence about future Department(s) • Take care of employees/give employees what they need • Parity between cities • See ourselves as one large metro area • Strategic plan and long-term sustainability • Everyone satisfied with the outcome • Service that functions at its best • Clear guidance for cities, more clarity on roles and responsibilities • Vision for the department(s) 	<ul style="list-style-type: none"> • Supply chain issues preventing economies of scale • How ESF operates is precarious due to complexities • Differences of opinions between the jurisdictions and their councils (success depends on alignments) • Public perception – believe that merger is complete • This process could take decades • Cities have different definitions of level of service and service expectations, see this process differently, trust issues • Territorial and adversarial • Egos • Getting bogged down in how we got here, finger pointing, pre-conceived notions • Opposing views/different ideas on Governance • Perceptions may not be grounded in facts • Can't be a political issue – need to do what's right for the community and Department(s) • If it's too expensive and one city can't afford it services to the public may be impacted in the future • Some people may think a district was promised in the past

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Upcoming Meetings & Archived Meeting Materials

Date & Time	Location	Agenda	Meeting Materials
March 3, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Recording available	<u>Meeting 1 Agenda</u>	<u>March 3, 2022 Meeting Recording</u> <u>March 3, 2022 Meeting Summary</u> <u>ESF Overview Presentation</u> <u>ESF Overview Video</u>
March 17, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Recording available	<u>Meeting 2 Agenda</u>	<u>March 17, 2022 Meeting Recording</u> <u>March 17, 2022 Meeting Summary</u> <u>ESF Operations Presentation</u> <u>ESF Operations Video</u> <u>ESF EMS & Logistics Presentation</u> <u>ESF EMS & Logistics Video</u> <u>Response to Meeting 1 Questions</u>
March 31, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Recording available	<u>Meeting 3 Agenda</u>	<u>March 31, 2022 Meeting Recording</u> <u>March 31, 2022 Meeting Summary</u> <u>ESF Administrative Services Presentation</u> <u>ESF Human Resources Presentation</u> <u>ESF Existing Agreement Presentation</u>
April 14, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Recording available	<u>Meeting 4 Agenda</u>	<u>April 14, 2022 Meeting Recording</u> <u>April 14, 2022 Meeting Summary</u> <u>ESF Governance Options (Part 1)</u> <u>Fact Sheet: Modification of Current IGA</u> <u>Fact Sheet: Fully Contracted Services</u> <u>Fact Sheet: Intergovernmental Entity (IGE)</u> <u>SWOT Analysis of Governance Comments</u>
April 28, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Recording available	<u>Meeting 5 Agenda</u>	<u>April 28, 2022 Meeting Recording</u> <u>April 28, 2022 Meeting Summary</u> <u>ESF Governance Options (Part 2)</u> <u>Fact Sheet: Special District</u> <u>"What is a Special District?" - SDAO</u> <u>Fact Sheet: Regional Fire Authority</u> <u>Fact Sheet: Termination of Current IGA</u>
June 30, 2022 2:30 pm - 4:30 pm	Virtual Zoom Meeting Link will be provided	Will be available June 28, 2022	Will be available July 5, 2022

Additional Resources

Reference Materials

1. [ESCI 2009 Eugene Springfield Fire Feasibility Study.pdf](#)
2. [ESCI 2009 Feasibility Study Summary](#)
3. [ESCI 2020 Community Risk Assessment.pdf](#)
4. [ESF Governance Review Panel Rules of Conduct.pdf](#)

Frequently Updated Information

1. [ESF Governance Review Panel FAQs 4-12-2022](#)
2. [ESF Governance Review Panel Communications Plan 2-28-2022](#)
3. [ESF Governance Review Panel Work Plan 4-27-2022](#)

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Unhoused Response Update

Meeting Date: June 22, 2022
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Peter Chavannes
Contact Telephone Number: 541-682-5371

ISSUE STATEMENT

The purpose of this work session is to provide the Eugene City Council with a progress update on Unhoused Response actions related to the establishment of Safe Sleep sites to support unhoused community members and address related community-wide impacts. Staff will also propose an extension to Ordinance No. 20650, the Safe Parking and Safe Tent site ordinance, through June 30, 2024. Staff will also request an addition to the Everyone Village Safe Sleep site to expand its shelter capacity.

