

ANNOTATED MINUTES

Tuesday, March 5, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

BOARD BRIEFINGS

Chair Beverly Stein convened the meeting at 9:32 a.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present.

- B-1 Department of Community and Family Services, Community Action Program Office Update on Recommendation of Men's Housing Facility Programming Task Force to Portland City Council. Presented by Rey España.

REY ESPAÑA, DAVID NEMO AND STEVE RUDMAN PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.

- B-2 Girlz in the Hood Video Presentation by Diane Feldt, Director, North Portland Youth and Family Center.

DIANE FELDT, SANDRA JOHNSON AND REGENA WARREN PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION.

There being no further business, the meeting was adjourned at 11:04 a.m.

Thursday, March 7, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland

REGULAR MEETING

Chair Beverly Stein convened the meeting at 9:34 a.m., with Vice-Chair Dan Saltzman, Commissioners Sharron Kelley, Gary Hansen and Tanya Collier present.

CONSENT CALENDAR

***UPON MOTION OF COMMISSIONER HANSEN,
SECONDED BY COMMISSIONER KELLEY, THE
CONSENT CALENDAR (ITEMS C-1 THROUGH C-6)
WAS UNANIMOUSLY APPROVED.***

NON-DEPARTMENTAL

- C-1 Appointment of Leon Fox to the METROPOLITAN HUMAN RIGHTS COMMISSION, Position No. 1
- C-2 Amendment to Intergovernmental Agreement 500096-1 with Portland Development Commission, for Disbursement Services on \$137,500 Bridge Loan to Brentwood-Darlington Community Resource Center Project

SHERIFF'S OFFICE

- C-3 Amendment to Intergovernmental Agreement 800416 with Oregon State Marine Board, Adding \$3,600 for Sheriff's Office River Patrol to Conduct Marine Law Enforcement Activities During Fiscal Year 1995-96
- C-4 Budget Modification MCSO 6 Adding \$3,600 to the Supplies Line Item in the Marine Board Portion of the Sheriff's River Patrol Budget

DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-5 TP 3-95 Hearings Officer Decision APPROVING, With Conditions, Request to Locate Two Modular Classroom Units on Sauvie Island School District Property, 14445 NW CHARLTON

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

- C-6 RESOLUTION Authorizing Designees of the Mental Health Program Director to Direct a Peace Officer to Take an Allegedly Mentally Ill Person into Custody

RESOLUTION 96-32.

REGULAR AGENDA

PUBLIC COMMENT

- R-1 Opportunity for Public Comment on Non-Agenda Matters. Testimony Limited to Three Minutes Per Person.

NO ONE WISHED TO COMMENT.

NON-DEPARTMENTAL

- R-2 Request for Approval of Mt. Hood Cable Regulatory Commission
Proposed Budget for Fiscal Year 1996-1997

COMMISSIONER HANSEN MOVED AND COMMISSIONER KELLEY SECONDED, APPROVAL OF R-2. ERNIE BONNER AND MARY BETH HENRY PRESENTATION AND RESPONSE TO BOARD QUESTIONS AND DISCUSSION. MS. HENRY ADVISED SHE WOULD UPDATE BOARD IN RESPONSE TO COMMISSIONER SALTZMAN'S REQUEST FOR CABLE ACCESS TO INMATES DURING CABLE BRIEFING SCHEDULED FOR THURSDAY, MARCH 21, 1996. CABLE BUDGET UNANIMOUSLY APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-3 RESOLUTION Commenting on a Locational Adjustment to the Metro Urban Growth Boundary Requested by the Open Door Baptist Church, Troutdale, Oregon

COMMISSIONER KELLEY MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF R-3. BOB HALL EXPLANATION. PAMELA JENSEN TESTIMONY IN SUPPORT. COMMISSIONER KELLEY COMMENTS IN SUPPORT. RESOLUTION 96-33 UNANIMOUSLY APPROVED.

- R-4 RESOLUTION Accepting the Multnomah County Strategic Plan for Information Technology, Commending the Strategic Planning for Information Technology Team, and Adopting Strategic Goals, Policies and Objectives for Multnomah County Information Technology

COMMISSIONER COLLIER MOVED AND COMMISSIONER SALTZMAN SECONDED, APPROVAL OF R-4. BETSY WILLIAMS PRESENTATION. BOARD COMMENTS IN SUPPORT AND ACKNOWLEDGEMENT OF TEAM EFFORTS. RESOLUTION 96-34 UNANIMOUSLY APPROVED.

DEPARTMENT OF LIBRARY SERVICES

R-5 RESOLUTION Submitting to the Voters in a Countywide Election a
Three Year Rate Based Serial Levy to Fund Library Services

**COMMISSIONER COLLIER MOVED AND
COMMISSIONER KELLEY SECONDED, APPROVAL
OF R-5. COMMISSIONER COLLIER EXPLANATION.
RESOLUTION 96-35 UNANIMOUSLY APPROVED.**

SHERIFF'S OFFICE

R-6 RESOLUTION Submitting to the Voters in a Countywide Election a
Three Year Rate Based Serial Levy to Fund Public Safety Operations

**COMMISSIONER COLLIER MOVED AND
COMMISSIONER SALTZMAN SECONDED,
APPROVAL OF R-6. FOLLOWING DISCUSSION,
COMMISSIONER KELLEY MOVED AND
COMMISSIONER HANSEN SECONDED, APPROVAL
OF AMENDMENT TO SUBSTITUTE THE
FOLLOWING LANGUAGE: "THE NEW LEVY WILL
END THE UNSUPERVISED RELEASE OF
OFFENDERS DUE TO LACK OF JAIL SPACE".
BARBARA SIMON TESTIMONY REGARDING
SHERIFF NOELLE CONCERNS, ADVISING THE
SHERIFF IS ADAMANT ABOUT ENDING THE
UNSUPERVISED EARLY RELEASE OF PRISONERS.
FOLLOWING BOARD DISCUSSION, MS. SIMON
SUGGESTED CORRECTING TYPOGRAPHICAL
ERRORS AND OTHER MINOR WORDSMITHING.
COUNSEL LARRY KRESSEL RESPONSE TO
QUESTION OF CHAIR STEIN. AT CHAIR STEIN'S
REQUEST AND UPON MOTION OF
COMMISSIONER COLLIER, SECONDED BY
COMMISSIONER HANSEN, R-6 WAS
UNANIMOUSLY TABLED TO THE END OF
MEETING IN ORDER TO ALLOW MS. SIMON AND
BOARD STAFF TO MAKE THE APPROPRIATE
CORRECTIONS AND BRING AN AMENDED
DOCUMENT BACK TO THE BOARD FOR FINAL
CONSIDERATION. AT 11:50 AM, CONSIDERATION
OF R-6 WAS RESUMED WHEREIN THE BOARD
WAS FURNISHED COPIES OF AN AMENDED
RESOLUTION. UPON MOTION OF**

**COMMISSIONER KELLEY, SECONDED BY
COMMISSIONER COLLIER, RESOLUTION 96-36
WAS UNANIMOUSLY APPROVED, AS AMENDED.**

NON-DEPARTMENTAL

R-7 Intergovernmental Agreement 500636 with Metro Regional Government
for Phase II, Transfer of Ownership of Regional Parks, Natural Areas,
Golf Courses, Cemeteries, and Trade/Spectator Facilities Presently
Owned by Multnomah County to Metro