BACKGROUND

Lane County has seen an increase in the number of people experiencing homelessness over several years. The Lane County Homeless by Name List shows an unduplicated 8,492 people accessed homelessness services in 2021, with an average of 2,557 people living in Eugene accessing these services per month. Data from the Lane County Homeless by Name List in May 2022 shows 3,322 unduplicated individuals living in Eugene who have accessed homeless services in the last three months (Attachment A). Impacts are evidenced not only in the challenge to provide an adequate number of shelter beds and services to support unhoused individuals, but also the City's ability to mitigate impacts on neighborhoods, businesses, parks, and other public spaces as detailed through requests for service and work orders (Attachments B and C).

On April 12, 2021 staff provided council with an action plan for the Unhoused Response. The plan included creating a centralized response for critical tasks including the management of temporary urban camps, coordination of response to unsanctioned camping with a temporary stay-in-place order, reducing impacts to neighborhoods and businesses, expanding outreach to unhoused people, and significantly, developing some 200 "Safe Parking" and 300 "Safe Tent" sites in response to the need for temporary, short-term, places for people to shelter. Following an April 26, 2021 public hearing, council approved an ordinance (Attachment D) to establish the Safe Parking and Safe Tent sites, which became known collectively as Safe Sleep sites.

To make Safe Sleep sites a reality, staff commenced creating program models and site standards, identifying properties and service provider operators, and developing and opening the sites.

Safe Sleep Site Modeling and Programming

City staff convened a group of social service providers for a six-week meeting series in May 2021 to collaborate on site design, management plans, critical services and provider capacity for the new Safe Sleep sites. The series then shifted to more focused conversations with the providers who expressed an interest in either operating Safe Sleep sites or providing services to individuals living there.

Those planning efforts, in coordination with surveys of the people staying at the temporary camps at Washington Jefferson Park and 13th Avenue, helped inform the development of site plans, management strategies and specific services for Safe Sleep sites. The detailed research and collaboration served as the template for creating site plans for Safe Sleep sites equipped with portable restrooms (including ADA accessible units), hand-washing stations, trash containers, fencing, covered warming/cooling/meeting spaces, potable water, electrical power, wi-fi, and food preparation/eating areas.

Operating entities are responsible for intake, managing the social dynamics of the sites and compliance with rules and community agreements, coordinating site infrastructure, managing relationships with and being responsive to neighbors, and coordinating with the City and other partners.

Approved Safe Sleep Sites

City Council in 2021 approved five locations as Safe Sleep sites: three are operating and two others are moving toward opening.

310 Garfield – The City of Eugene opened its first Safe Sleep site at 310 Garfield St. on October 4. The site reached capacity October 14 and accommodates up to 55 vehicles used for shelter, along with additional vehicles used by those residents for transportation. St. Vincent de Paul Society of Lane County operates the site, which has a waiting list of more than 380 names and remains full. The site has served more than 140 people to date, most from west Eugene.

410 Garfield – Indoor site for 86 tents; opened February 22. Operated by St. Vincent de Paul, including a daily meal, on-site showers, laundry vouchers, common area, case management, regular service provider visits. The site remains full, serving about 90 people at the facility at any time, with a waiting list of 275. Occupant turnover averages about five per week and the site has served 160 people since opening.

Everyone Village – Opened December 2021; operated by Everyone Church. Occupancy is more than 40, in a mix of vehicles and small shelters. About half of occupants are from west Eugene and half from the former temporary camp at Washington Jefferson Park. Everyone Village organizers have worked with City staff on a plan to gradually increase occupancy at the site in future months. Some 55 different individuals have been served since opening, turnover has averaged fewer than three per month, and 250 people are on the waiting list. Site operators are prepared to expand services and accommodate more unsheltered people, if they are able to secure an expansion of their Safe Tent site space limit.

Rosa Safe Sleep site – Local service provider Carry It Forward has been identified as the operator for the Rosa Safe Sleep site at 2243 Roosevelt Blvd, which was approved by the City Council September 29, 2021. Neighborhood engagement about the pending opening of the site has been completed. A mailing with information about the site, and feedback opportunities went to nearby residents April 26. An online survey was open April 25-May 20. Public information meetings were held May 7 and 10 and had no attendees from the public. Finalization of a contract with Carry It Forward is still pending. The property has been operated by SquareOne Villages as a microsite for the last 14 months, providing six units of non-congregate shelter to people experiencing homelessness in the community. Rosa Safe Sleep site will host up to 40 sleeping structures—a mix of Pallet Shelters, Conestoga huts, and other micro-shelters. Physical site preparation continues, with most infrastructure including water, power and graded pads already installed. An opening date is not yet specified but will be as soon as practicable.