**COMMISSIONER COLLIER MOVED AND
COMMISSIONER SALTZMAN SECONDED,
APPROVAL OF R-7. CHAIR STEIN EXPLANATION,
ADVISING COMMISSIONER COLLIER WILL BE
OFFERING A VARIETY OF AMENDMENTS. DAN
OLDHAM TESTIMONY REGARDING SHERIFF'S
OFFICE CONCERNS AND RESPONSE TO BOARD
QUESTIONS. TOM CROPPER TESTIMONY IN
OPPOSITION TO TRANSFER OF EXPO FACILITY.
IN RESPONSE TO A QUESTION OF CHAIR STEIN,
MR. KRESSEL EXPLAINED THE FRIENDS OF THE
FAIR LAWSUIT WAS RESOLVED IN FAVOR OF
THE COUNTY AT THE TRIAL COURT AND IN THE
COURT OF APPEALS, AND ADVISED THE
SUPREME COURT REFUSED TO REVIEW THE
CASE, THUS ENDING THE LITIGATION. METRO
EXECUTIVE OFFICER MIKE BURTON TESTIMONY
IN SUPPORT OF TRANSFER AND RESPONSE TO
BOARD QUESTIONS AND DISCUSSION.
FOLLOWING DISCUSSION, COMMISSIONER
COLLIER MOVED AND COMMISSIONER KELLEY
SECONDED, APPROVAL OF TECHNICAL
AMENDMENTS TO PAGES 3, 5 AND 8 AS
PROPOSED BY METRO AND RECOMMENDED BY
COUNTY COUNSEL. MR. BURTON ADVISED
AMENDMENTS WOULD ALSO BE SUBJECT TO
METRO COUNCIL APPROVAL. TECHNICAL
AMENDMENTS UNANIMOUSLY APPROVED.
COMMISSIONER COLLIER MOVED AND
COMMISSIONER HANSEN SECONDED, APPROVAL
OF AMENDMENT TO PAGE 10 REGARDING
COUNTY'S DUTY OF INDEMNIFICATION NOT
EXTENDING BEYOND A MAXIMUM OF \$50,000 TO
ANY POLLUTION CONDITION, CONTAMINATION,**

FUEL LEAK, DISCHARGE OR RELEASE OF TOXIC MATERIALS OR HAZARDOUS SUBSTANCES AS DEFINED IN LAW. BOARD DISCUSSION. MR. BURTON AND DAVE BOYER RESPONSE TO BOARD QUESTIONS AND DISCUSSION.. MR. BURTON AND CONVENTION CENTER DIRECTOR JEFFREY BLOSSER RESPONSE TO BOARD QUESTIONS CONCERNING SMITHSONIAN EXHIBIT AND CONSTRUCTION BUDGET. COMMISSIONER KELLEY DISCUSSED HER CONCERNS REGARDING PROVISIONS FOR COUNTY FAIR AND GREENSPACE ACQUISITION ISSUES. INDEMNIFICATION AMENDMENT APPROVED, WITH COMMISSIONERS HANSEN, COLLIER, SALTZMAN AND STEIN VOTING AYE, AND COMMISSIONER KELLEY VOTING NO. COMMISSIONER COLLIER MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF AMENDMENT TO REVERSIONARY CLAUSE PAGE 5, AS FOLLOWS: "WITH RESPECT TO TRANSFERRED PARKS, THE DEEDS SHALL INCLUDE REVERSIONARY RIGHTS IN COUNTY IN THE EVENT THE LAND CEASES TO BE USED FOR PARK PURPOSES, NOT INCLUDING THE EXCHANGE OR SALE OF THE PROPERTIES KNOWN AS _____ OR _____ AND UTILITY/INFRASTRUCTURE EASEMENTS SO LONG AS THESE ACTIONS ARE FOR A PUBLIC PURPOSE AND ENHANCE THE ENTIRE PARK SYSTEM." MR. BURTON COMMENTS IN SUPPORT. REGIONAL PARKS AND GREENSPACES DIRECTOR CHARLES CIECKO ADVISED THE TWO PROPERTIES ARE KNOWN AS MASON HILL AND BELLVIEW POINT, AND COMMENTED IN SUPPORT OF REVERSIONARY CLAUSE. MR. CIECKO EXPRESSED CONCERNS REGARDING CERTAIN PROVISIONS OF THE BLUE LAKE PARK MASTER PLAN AND RESPONDED TO BOARD QUESTIONS AND DISCUSSION. MR. KRESSEL AND CHAIR STEIN RESPONSE TO QUESTION OF COMMISSIONER COLLIER. COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED AN AMENDMENT "NOT INCLUDING THE EXCHANGE OR SALE OF PROPERTIES KNOWN AS MASON HILL OR BELLVIEW POINT,

AND OTHER PROPERTIES CONSISTENT WITH THE BLUE LAKE PARK MASTER PLAN." BOARD, MR. BURTON AND MR. KRESSEL COMMENTS AND DISCUSSION. COMMISSIONER COLLIER ADVISED SHE WITHDRAWS HER PREVIOUS REVERSIONARY CLAUSE AMENDMENTS. COMMISSIONER COLLIER MOVED, SECONDED BY COMMISSIONER KELLEY, APPROVAL OF THE FOLLOWING AMENDMENT TO THE REVERSIONARY CLAUSE ON PAGE 5: "TRANSFERRED PARKS SHALL BE USED SOLELY FOR PARK PURPOSES UNLESS THE BOARD OF COUNTY COMMISSIONERS APPROVES ANOTHER PUBLIC USE FOR A SPECIFIC PROPERTY." MR. KRESSEL RESPONSE TO QUESTION OF CHAIR STEIN. BOARD DISCUSSION. MR. BURTON, BOARD AND MR. KRESSEL COMMENTS AND DISCUSSION. CHAIR STEIN ADVISED HER INTENT IS THAT IF METRO IS GOING TO PROPOSE TO SELL OR TRADE PARK LAND FOR ANY USE, THAT THEY WOULD ADVISE US, CONSULT US, AND HAVE A PUBLIC HEARING BEFORE THAT TRADE OR SALE OCCURRED. FOLLOWING COUNSEL AND BOARD CONSENSUS, COMMISSIONER COLLIER MOVED AND COMMISSIONER HANSEN SECONDED, APPROVAL OF THE FOLLOWING AMENDMENT TO THE REVERSIONARY CLAUSE ON PAGE 5: "IF METRO PROPOSES TO SELL OR TRADE PARK LANDS, IT WOULD BE IN CONSULTATION WITH MULTNOMAH COUNTY AND AFTER A PUBLIC HEARING WAS HELD BY METRO." AMENDMENT UNANIMOUSLY APPROVED. COMMISSIONER SALTZMAN COMMENTS IN SUPPORT. CHAIR STEIN, COMMISSIONER COLLIER, COUNSEL MATT RYAN, FINANCE DIRECTOR DAVE BOYER, MR. CIECKO AND MR. BURTON EXPLANATION IN RESPONSE TO MR. OLDHAM'S CONCERNS, ADVISING MARINE BOARD FUNDS FOR OPERATION OF RIVER PATROL; MARINE FUEL TAX FUNDS FOR RECREATIONAL BOATING FACILITIES; AND COUNTY MAINTENANCE OF SHERIFF'S RIVER PATROL FACILITIES WILL CONTINUE AS USUAL AFTER THE TRANSFER. IN RESPONSE TO A

QUESTION OF MR. OLDHAM, MR. CIECKO ADVISED METRO WILL CONTINUE TO PAY ITS PRO RATA SHARE OF CAPITAL COSTS AND ANNUAL SERVICE FEES ASSOCIATED WITH USE OF BOEC 9-1-1 EMERGENCY RADIO SYSTEM. BOARD COMMENTS IN SUPPORT OF TRANSFER AGREEMENT UNANIMOUSLY APPROVED, AS AMENDED.

R-8 First Reading of an ORDINANCE Amending Multnomah County Code Chapter 5.50.050 (Transient Lodging Tax) to Allow Certain Tax Receipts to be Used to Finance Construction of a New Hall at the Expo Center

ORDINANCE READ BY TITLE ONLY. COPIES AVAILABLE. COMMISSIONER COLLIER MOVED AND COMMISSIONER KELLEY SECONDED, TO CONTINUE THE FIRST READING FOR ONE WEEK UNTIL THE ISSUE OF OWNERSHIP OF EXPO IS SETTLED. COMMISSIONER COLLIER COMMENTS IN SUPPORT OF HER MOTION. MR. KRESSEL AND MR. BURTON RESPONSE TO BOARD DISCUSSION. MR. BURTON TESTIMONY IN SUPPORT. TOM CROPPER TESTIMONY IN OPPOSITION. COMMISSIONERS COLLIER AND KELLEY WITHDREW THEIR MOTION AND SECOND. UPON MOTION OF COMMISSIONER HANSEN, SECONDED BY COMMISSIONER SALTZMAN, THE FIRST READING WAS UNANIMOUSLY APPROVED. SECOND READING THURSDAY, MARCH 14, 1996.