Chase Commons Park – Local service provider Carry It Forward has been identified as the proposed site operator; contract finalization is pending. The site model is to shelter 18-20 adults in identical, 64-square foot Pallet Shelters in a half-acre fenced area in the northeast corner of the four-acre park. To help support an unmet need in the community, the Chase Commons site will prioritize unsheltered people 18 or older who are medically fragile and therefore experience increased vulnerability to living unsheltered. Services will be available to residents to support their healthcare needs and to assist them in improving their overall stability and moving toward permanent housing. A community engagement plan to inform nearby neighbors is underway: staff have met with key interested parties and Eugene Chamber of Commerce representatives, conducted door-to-door outreach the week of May 23. Informational fliers went to nearby residents the week of May 30, an online survey is open May 27-June 24, and an on-site neighborhood information meeting (noted in the mailer) was held June 14.

Safe Sleep Site Funding

Funding for the safe sleep site program is split into two categories—operations, funded by the City of Eugene and service provision, financed by Lane County.

Safe sleep site operations-site management and the provision of water electricity, bathrooms, sewer, food accessibility and internet amount to approximately \$3.7 million annually at full occupancy. The City has also projected approximately \$600,000 for one-time site development charges related to the Rosa and Chase Commons locations as well as the Everyone Village expansion. Through a combination of Federal, State and local funds, staff have determined that there are sufficient resources to support safe sleep site operations through FY24.

Lane County is providing an additional \$441,000 for safe sleep sites to support service delivery to residents therein. This funding enables case management, housing navigation, and medical and behavioral health support, all of which are critical to ensure flow through the homeless service system as people exist shelter to more robust housing options creating space for previously unsheltered individuals. It should be noted that this funding expires on September 30, 2022, and we have not received commitments from Lane County that they will be continued.

Safe Sleep Site Operational Success

Staff have observed that Safe Sleep sites are successful on several fronts:

- More than 350 people have benefited from clean, safe shelter that would not have existed otherwise.

- Each of the sites offers connections to services (medical, mental, and behavioral health, skill-building, etc.), giving occupants a direct line to other resources that would be difficult or impossible to realize with people living on the street.
- Turnover of occupants at the sites has been minimal, especially compared to typical low-barrier shelters; this indicates strong and stable shelter operation and a population eager for assistance and able and willing to follow site standards.

The sites fill an important role in the shelter and service continuum among emergency shelters like St. Vincent de Paul's Dawn to Dawn program or The Eugene Mission's rescue beds, and more programmatic models like Rest Stops or The Eugene Mission's long-term programs.

Sites have been open for between four and eight months, and the locations remain filled with substantial waiting lists. The successful transition of so many people who were previously camping in temporary urban camps demonstrates the importance of outreach, communication, and relationship-building to supporting people into sanctioned locations, and the relatively low turnover rates and fact that the Safe Sleep sites continue to operate at full capacity indicates they are supporting people's basic needs for safety, health, and stability.

Safe Sleep Site Services

More than just a place to shelter, Safe Sleep Sites are intended to provide a reliable location for residents to connect with case management and housing navigation services.

Beginning in March 2022, Lane County has contracted with service providers to deliver case management and housing navigation and medical and behavioral health care at all locations. This has elevated the opportunities for site occupants to receive the most helpful services and to have the best chance to begin to stabilize and move toward long-term health, employment and housing goals. However, County funding for these services is slated to end September 30, 2022 with no plans yet for renewal or continuation. It is critical that service funding for safe sleep sites stabilizes if their capacity to support people into housing is to be realized. Moreover, a lack of service provision at Safe Sleep Sites will cascade through the entire Homeless Service System as limited turnover therein will mean that fewer people have access to shelter and accompanying services.

NEXT STEPS

The Safe Sleep site program has been successful so far. The community benefits from more than 300 people being off the streets, and those site occupants stand a much better chance of staying off the street and gaining stability because of Safe Sleep sites. With operational funding available through FY24, staff recommend that Council extend the Safe Parking and Safe Tent site ordinance to July 1, 2024. Additionally, staff recommend authorizing the Everyone Village site for co-location of multiple Safe Tent site groups, based on the large size of the property. Everyone Village is currently authorized as a Safe Tent and Safe Parking site, but to expand to more than 40 Safe Tent shelter spaces in accordance with the ordinance, it must be authorized to co-locate multiple groups at the site.

PREVIOUS COUNCIL DIRECTION

[April 12, 2021](#): Work Session

City staff provided an overview of the current homelessness crises and the exacerbating effects of the COVID-19 pandemic and identified needs and next steps for addressing the growing number of unhoused community members and related community impacts.