There being no further business, the meeting was adjourned at 11:52 a.m.

OFFICE OF THE BOARD CLERK
FOR MULTNOMAH COUNTY, OREGON



Deborah L. Bogstad



MULTNOMAH COUNTY OREGON

OFFICE OF THE BOARD CLERK
SUITE 1510, PORTLAND BUILDING
1120 SW FIFTH AVENUE
PORTLAND, OREGON 97204
CLERK'S OFFICE • 248-3277 • 248-5222
FAX • (503) 248-5262

BOARD OF COUNTY COMMISSIONERS		
BEVERLY STEIN •	CHAIR	•248-3308
DAN SALTZMAN •	DISTRICT 1	• 248-5220
GARY HANSEN •	DISTRICT 2	•248-5219
TANYA COLLIER •	DISTRICT 3	•248-5217
SHARRON KELLEY •	DISTRICT 4	•248-5213

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

MARCH 4, 1996 - MARCH 8, 1996

Tuesday, March 5, 1996 - 9:30 AM - Board Briefings Page 2

Thursday, March 7, 1996 - 9:30 AM - Regular Meeting.....Page 2

*Thursday Meetings of the Multnomah County Board of Commissioners
are *cablecast* live and taped and can be seen by Cable subscribers in Multnomah
County at the following times:*

Thursday, 9:30 AM, (LIVE) Channel 30

Friday, 10:00 PM, Channel 30

Sunday, 1:00 PM, Channel 30

Produced through Multnomah Community Television

*INDIVIDUALS WITH DISABILITIES MAY CALL THE OFFICE OF THE BOARD
CLERK AT 248-3277 OR 248-5222, OR MULTNOMAH COUNTY TDD PHONE 248-
5040, FOR INFORMATION ON AVAILABLE SERVICES AND ACCESSIBILITY.*

AN EQUAL OPPORTUNITY EMPLOYER

*Tuesday, March 5, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

BOARD BRIEFINGS

- B-1 Department of Community and Family Services, Community Action Program Office Update on Recommendation of Men's Housing Facility Programming Task Force to Portland City Council. Presented by Rey España. 45 MINUTES REQUESTED.*
- B-2 Girlz in the Hood Video Presentation by Diane Feldt, Director, North Portland Youth and Family Center. 45 MINUTES REQUESTED.*
-

*Thursday, March 7, 1996 - 9:30 AM
Multnomah County Courthouse, Room 602
1021 SW Fourth, Portland*

REGULAR MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

- C-1 Appointment of Leon Fox to the METROPOLITAN HUMAN RIGHTS COMMISSION, Position No. 1*
- C-2 Amendment to Intergovernmental Agreement 500096-1 with Portland Development Commission, for Disbursement Services on \$137,500 Bridge Loan to Brentwood-Darlington Community Resource Center Project*

SHERIFF'S OFFICE

- C-3 Amendment to Intergovernmental Agreement 800416 with Oregon State Marine Board, Adding \$3,600 for Sheriff's Office River Patrol to Conduct Marine Law Enforcement Activities During Fiscal Year 1995-96*
- C-4 Budget Modification MCSO 6 Adding \$3,600 to the Supplies Line Item in the Marine Board Portion of the Sheriff's River Patrol Budget*

DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-5 *TP 3-95 Hearings Officer Decision APPROVING, With Conditions,
Request to Locate Two Modular Classroom Units on Sauvie Island
School District Property, 14445 NW CHARLTON*

DEPARTMENT OF COMMUNITY AND FAMILY SERVICES

- C-6 *RESOLUTION Authorizing Designees of the Mental Health Program
Director to Direct a Peace Officer to Take an Allegedly Mentally Ill
Person into Custody*

REGULAR AGENDA

PUBLIC COMMENT

- R-1 *Opportunity for Public Comment on Non-Agenda Matters. Testimony
Limited to Three Minutes Per Person.*

NON-DEPARTMENTAL

- R-2 *Request for Approval of Mt. Hood Cable Regulatory Commission
Proposed Budget for Fiscal Year 1996-1997*

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-3 *RESOLUTION Commenting on a Locational Adjustment to the Metro
Urban Growth Boundary Requested by the Open Door Baptist Church,
Troutdale, Oregon*
- R-4 *RESOLUTION Accepting the Multnomah County Strategic Plan for
Information Technology, Commending the Strategic Planning for
Information Technology Team, and Adopting Strategic Goals, Policies
and Objectives for Multnomah County Information Technology*

DEPARTMENT OF LIBRARY SERVICES

- R-5 *RESOLUTION Submitting to the Voters in a Countywide Election a
Three Year Rate Based Serial Levy to Fund Library Services*

SHERIFF'S OFFICE

- R-6 *RESOLUTION Submitting to the Voters in a Countywide Election a
Three Year Rate Based Serial Levy to Fund Public Safety Operations*

NON-DEPARTMENTAL

- R-7 *Intergovernmental Agreement 500636 with Metro Regional Government
for Phase II, Transfer of Ownership of Regional Parks, Natural Areas,
Golf Courses, Cemeteries, and Trade/Spectator Facilities Presently
Owned by Multnomah County to Metro*
- R-8 *First Reading of an ORDINANCE Amending Multnomah County Code
Chapter 5.50.050 (Transient Lodging Tax) to Allow Certain Tax Receipts
to be Used to Finance Construction of a New Hall at the Expo Center*

MEETING DATE: MAR 05 1996

AGENDA #: B-1

ESTIMATED START TIME: 9:30

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: Permanent Homeless Facility

BOARD BRIEFING: DATE REQUESTED: 3/5/96

REQUESTED BY: Rey España

AMOUNT OF TIME NEEDED: 45 min.

REGULAR MEETING: DATE REQUESTED: _____

AMOUNT OF TIME NEEDED: _____

DEPARTMENT: Community & Family Svc DIVISION: _____

CONTACT: Rey España TELEPHONE #: 248-3999 ext. 2701
BLDG/ROOM #: 166/500

PERSON(S) MAKING PRESENTATION: Rey España

ACTION REQUESTED:

☐ INFORMATIONAL ONLY ☒ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

SUGGESTED AGENDA TITLE:

Update on recommendation of Men's Housing Facility Programming
Task Force to City Council

SIGNATURES REQUIRED:

ELECTED
OFFICIAL: _____
(OR)
DEPARTMENT
MANAGER: Lorenzo Poe mls

BOARD OF
COUNTY COMMISSIONERS
96 FEB 27 PM 12 50
MULTNOMAH COUNTY
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277 or 248-5222



MULTNOMAH COUNTY

Department of Community & Family Services

Board Briefing:

March 5, 1996

"The homeless population has grown enormously in the past decade, and it is generally expected that a significant number of homeless people will continue to exist. The number of homeless single adults using the mass shelters had declined during the years just prior to 1993; at the same time, increasing numbers were seen in the areas adjacent to Old Town/China Town (where most of the shelters were located). Beginning in the early 1990's, increased requests for shelter in Old Town came from homeless families with children, due to lack of space at agencies that serve families. Among the factors leading to homelessness are the economy, poverty, domestic violence, immigration, housing loss, mental health institution downsizing, and alcohol and drug abuse/addiction."

-- "How Are We Doing So Far?"; Community and Family Services Division - March 1995



Community Action Program Office (CAPO)

Fiscal Year 1995-1996



MULTNOMAH COUNTY OREGON

DEPARTMENT OF COMMUNITY & FAMILY SERVICES
COMMUNITY ACTION PROGRAM OFFICE (503) 248-3999
421 SW Sixth Avenue, Suite 500
PORTLAND, OREGON 97204-1620
fax # (503) 248-3332

BOARD OF COUNTY COMMISSIONERS
BEVERLY STEIN • CHAIR OF THE BOARD
DAN SALTZMAN • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
TANYA COLLIER • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

MEMORANDUM

TO: Board of County Commissioners

VIA: Lorenzo Poe, Director *Lorenzo Poe*
Department of Community & Family Services

FROM: Rey España, Manager *Rey España*
DCFS Community Action Program Office

DATE: February 26, 1996

RE: Update on recommendation of Men's Housing Facility Programming Task Force to City Council

Background

In November of 1993, the County's Housing and Community Services Division published the "Strategy for Serving Homeless Single Adults in Portland/Multnomah County, Oregon". The Strategy (subsequently called the Reconfiguration Plan) was developed through a community planning process involving shelter residents, City and County staff, work groups addressing issues of several homeless populations and representatives from the Homeless Advisory Committee, Community Action Commission, Funders Advisory Committee, Community Action Service Providers and the Housing and Community Development Commission. The Strategy, which was formally adopted by the City of Portland and Multnomah County, reaffirmed that the County is the lead planning entity for Homeless Service development and coordination.