[April 26, 2021](#): Work Session

Staff presented a plan to address vehicle camping in commercial/industrial and proposed code amendments for parking and storage of vehicles on streets.

[April 26, 2021](#): City Council Meeting and Public Hearing

The City Council heard public testimony on the ordinance to pilot establishment of “safe parking” and “safe tent” sites that are larger than allowed by City code.

[May 19, 2021](#): Work Session

City staff provided an update on the current homelessness crises and the work to establish “safe parking” and “safe tent” sites.

[June 14, 2021](#): Public Hearing

The City Council heard public testimony on the ordinance that would amend City code regarding parking and storage of vehicles on streets.

[June 21, 2021](#): City Council Meeting

The City Council approved an ordinance that amended City code regarding parking and storage of vehicles on streets.

[June 23, 2021](#): Work Session

City staff provided an update on the current homelessness crises and the sites that may potentially lead to “safe parking” and “safe tent” sites.

[July 21, 2021](#): Work Session

The City Council approved two Safe Sleep sites: 2nd and Garfield (310 Garfield) and Chase Commons Park. City staff also provided an update on the current homeless crises.

[September 8, 2021](#): Work Session

City staff provided updates on the current homelessness crises and the two approved Safe Sleep sites: 2nd and Garfield (310 Garfield) and Chase Commons Park.

[September 29, 2021](#): Work Session

The City Council approved three new Safe Sleep sites: 2243 Roosevelt Blvd. (Rosa Safe Sleep site), Dani Street (Everyone Village) and 410 Garfield. City staff also provide updates on the current homelessness crises and the two approved Safe Sleep sites.

COUNCIL OPTIONS

- A. Direct the city manager to set a public hearing to consider an ordinance amending Ordinance no. 20650 (temporary establishment of “safe parking” and “safe tent” sites that are larger than allowed under section 4.816 of the Eugene Code, 1971); and extending its sunset date.
- B. Authorize the Everyone Village site for co-location of multiple Safe Tent site groups, based on the large size of the property.
- C. Direct staff to return with additional information.
- D. Take no action.

CITY MANAGER RECOMMENDATION

The City Manager recommends options A and B (represented in the motions below).

POSSIBLE MOTIONS

- A. I move to direct the city manager to set a public hearing to consider an ordinance amending Ordinance no. 20650 (temporary establishment of “safe parking” and “safe tent” sites that are larger than allowed under section 4.816 of the Eugene Code, 1971); and extending its sunset date.
- B. Move to approve authorizing the Everyone Village site for co-location of multiple Safe Tent site groups, based on the large size of the property.

ATTACHMENTS

- A. Lane County Homeless by Name List, May 2022
- B. Request for Service Graph, April 2021-May 2022
- C. Work Order Data and Map, June 2021-June 2022
- D. Ordinance 20650

FOR MORE INFORMATION

Staff Contact: Peter Chavannes
Telephone: 541-682-5371
Staff E-Mail: pchavannes@eugene-or.gov

Homelessness in Lane County, Oregon

[Click on a title below to view more data.](#)



Introduction

By the Numbers

Inflow Details

Outflow Details

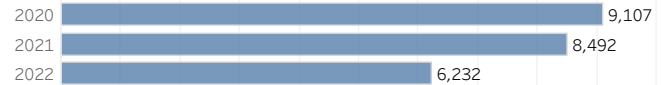
Homeless Population Data

Month/Year: May 2022 Chronically Homeless: All Youth/Adult: All VeteranStatus: All Household Type: All Current Jurisdiction: All

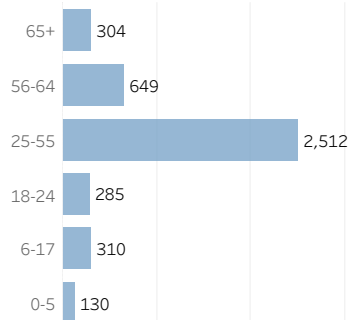
HBNL for May 2022



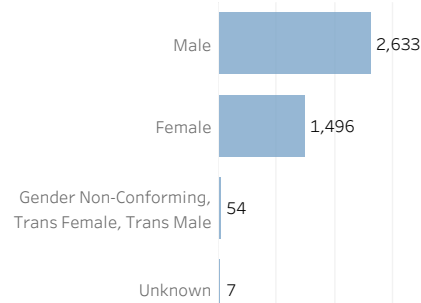
YTD



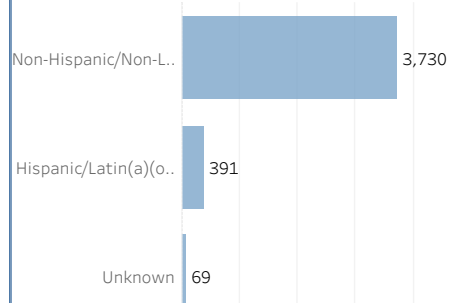
Age Groups



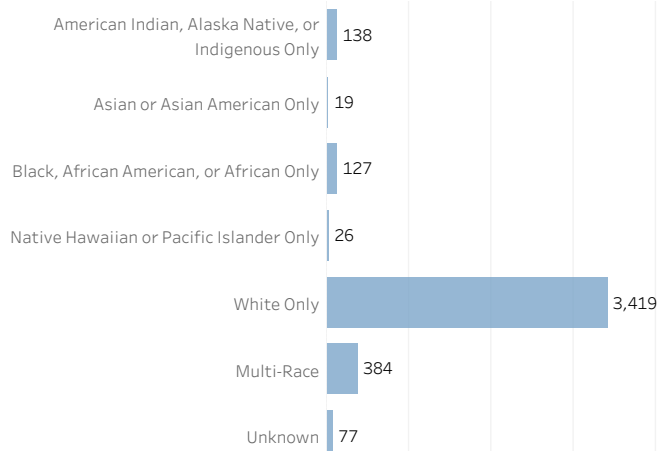
Gender



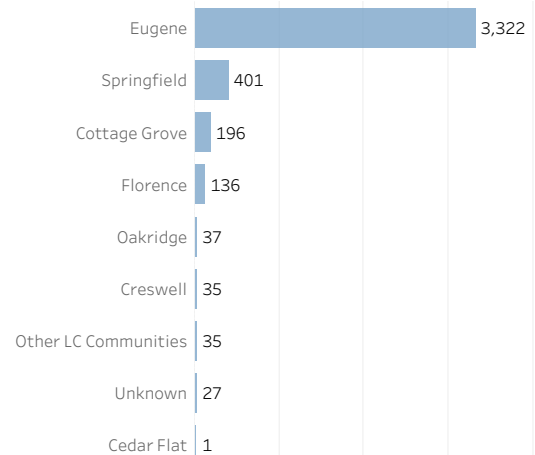
Ethnicity



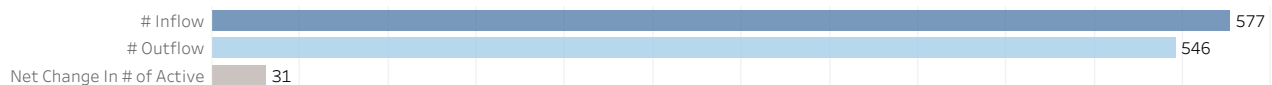
Race



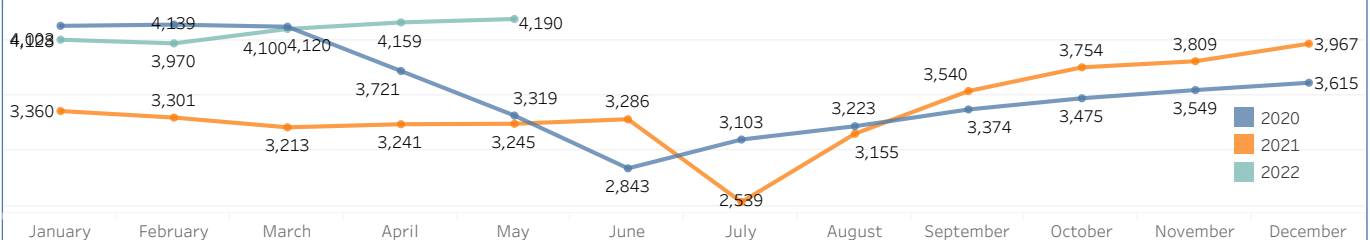
Current Residence



Inflow/Outflow

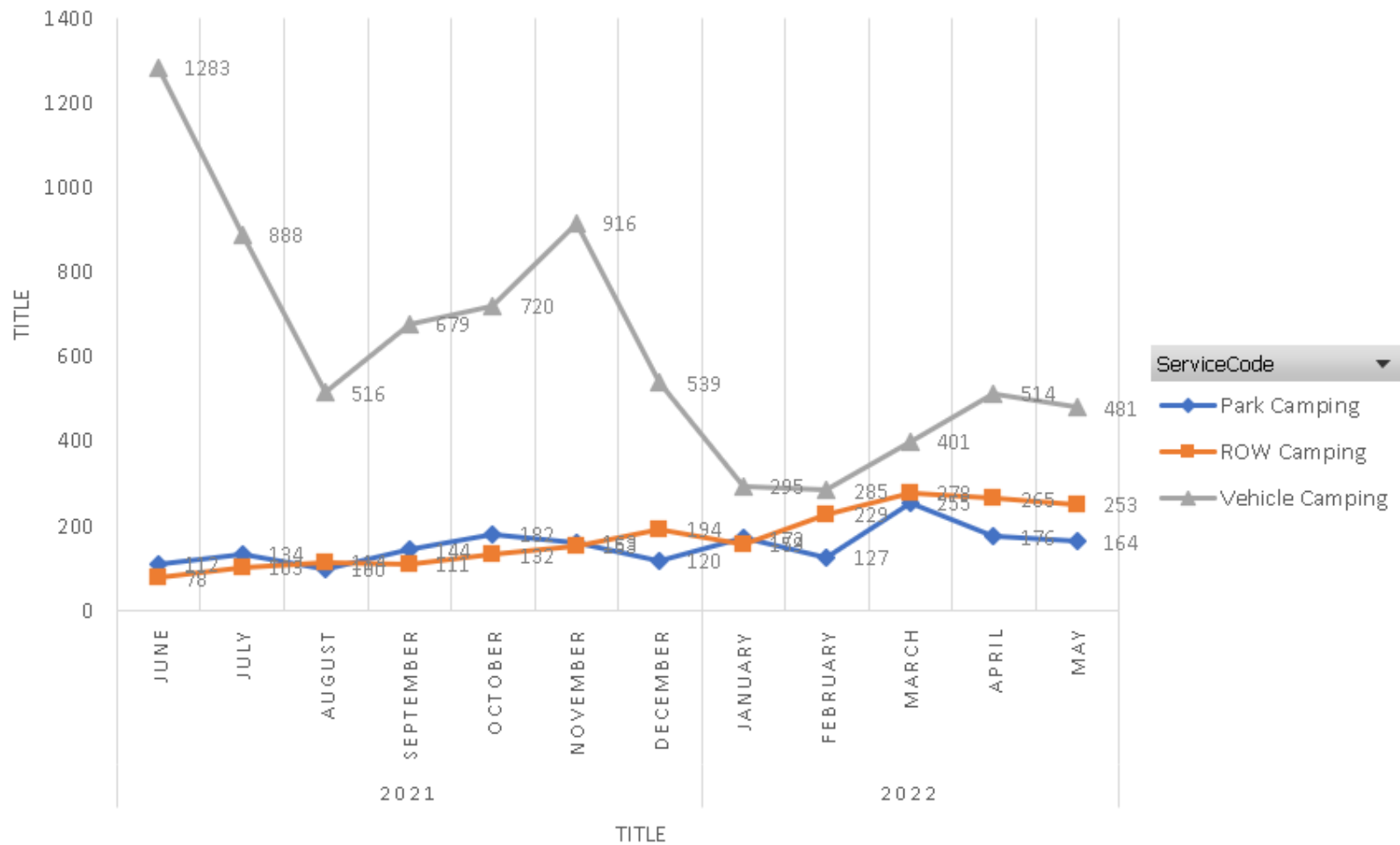


Monthly

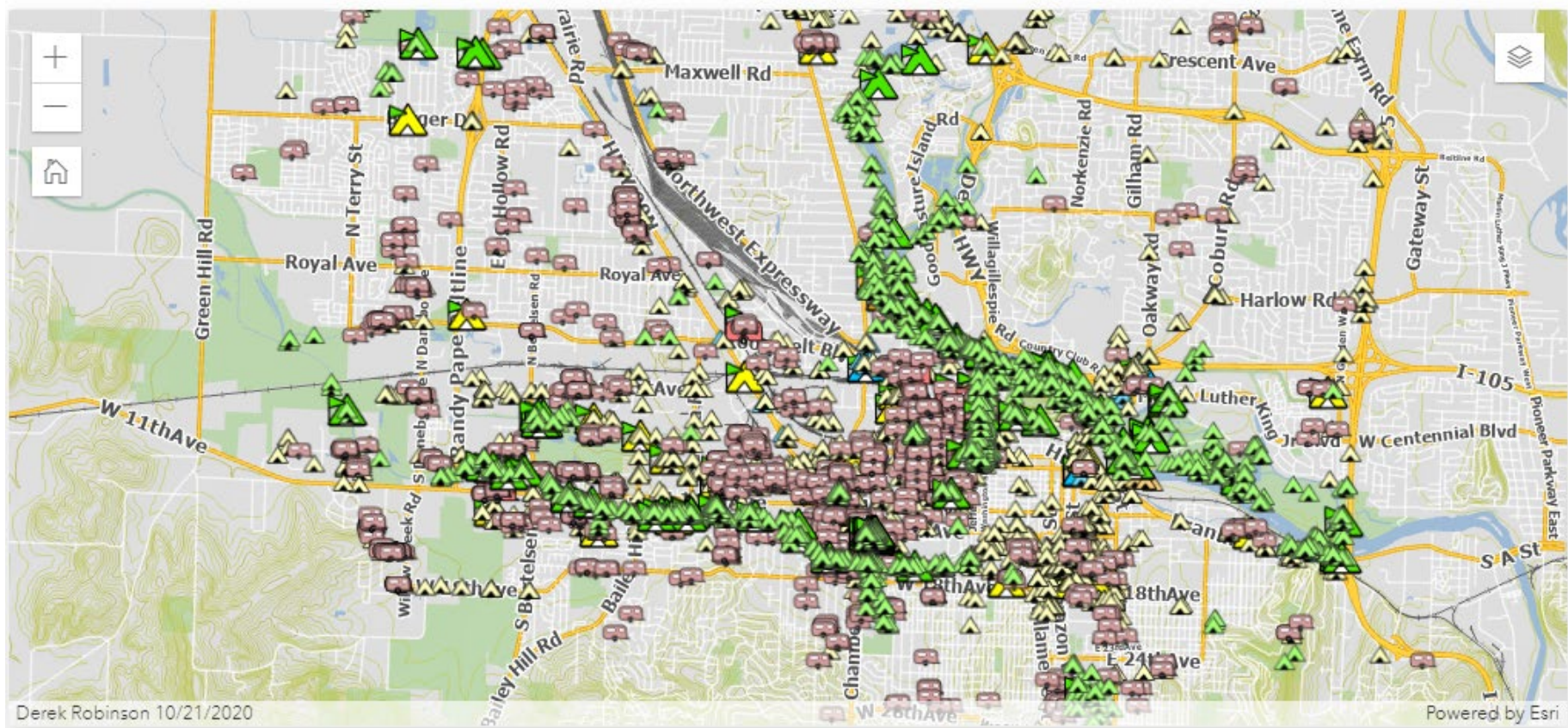


RFS Count by Month

UNHOUSED RESPONSE REQUEST FOR SERVICE COUNT BY MONTH



Requests for Service 11326 Completed		Work Orders 136 Open		Work Orders 6125 Completed	
DSL Park Camping	39	DSL Park Camping	1	DSL Park Camping	38
Median Camping	188	Median Camping	4	Median Camping	68