In July 1995, the Portland City Council passed Resolution No. 35422 (see p. 4). As a result, the Portland Development Commission (PDC) was charged as the City's lead agency to manage the siting and development of permanent men's housing facilities to replace the temporary homeless shelter (SHAC), following its scheduled closure in spring 1998. PDC formed the Men's Housing Facility Programming Task Force to develop recommendations to achieve these objectives.

Men's Housing Facility Programming Task Force

► The Task Force was presented with a recommendation by the County, following review and support by the community (see p. 25). It remains the option most consistent with the original vision and principles of shelter reconfiguration. (See Scenario 1 on p. 27,

hereafter referred to as Model A)

- ▶ During the process of discussion and debate at the Task Force, an alternative was introduced (see Model B on p. 9).
- ▶ In the course of further deliberations of the Task Force, three other modifications of Model B were developed, each with a slight variation. The task force majority position favored Model B-2 (see pp. 12-13); however, participants expressed a significant caveat in stipulating that funds for both development and operation of the facility would come from the City, and from new funding, and would not be taken from another human service area. *Note - The position I took was to state that the County was not in a position to commit additional funding for a second shelter (projected operating shortfall of approximately \$400,000).*

Implementation Issues

- ▶ Is the recommended model operationally and programmatically feasible; does it make sound economic sense? Is it consistent with early evaluation data from the County's SHAC? Are there other barriers?
- ▶ Is the development of a second facility for single homeless men the highest priority for limited development and operating capital? If yes;
- ▶ Should a second facility be developed within the context of the Shelter Reconfiguration Plan, utilizing the same goals and principles, or factoring some other policy considerations (e.g., community/business interests and impacts, neighborhood/community impacts, concerns of homeless advocates, pursuing a strategy of building up the inventory of shelter beds because of perceived unmet need for the most visible segment of the homeless population)?
- ▶ Is this planned response by the City consistent with available data and trends?
- ▶ What is the appropriate County response to the City, with respect to County priorities?

Concerns

- ▶ The projected shortfall for operating a 45 bed "SHAC II" is approximately \$400,000.
- ▶ There appears to be significant opposition from neighborhood associations for another shelter to be sited in the inner southeast neighborhoods. A land use hearings process would most likely be enacted, which could result in significant delays in siting a facility currently slated for spring 1998.
- ▶ Programming model effectiveness (SHAC I); early indicators reflect two concerns:
 - 1) access to housing;
 - 2) undocumented immigrants.
- ▶ A permanent winter solution is required. The proposed recommendation may address this concern, although there will still be additional costs associated.
- ▶ The proposed recommendation may not be compatible with recent St. Francis hearings, and may further aggravate a difficult situation.
- ▶ Other homeless populations may be in line for higher-priority consideration.
- ▶ Early indications for priority program development are for a Hispanic Men's program and an employment program.

MEMORANDUM

DATE: February 20, 1996

TO: Men's Housing Facility Programming Task Force

FROM: David Nemo, Project Manager
(dbn95.017)

SUBJECT: FINAL REPORT - ADVANCE COPY

I am forwarding you an Advance Copy of the Final Report I have prepared recounting the deliberations and actions of the Task Force. If you have any questions or comments, or note any typos, please give me a call.

With this copy I am only including as attachments the three submissions received from Task Force members (to date) and an updated support matrix. The other attachments that will be included with the Final Report are all documents you have already received.

I will be declaring this report 'final' on March 1, at which time PDC's Executive Director and Chairman will review the report and forward to City Council.

On March 5 we will be briefing City Council Executive Assistants on your recommendations, and presumably a decision will be made at that time on the process and timing for City Council consideration. I will advise you of the process as soon as this issue is resolved.

Carl B. Talton
Chairman

Gale Castillo
Commissioner

John D. Eskildsen
Commissioner

Vern B. Ryles
Commissioner

E. Kay Stepp
Commissioner

Vera Katz
Mayor

Janet S. Burreson
Executive Director

Main Office
1120 S.W. Fifth Avenue
Suite 1100
Portland, OR 97204
503/823-3200
FAX 503/823-3368

Eastside Office
1425 N.E. Irving
Suite 200
Portland, OR 97232
503/823-3400
FAX 503/823-3435

TDD 503/823-6868



Men's Housing Facility Programming Task Force

Final Report

DRAFT

Prepared By

**Portland Development Commission
Michelle Haynes, Director of Housing
David Nemo, Project Manager**

February __, 1996

EXECUTIVE SUMMARY

At the direction of the Portland City Council, the Portland Development Commission assembled a diverse task force — representative of Central City neighborhoods and businesses, public policy and funding agencies, and homeless housing/service providers and advocates — to study and recommend what type of facilities for single adult men the city should develop to replace the temporary homeless shelter at Union Station, and to complete implementation of the Shelter Reconfiguration Plan.

The **Men's Housing Facility Programming Task Force** held four meetings between November 1995 and January 1996 during which they reviewed the *City/County Housing and Service System Plan for Homeless Single Adults*, the *Shelter Reconfiguration Plan*, community and neighborhood impacts and concerns, and a recommended programming option offered by the Multnomah County Community Action Commission.

The result of their review and discussion of this information was overwhelming support for a recommendation to:

1. **Develop 90 new permanent affordable housing units.**
2. **Utilize 90 units of existing emergency and transitional housing facilities as temporary housing for single men.**
3. **Convert the Glisan Street Facility to a 45 bed men's basic shelter, with winter overflow capacity for an additional 45.**
4. **Site and develop in Portland's Eastside a 45 bed men's basic shelter, with winter overflow capacity for an additional 45.**
5. **Implement items 1-4 of this recommendation with the assurance that funds used to develop and operate these specific housing facilities will not compete with or deplete other sources of funds for affordable housing development or housing services.**

The Task Force noted that this model would lessen the impact on any single neighborhood, and that two shelters would provide the system with some flexibility regarding programming and potential capacity for winter shelter.

The major disadvantage noted was the cost of development and ongoing operations of a second men's shelter.

INTRODUCTION

In July 1995 the Portland City Council ("Council") with adoption of Resolution No. 35422:

...committed to providing for the immediate needs of the homeless as well as ensuring that a long-term solution to the problem is found through the implementation of the Shelter Reconfiguration Plan ... and ... to proceed with all necessary actions to fund, site and develop permanent facilities for the homeless in alternate locations, outside of the River District.

This Resolution also designated the Portland Development Commission ("Commission") as the lead agency to manage the siting and development of permanent men's housing facilities to replace the temporary homeless shelter being constructed near Union Station.

To assist in this effort, the Council specifically directed that the Commission:

As part of the design process ... convene a group of experts and community partners to determine how best to split the basic shelter and transitional housing functions outlined in the Shelter Reconfiguration Plan between the new facility and the Glisan Service Center...

Subsequently, this group, the **Men's Housing Facility Programming Task Force** (eventually to consist of 18 representatives; see attachment __), has held four meetings at which various information was presented, analyzed and discussed by the Task Force related to two basic questions:

1. **What type of housing facility, in accordance with the Shelter Reconfiguration Plan, should be developed as a permanent replacement for the temporary homeless shelter?**
2. **What type of housing should be provided at the Glisan Service Center?**

This report summarizes the information, issues and concerns considered by the Task Force during their deliberations on these questions which resulted in the specific recommendations presented in this document.

BACKGROUND

The City of Portland and Multnomah County for the past several years have jointly coordinated the planning and delivery of shelter, services and housing for homeless persons. In May 1993, a planning model for a restructured system of shelter, services and housing for homeless single adults in Portland's Central City was approved by these two jurisdictions. A subsequent implementation plan was developed and approved in December 1993. Together, these two documents form a 'Strategy' for serving homeless single adults.

The shelter component of this Strategy ("Shelter Reconfiguration Plan") called for a reconfiguration and downsizing of the publicly funded basic shelter capacity, at that time consisting of approximately 300 beds (Glisan Street Service Center - 150 beds; Recovery Inn - 150 beds) to:

- A facility for **chronically mentally ill** (\pm 50 beds on one site)
- A facility for **women** (\pm 48 beds on one site)
- One or more facilities for **men** (\pm 180 beds on one or two sites)

Portland's Strategy for homeless single adults assumes the movement of homeless people from a basic shelter to temporary housing to permanent housing. Shelters are not intended to be permanent residences — but to serve as a supportive beginning point for an individual desiring to progress along this housing continuum toward permanent housing.

With facilities for chronically mentally ill and homeless women currently under development by the city, permanent facilities to accommodate homeless men remain the final piece of the community's Strategy for serving homeless single adults.

This Task Force was, in essence, responsible for considering and making a recommendation to the Commission on what type of 180 beds for homeless adult males would best meet the objectives of the Shelter Reconfiguration Plan.

As a beginning point, in August 1995 the Commission asked the Multnomah County Community Action Commission ("CAC"), with involvement of the Homeless Advisory Committee ("HAC"), to provide a recommendation on what type of 180 housing units they would suggest be developed to implement the Shelter Reconfiguration Plan and the Council's directive regarding replacement of the temporary homeless shelter.

The CAC delivered their recommendation to the Commission on October 16, 1995, and it became the starting point of the Task Force's discussion.

November 13, 1995

As background for their work, the Task Force received information on the *Housing and Service System Plan for Homeless Single Adults* (see attachment __) that has jointly been developed by the City of Portland and Multnomah County. This Plan outlines how public resources (i.e., facilities and services) should be directed towards the prevention and resolution of homelessness.

The Multnomah County Community Action Commission offered their recommendation (in effect, a ratification of a recommendation they received from the Homeless Advisory Committee) to the Task Force (see attachment __) —

1. 90 units of new permanent housing for men or women be developed.
2. 90 units of temporary housing for men be provided from existing emergency/transitional housing stock.
3. 90 units of basic shelter be provided at the Glisan Street Service Center.
4. Other system components will be in place (i.e., single women's shelter and shelter for chronically mentally ill persons).
5. That the Task Force recommendation include a plan for permanent winter overflow shelter.

During the presentation and discussion of the CAC recommendation, the Task Force identified numerous issues and concerns which they wished to have clarified. In summary, they followed these themes —

- Clarification of terminology.
- Understanding of how the overall public system for serving homeless individuals would function and be managed.
- Understanding of who is served and not served by public and private facilities; including winter overflow.
- Comparison of different scenarios considered by Multnomah County CAC.
- Status of current winter overflow shelter plan/capacities.
- What might 90 beds of permanent housing look like.

November 27, 1995

With clarification on these issues (see attachment __), the Task Force discussed more thoroughly the recommendation of the Multnomah County CAC, with a particular focus on —

- What the character of the Glisan Street Service Center would be and how that would differ from current status.

In this scenario, Glisan Street would become the sole location of public basic shelter for men (resembling the newly opened temporary S.H.A.C facility). It's current role of providing temporary housing for women would be transferred to the new women's facility when it comes on-line in 1996, and temporary housing for men shifted to existing emergency/transitional housing facilities (e.g., Estate, Shoreline).

- What the programming character of the Glisan Street Service Center would be.

This site would be the entry point for single adult men wanting to get off the streets and take advantage of public services to help resolve issues and barriers to obtaining permanent housing. It's operation would resemble the newly opened temporary S.H.A.C. where initial client assessment and evaluation is performed, and clients are provided temporary shelter for up to 30 days until temporary or permanent housing is arranged. No alcohol or drugs would be allowed on the premises, but persons using (but not obviously intoxicated) may be admitted. Clients would have 24 hour access to the facility, eliminating outside queuing.

- How this scenario would further objectives of the Housing and Services System Plan for Homeless Single Adults and the Shelter Reconfiguration Plan.

This scenario would concentrate all funds on developing new permanent housing which experts assert is the key to persons resolving their homeless situation. The Glisan Street Service Center is suitable without modification to serve as a basic shelter, and operations of one men's shelter is within the financial capacity of Multnomah County.

This scenario would not distribute men's homeless shelter beds or services to other areas of the Central City, and would not provide any winter shelter capacity in recommended facilities.

- What impact this scenario would have on the Oldtown and Eastside Neighborhoods.

Business owners and residents from Oldtown expressed concern that their neighborhood continues to be the center of homeless and social services in the Central City. Eastside representatives were also concerned about potential concentration of homeless in their neighborhood, as well as how a shelter would be operated.

As Task Force Members were polled on their support for this recommendation, two things were very clear:

1. *That there was general consensus of support among service providers and homeless interests for the recommendation offered by the Multnomah County CAC.*
2. *That this support was most directly related to the desire for developing new permanent housing and the concern that any other option (i.e., development / operation of another shelter) would potentially require diverting public funds from other housing development or service programs.*

As a result of this discussion, the Task Force felt it important to spend some time considering —

- Neighborhood, business and community concerns about a shelter sited in their vicinity.
- How to incorporate the needs of the neighborhood, business and community into the design of the homeless system.

December 11, 1995

In a difficult but productive exercise, the Task Force explored other possible solutions regarding the type and distribution of homeless shelters and housing in the context of "what's best for the community," and in particular, the neighborhoods where such facilities might be located.

At this time, an alternative plan was offered for consideration by Joseph Middleton, a Task Force Member. This plan was similar to that proposed by the CAC except that the 90 basic shelter beds would be divided —

- 45 beds at Glisan Street Service Center
- 45 beds at new facility located in Central Eastside.

The major advantages noted of this model were that —

- Smaller shelters would lessen the impact on any single neighborhood.
- Two shelters would provide the system with some flexibility regarding programming and potential capacity for winter shelter.

The major disadvantage noted was the cost of development and ongoing operations of a second men's shelter.

There was general agreement that this alternative model (with two smaller shelters) might be a better programming solution for implementation of the Strategy — provided permanent housing was still part of the plan — but that the added expense would be a significant issue.

At this point the Task Force agreed that they would focus their final deliberations on these two models:

Model A

- Construct 90 new permanent housing units for men or women
- Set aside 90 units of temporary housing from existing facilities providing emergency and transitional housing.
- Convert the Glisan Street facility into a 90 bed basic men's shelter.

Model B

- Construct 90 new permanent housing units for men or women
- Set aside 90 units of temporary housing from existing facilities providing emergency and transitional housing.
- Convert the Glisan Street facility into a 45 bed basic men's shelter with capacity for an extra 45 beds in winter.
- Develop a new 45 bed basic men's shelter with capacity for an extra 45 beds in winter in the Central Eastside.

The Task Force then requested that additional information on the development and operating costs of these alternative models be generated.

January 29, 1996

Based on many assumptions (e.g., building size, location, shelter programming, operating staff size) these two models were priced out, revealing these not unexpected estimates (see attachment __) —

Model A would cost approximately:

- \$4,800,000 to develop/construct.
- \$420 - 480,000 in net annual operating costs.

Model B would cost approximately:

- \$6,100,000 to develop/construct.
- \$840 - 960,000 in net annual operating costs.