Non-Established Camp	4	Non-Established Camp	7	Non-Established Camp	308
Park Camping	1648	Park Camping	81	Park Camping	2168
ROW Camping	2203	ROW Camping	36	ROW Camping	2106
Vehicle Camping	7244	Vehicle Camping	7	Vehicle Camping	1437



COUNCIL ORDINANCE NO. 20650

**AN ORDINANCE ALLOWING FOR THE TEMPORARY
ESTABLISHMENT OF "SAFE PARKING" AND "SAFE TENT"
SITES THAT ARE LARGER THAN ALLOWED UNDER SECTION
4.816 OF THE EUGENE CODE, 1971; DECLARING AN
EMERGENCY; PROVIDING FOR AN IMMEDIATE EFFECTIVE
DATE; AND PROVIDING A SUNSET DATE.**

ADOPTED: April 28, 2021

SIGNED: April 30, 2021

PASSED: 8:0

REJECTED:

OPPOSED:

ABSENT:

EFFECTIVE: April 30, 2021



ORDINANCE NO. 20650

**AN ORDINANCE ALLOWING FOR THE TEMPORARY ESTABLISHMENT OF
“SAFE PARKING” AND “SAFE TENT” SITES THAT ARE LARGER THAN
ALLOWED UNDER SECTION 4.816 OF THE EUGENE CODE, 1971;
DECLARING AN EMERGENCY; PROVIDING FOR AN IMMEDIATE EFFECTIVE
DATE; AND PROVIDING A SUNSET DATE.**

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

A. Section 4.816 of the Eugene Code, 1971 (EC) sets forth various types of overnight sleeping arrangements that are permitted throughout the City when certain conditions are met. Some of the permitted overnight sleeping arrangements are permitted outright and others require the City Council to approve the location. Whether outright permitted or approved by the City Council, the permitted overnight sleeping authorized by EC 4.816 is capped at the number of allowed vehicles (which includes RVs, tents, and Conestoga huts) ranging from 1 to 20.