To try and establish what additional community benefits might be attained through the more expensive Model B, Task Force members offered individual opinions (shown below) on what unique advantages and drawbacks they believed accompanied each model. *[Note: It is important to note that the comments resulting from this 'brainstorming' may or may not be accurate and some may hold true for both models, but were only listed for one.]*

Model A Advantages	Model B Advantages
<ul style="list-style-type: none">• Less expensive• Continuum of services• Consistent with Shelter Reconfiguration Plan• Requires less staff• Provides more permanent housing• More fully uses already existing facility (Glisan St.); just rehabilitated with public funds.	<ul style="list-style-type: none">• Provides capacity for winter overflow• Opportunity for improved, more resources• Avenue to use a different model• Creates jobs• Disperses impacts• Can address homeless camper's issues• Potential for increased capacity

Model A Drawbacks	Model B Drawbacks
<ul style="list-style-type: none"> • Doesn't provide for winter overflow • More difficult to manage • Concentration of impacts in Oldtown • Less accessible • Limited programming and service flexibility • Not consistent with commitments related to closing of S.H.A.C 	<ul style="list-style-type: none"> • Inadequately responds to winter overflow • More expensive • Serves less people • Difficulty of siting • Disperses impacts • Under-utilization of Glisan St. facility

When considering these two models and the perceived advantages/drawbacks, Task Force members and public guests offered these points —

Model A is more affordable and accessible.

There may be advantages to have two shelters, but these advantages seem overshadowed by cost.

In five years operation costs will total over \$2 million dollars.

Neither Model adequately addresses issues.

The City is currently paying \$150,000 to private agencies for winter shelter.

We realistically need 250 - 300 shelter beds a night in the winter.

It would be nice to defer a decision until April when there will be more / better information on the success / problems at the S.H.A.C.

The impending loss of federal Section 8 rent subsidized housing units in the city will result in the loss of affordable housing and more difficulty in finding housing for homeless persons.

This still doesn't completely or adequately address a permanent winter shelter plan.

Combine 90 units of permanent housing with winter shelter.

Need to sell to community.

Operating gaps already exist.

This is an unfair balance of resources being spent on single population.

At this moment there are no vacancies in town for less than \$256/mo.

Following this discussion, there were offered some modifications to the original Models A and B — and agreement that the Task Force would measure it's support for four different Options. Below is a listing of the four options voted on, and the resultant vote (see attachment ____). [Note: Each Task Force member was allowed to indicate support for as many options as they chose to.]

1. Model A 9 Support 7 Not Support
 - Develop 90 new permanent housing units.
 - Utilize existing housing facilities for 90 temporary units.
 - Convert Glisan Street Center to 90 bed shelter.

2. Model B 7 Support 8 Not Support
 - Develop 90 new permanent housing units.
 - Utilize existing housing facilities for 90 temporary units.
 - Convert Glisan Street Center to 45 bed year-round shelter.
 - additional winter capacity of 45
 - Develop new 45 bed year-round shelter.
 - additional winter capacity of 45

3. Model B-1 3 Support 12 Not Support
 - Develop 90 new permanent housing units.
 - Utilize existing housing facilities for 90 temporary units.
 - Convert Glisan Street Center to 45 bed year-round shelter.
 - Develop new 45 bed year-round shelter.

4. Model B-2 11 Support 4 Not Support
 - Develop 90 new permanent housing units.
 - Utilize existing housing facilities for 90 temporary units.
 - Convert Glisan Street Center to 45 bed year-round shelter.
 - additional winter capacity of 45
 - Develop new 45 bed year-round shelter.
 - additional winter capacity of 45
 - Funds used to develop and operate new housing facilities will not compete with or deplete other sources of funds for affordable housing development or housing services.

After members were polled on these four options, they were asked which of these two models they would prefer:

- 2 **Model A** (number 1 above)
- 10 **Model B-2** (number 4 above) — members supporting Model B-2 indicated that they would support Model A if B-2 were not implemented

The recommendation of the Men's Housing Facility Programming Task Force is therefore that the City Council proceed to:

- 1. Develop 90 new permanent affordable housing units with priority availability for single men and women advancing through the City/County homeless service system.**
- 2. Establish agreements with operators of publicly financed emergency and transitional housing facilities to set aside 90 units to serve as temporary housing for single men advancing through the City/County homeless service system.**
- 3. Convert the operations of the Glisan Street Transitional Housing Facility to a year-round 45 bed men's basic shelter, with winter overflow shelter capacity for an additional 45.**
- 4. Site and develop in Portland's Eastside a year-round 45 bed men's basic shelter, with winter overflow shelter capacity for an additional 45.**
- 5. Implement items 1-4 of this recommendation with the assurance that funds used to develop and operate these specific housing facilities will not compete with or deplete other sources of funds for affordable housing development or housing services.**

Included with this report as attachments __ to __ are comments from Task Force members wishing to express additional opinions or clarify their support for the recommendation of this group.

Men's Housing Facility Programming Task Force

Support for Alternative Recommendations • January 29, 1996

	OPTIONS (described on Page 10-11)				
	1	2	3	4	5
Keith Witcosky	N	Y	N	N	B
Terry Anderson	Y	Y	Y	Y	B
Steve Rudman	Y	Y	N	Y	?
Lt. Pat Ossenkop	N	N	N	Y	B
Rey España	Y	O	O	O	O
Neal Beroz	Y	Y	N	Y	B
Ruth Ann Dodson	N	N	N	Y	B
Richard Harris	Y	N	N	Y	B
Susan Emmons	Y	N	N	N	A
Bob Durston	Y	Y	N	Y	B
Rob Justus	N	Y	N	Y	B
Pauline Jivanjee	Y	N	N	Y	B
Joseph Middleton	O	O	O	O	O
Greg Wentworth	N	N	Y	Y	—
Larry Conrad	Y	N	N	N	A
Rob DeGraff	O	O	O	O	O
Roger Shiels	N	Y	Y	Y	B
Al Jasper	N	N	N	N	?

Y = Yes N = No — = Abstain O = Absent

A = Model A B = Model B-2

Portland State University

P.O. Box 751, Portland, OR 97207-0751

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PORTLAND DEVELOPMENT
COMMISSION

February 12, 1996

David Nemo
Portland Development Commission
1120 SW Fifth Ave., Suite 1100
Portland, OR 97204

Dear David:

RE: Men's Housing Facility Programming Task Force

Thanks for pointing out the error in my fax. I have corrected it and enclose a copy. In reviewing my documents I noticed that you appear to have made the same error in the memo you sent out to Task Force members. On the first page, Model B-2 is described as the model that incorporates capacity for winter shelter, with the requirement that additional funds not be taken from other affordable housing development or housing services. In the matrix on page 3 of your memo, the version that gained most votes is named Model B-4.

Sincerely,



Pauline Jivanjee, Ph.D.
Assistant professor/HAC member

enc.

Portland State University

P.O. Box 751, Portland, OR 97207-0751

February 12, 1996

David Nemo
Portland Development Commission
1120 SW Fifth Ave., Suite 1100
Portland, OR 97204

Dear David:

Re: Men's Housing Facility Programming Task Force

As a member of the Task Force, I would like to take the opportunity to express some comments about the process by which the Task force completed its work and the decision that was made, and to suggest additional recommendations to be included in the Final Report.

I believe the final decision of the majority of Task Force members present at the end of the meeting to support Model B-2, with a reversion to Model A if the additional funds can not be brought in, is a good decision that reconciles the interests of widely divergent interest groups. Both Model A and Model B-2 incorporate 90 units of permanent housing which was the primary concern of the Task Force. Model B-2 offers the opportunity to provide shelter at two different sites, with increased flexibility related to programming, although it is significantly more expensive in terms of capital and operational costs.

As steps are taken to implement the recommendation of the Task Force, the additional funds required to develop and operate a second shelter must NOT be taken from affordable housing or housing services for other low-income population groups. Members of the Multnomah County Homeless Advisory Committee are concerned about the tremendous unmet needs among other homeless and low-income populations such as homeless women, families (including those escaping from domestic violence) and youth. In view of the County's unwillingness to fund a second shelter (as stated at the meeting by Rey Espana), additional funds from other sources will be necessary to pay for Model B-2. If other sources of funds are not forthcoming, we must revert to Model A. This model lacks the advantage of two separate shelter sites (with the possibility of expansion for winter shelter), but it retains the 90 units of permanent housing and is preferable to taking funds from programs for other vulnerable populations.

Both models incorporate 90 units of permanent housing. These are urgently needed in view of the enormous loss of SRO units in the last several years, and particularly the recent losses. Since there was no disagreement among Task Force members about this, and siting should not be a serious problem, work should begin without

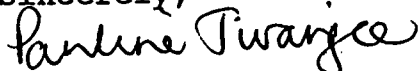
David Nemo
February 12, 1996
Page 2

delay on this part of the Plan, as soon as a developer and funding can be identified.

I understand that the recommendations of the Task Force will be discussed at the next meeting of the Homeless Advisory Committee on February 16, and at the March meeting of the Multnomah County Community Commission. The Commission will take a position on the issue and will send on its recommendation to Council.

In the Final Report of the Task Force, we should draw attention to the fact that while this proposal is a worthy one, it does not add a single additional unit of housing for homeless and low-income single men in Portland. A primary focus of the Shelter Reconfiguration Plan is to expand the low-income housing stock. Again and again in the deliberations of the Task Force, members emphasized the enormous need for affordable permanent housing in the city. The concept of a spectrum of shelter-transitional-permanent housing can only work effectively if there is adequate permanent housing for people to move to as they progress through the spectrum. Therefore, we should include in the Final Report a recommendation that the City make the development of much more affordable housing a top priority. This is in the interests of all segments of the community.

Sincerely,



Pauline Jivanjee, Ph.D.
Assistant professor/HAC member

cc: HAC members



CENTRAL CITY CONCERN

Solutions To Homelessness & Chemical Dependency

February 1, 1996

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Mr. David Nemo, Project Manager
Portland Development Commission
1120 SW Fifth Avenue, Suite 1100
Portland, OR 97204

Dear David,

As a Taskforce member I wish to make some written comments about the work and suggestions of the Taskforce.

1. Clarification of the recommendations is needed. As the meeting was drawing to a close I believe there may have been some confusion as to what we were all agreeing to. It was my understanding that the majority of the group voted for Option B which included 90 units of permanent housing, two 45-bed shelters, one to include the present Glisan Street shelter and the other to be placed on the Eastside, with conditions. These conditions included that the funding for the additional shelter, both the capital costs associated with purchase and construction and with ongoing costs of operations, not compete with social service and low-income housing project funding; and, that the capacity for winter emergency shelter be addressed within the plan. It was my further understanding that if these conditions could not be met that we, meaning all who voted for Option B, would support Option A only.

2. During the course of the taskforce work the number one priority remained the development of 90 units of low income housing. It was the primary focus of the original Shelter Reconfiguration Plan and of Option A and of Option B. Permanent housing was, and is, the number one priority recommendation of the Taskforce. To me this means that the recommendation to develop the housing takes precedent over any new shelter development. In an era of dwindling public resources the commitment to the development of permanent low-income housing is essential. On several occasions taskforce members and guests reiterated that 90 units of housing would not satisfy the housing needs of all of the homeless people in the community. However, the Shelter Reconfiguration Plan to develop a continuum of assessment/triage, emergency and transitional housing leading to permanent housing, is a much better, more effective use of public resources than increasing shelter capacity, even though it did not meet the total housing need.

3. The Shelter Reconfiguration Plan was developed over time involving the best thinking about the needs of homeless people, within the parameters of the guiding principles. This plan was considered by homeless people, housing and service providers, political and community leaders, and by advocates for the homeless. It is well thought out and has stood the test of time and scrutiny by many people. Of particular importance is the value statements that give guidance to the plan. I would very much like to see that the guiding principles of the Shelter Reconfiguration Plan be reiterated as part of the report that accompanies the recommendations of the Taskforce.

Mr. David Nemo
February 1, 1996
Page 2

4. Unfortunately, the Taskforce did not go through a similar process of values clarification. Our work as a taskforce is a reflection of the diverse agendas of the participants. There was some common ground between business and social service/housing providers. There was general agreement that permanent housing was the first priority. However, because the group represented diverse interests and there was not a method of clarifying underlying values there was no consensus about the recommendation. Therefore, the compromise recommendation has such over-arching conditions that it may well be meaningless.

It was clear that the County, as represented by Rey Espana, will not provide the additional operating funds to support the second shelter. This means that either the business community or the City will have to come up with the capital and operational funds for the second shelter and that these funds must come from NEW sources that do not take away from present and future social services and low-income housing programs. The agreement, by the majority of the members present, to support the Shelter Reconfiguration Plan recommendation (Option A) if the conditions attached for funding from new sources can not be guaranteed, is extremely important and pivotal to the work of the group because it is the condition that brought agreement. I cannot and will not support the development of additional shelters if it takes away from needed housing and social services in any way.

6. I realize that not all members were in attendance at the meeting last night. However, most of the participants who have regularly attended meetings were present. It is important that they be able to express their views on the decisions made. I would hope that you are able to note any new observations and comments of non-attending members but that these comments not alter the outcome of the recommendations.

Thank you for respecting my concerns.

Sincerely,



Richard L. Harris
Executive Director

cc: Task Force Members



NORTHWEST PILOT PROJECT, INC.

1137 SW Broadway ■ Portland, OR 97205 ■ PH. 227-5605 ■ FAX 274-8559

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FEB 12 1996

PORTLAND DEVELOPMENT
COMMISSION

February 12, 1996

David Nemo, Project Manager
Portland Development Commission
1120 S.W. Fifth Avenue, Suite 1100
Portland, Oregon 97204

Re: Men's Housing Facility Programming Task Force

Dear David,

Thank you for the opportunity to submit written comments that will be appended to the final report of the Task Force findings and recommendations. My comments are as follows:

PERMANENT HOUSING: The one unanimous conclusion of all the Task Force members is to recommend the development of 90 units of permanent housing for formerly homeless adults. The apartment building will contain 90 studio apartments, will have monthly rents of no more than \$275/mo. (including utilities), and will possibly include some on-site social services for the residents. Our understanding is that the recommendation to develop 90 units of permanent housing takes precedent over any new shelter development.

CITY GOALS FOR REPLACING HOUSING LOST DOWNTOWN: The attached map documents the dramatic loss of housing for single people we have experienced in downtown Portland since 1978. There is a direct correlation between the loss of this housing and the increase of homelessness among singles. Although we have made great strides as a community to increase the stock of affordable housing through the work of the Downtown Housing Preservation Program, we are still 680 units short of the goal established by the City of Portland in the Central City Plan. The 680 unit shortage includes our most recent loss of 51 units when the New Ritz burned.

LOSS OF LOW INCOME HOUSING PROJECTED FOR 1998: Although it was not the charge of the Task Force to make recommendations based on what we know about "endangered housing", it is imperative for City Council to have the "big picture" when they are making decisions on city funding that might commit the City for a long period of time to providing ongoing operating support for an Eastside shelter. The attached list of buildings documents the buildings (and number of units) at risk of losing their subsidies in 1998. We also know as a certainty that we will lose the Danmoore (120 units) in 1998. First Presbyterian Church has given notice to the community of this plan since 1992.



OUTCOME DATA: As a community we are beginning to have better outcome data to share about our programs designed to move people from homelessness to permanent housing stability. For example, we have outcome information on the individuals placed into housing by the Recovery Inn Relocation Project. Of the 23 people at Recovery Inn that Northwest Pilot Project worked with, 17 are still in housing 8 months later. They had lived at the Recovery Inn Shelter for an accumulated 29 years. In today's cost of \$13/per person per bed night that is a community cost of \$137,605 to shelter people that are capable of being in their own housing and paying for it (29 years x 365 nights x \$13.00 per night = \$137,605). I urge you to attach, as an appendix to the report, the county-wide information that Cathy Spofford has collected as follow up to the Recovery Inn Relocation effort. It's important to remember that community leaders thought, before we started the relocation effort, that these people were the most chronic and most difficult individuals in our singles homeless population to serve.

I urge you to include current information from the SHAC on the number of people currently staying there who are working or have steady income. These are people we can get into housing quickly if we have the housing available.