B. The City is experiencing an increase in the number of individuals living in campers, trailers, cars, and tents in locations that are not intended for that purpose. This often results in unsanitary and unsafe conditions for unhoused residents and for the surrounding community, particularly the nearby businesses and residences. Additional options are needed for these individuals to lawfully park their vehicles or set up their tents.

C. The City's car camping and rest stop programs, which limit the number of allowed vehicles/huts to six and twenty, respectively, are proven successes and are essential options for the unhoused. However, to effectively address the large number of vehicles and tents that are an immediate health and safety concern, there is a need for temporary sites that can accommodate more vehicles and tents/huts than currently allowed by EC 4.816. The need for these larger sites where people can temporarily sleep overnight in parked vehicles and erected tents, is acute and immediate.

D. Temporarily allowing for the establishment of sites that will accommodate a larger number of vehicles or tents than currently allowed by EC 4.816, should be immediately established and remain in effect until May 1, 2023.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. The following provisions are adopted to temporarily allow the establishment of Safe Parking sites and Safe Tent sites.

Safe Parking Sites. Notwithstanding any other provision of the Eugene Code, 1971, a group of up to 60 vehicles being used for overnight sleeping may temporarily park on property authorized by motion of the City Council for that use. For purposes of this provision, the term “vehicle” includes a car, camper, or trailer. Depending on the size of the property, the City Council may authorize the co-location of multiple groups. In addition

to any conditions imposed by the City Council at the time of site approval to address site-specific issues, all Safe Parking sites authorized and established pursuant to this Ordinance shall have adequate garbage collection, toilets, handwashing stations, and potable water, with a goal of providing renewable power at all sanctioned sites.

Safe Tent Sites. Notwithstanding any other provision of the Eugene Code, 1971, a group of up to 40 tents, or approved hut-structures, being used for overnight sleeping may be temporarily erected on property authorized by motion of the City Council for that use. Depending on the size of the property, the City Council may authorize the co-location of multiple groups. In addition to any conditions imposed by the City Council at the time of site approval to address site-specific issues, all Safe Tent sites authorized and established pursuant to this Ordinance shall have adequate garbage collection, toilets, handwashing stations, and potable water, with a goal of providing renewable power at all sanctioned sites.

Section 2. When a Safe Parking site is authorized and established pursuant to this Ordinance, those vehicles unlawfully parked on City right-of-way in West Eugene shall be prioritized for occupying spaces at the Safe Parking site. When a Safe Tent site is authorized and established pursuant to this Ordinance, those tent campers at 13th and Chambers and in Washington-Jefferson Park shall be prioritized for occupying spaces at the Safe Tent site.

Section 3. The City Manager may adopt rules pursuant to EC 2.019 to regulate the Safe Parking sites and Safe Tent sites established pursuant to this Ordinance.

Section 4. This Ordinance shall sunset and be repealed on May 1, 2023, unless extended or made permanent by future Council action.

Section 5. Due to the immediate need to address the significant increase in vehicular living and unsanctioned erection of tent camps occurring throughout the community by establishing lawful sites to park vehicles or erect tents, an emergency is declared to exist that cannot be addressed by the ordinance adoption procedures in Section 28(1) of the Eugene Charter of 2002. Prior to the adoption of this Ordinance, the City Council unanimously agreed to proceed with consideration of this Ordinance with an abbreviated notice of the public hearing date.

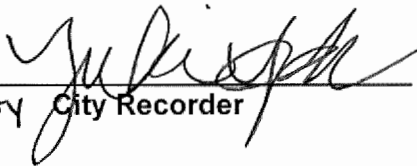
Section 6. As this matter has been declared an emergency, pursuant to the provisions of Section 32(2) of the Eugene Charter of 2002, with the affirmative vote of two-thirds of the

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.

Section 7. The City Recorder, at the request of, or with the consent of the City Attorney, is authorized to administratively correct any reference errors contained herein, or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.

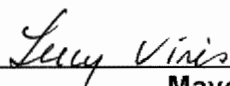
Passed by the City Council this

28th day of April, 2021


Deputy City Recorder

Approved by the Mayor this

30 day of April, 2021


Mayor