SUCCESSFUL SYSTEM FOR SERVING HOMELESS SINGLES EXISTS

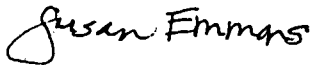
A successful method of ending the homelessness of most homeless single adults now exists. Its success depends on three ingredients: (1) Housing Specialists must be available in our social service agencies to assist homeless adults to move up the housing ladder from shelters to permanent housing. These positions exist in our social service system currently. (2) The Specialists must have the financial resources necessary to accomplish their goal. This includes funds for application fees, security deposits, first and last month's rent, moving expenses, and furniture. These funds make it possible for homeless adults to obtain entry level housing. These funds also currently exist in our social service system and must be preserved. (3) Sufficient permanent housing stock accessible and affordable to formerly homeless adults must exist in our community's housing supply if we are to end the homelessness of the majority of currently homeless adults. All the information we have clearly indicates that our current housing supply is woefully inadequate. The City needs to conduct an aggressive campaign to build apartment complexes all over the city affordable to very low income citizens while preserving the affordable apartment buildings which currently exist. This will make it possible for housing specialists to re-house currently homeless individuals, and to prevent the reoccurrence of homelessness.

It is critical for City Council members to understand our existing continuum of services to homeless singles for them to have an informed debate on what the solutions should be as we plan to close the SHAC in 1998. I urge you to include a service provider, someone who actually does the work, as you present the recommendations and findings of the Task Force. This individual could explain our existing service system and what is currently working and how it works. I recommend you ask Bobby Weinstock to do this. He's been doing this work for 14 years: 8 at Burnside Projects, 6 at N.W. Pilot Project.

OTHER OPTIONS FOR THE USE OF \$420,000 PER YEAR: It was not our charge, nor was the Task Force ever given the opportunity, to discuss other possibilities for the use of \$420,000 in aiding homeless single adults. Here is one possibility: The County will be operating an Intake and Assessment Center in 1998. \$420,000 could provide rental payments of \$350.00 per month for 100 single individuals year round. We could line up apartments in buildings all over the city that would guarantee a rent of no more than \$350 per month including utilities. Through our existing system of Housing Placement Specialists in the County, and coordinated with the Intake and Assessment Center we could conduct a shelter diversion program and place people directly into apartments, case manage them, pay their rent, and come up with a long term housing plan for each individual. This could exist in lieu of an Eastside shelter and would avoid congregating a large number of low income homeless people in one setting. It would have the obvious benefit of saving construction costs and avoiding siting difficulties.

Thanks again for the opportunity to submit comments. I appreciate all the hard work staff have put into facilitating the work of the Task Force.

Sincerely,



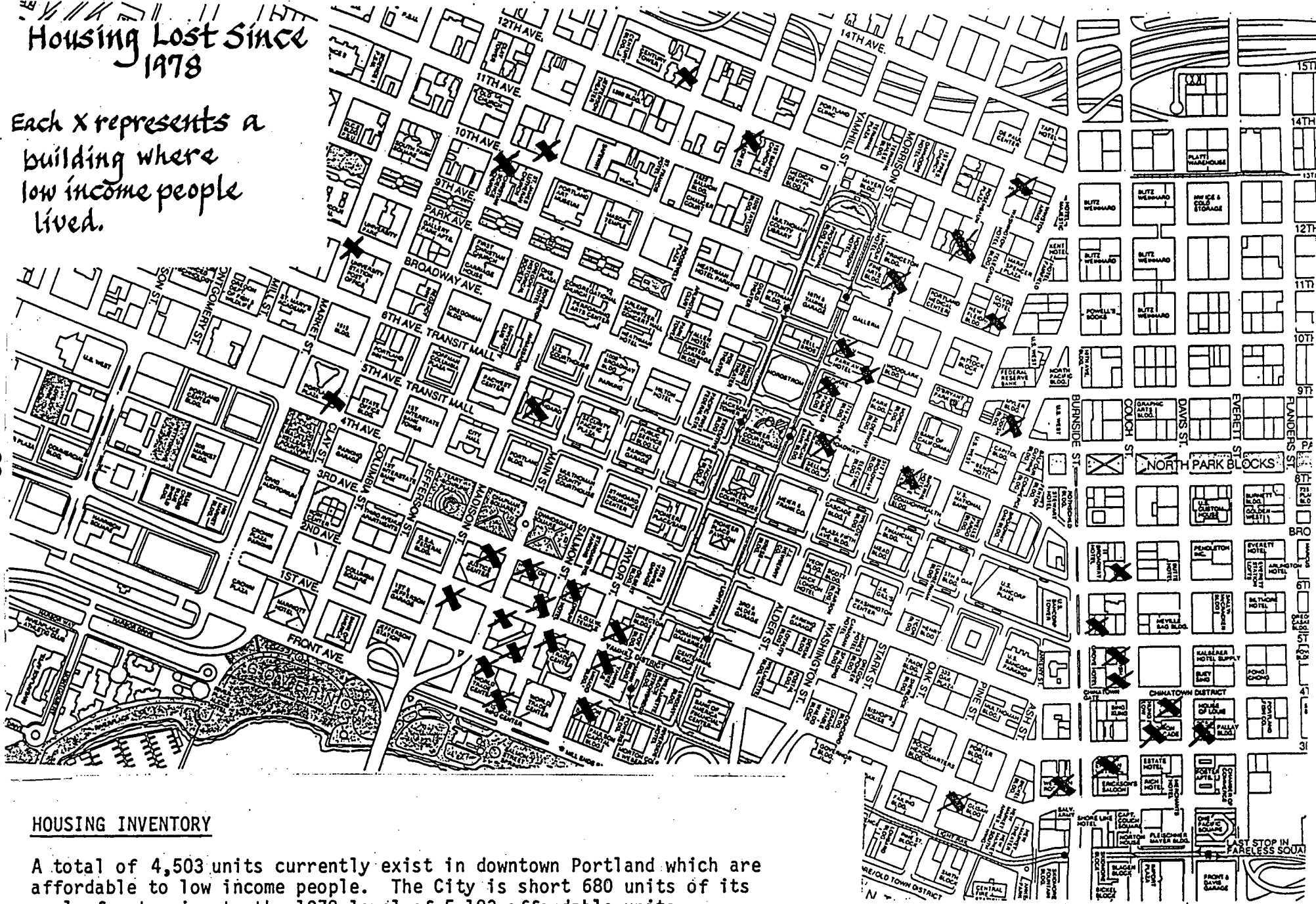
Susan Emmons
Executive Director

Enclosures

Housing Lost Since 1978

Each X represents a building where low income people lived.

23



HOUSING INVENTORY

A total of 4,503 units currently exist in downtown Portland which are affordable to low income people. The City is short 680 units of its goal of returning to the 1978 level of 5,183 affordable units.

Most Recent Loss: New Ritz Hotel (51 units)

**EXPIRING PROJECT BASED CONTRACTS
IN DOWNTOWN PORTLAND
FUNDED THROUGH OR OWNED BY HOUSING AUTHORITY OF PORTLAND**

Owner	Building	# Units	Subsidy Expires	Approx Annual Op. Subsidy
HAP	Rosenbaum Plaza	76	02/08/98	\$215,495
Reach	Rose	57	07/01/98	\$215,495
Fairfield Group	Fairfield	81	09/30/98	\$271,411
Cen City Concern	Butte	38	10/11/98	\$127,328
Ellmaker	Biltmore	78	11/06/98	\$261,358
Possible Loss During 1998		330		\$1,091,087

Scheduled to Be Closed in 1998: DANMOORE HOTEL (120 units)



MULTNOMAH COUNTY OREGON

DEPARTMENT OF COMMUNITY & FAMILY SERVICES
COMMUNITY ACTION PROGRAM OFFICE (503) 248-3999
421 SW Sixth Avenue, Suite 500
PORTLAND, OREGON 97204-1620
fax # (503) 248-3332

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MEMORANDUM

TO: Housing and Community Development Commission

FROM: Rey España, Director
DCFS Community Action Program Office
DCFS Community Development Program

DATE: September 27, 1995

SUBJECT: Program Development Process for Permanent Homeless Single Adults Facility

RECEIVED SEP 29 1995

The County is the lead entity charged with the development of programmatic design recommendations for a permanent housing facility to serve single adults consistent with the Singles Reconfiguration Plan. Community Action Program Office staff have introduced and provided an overview and discussion of four permanent housing facilities options for review by community partners. County staff have also met with homeless persons, homeless advocates, neighborhood associations, representatives of the Central East Side business council and service providers to gather input and insights into the process for developing a community consensus for the most appropriate housing option which is consistent with the goals, principles and values of the Singles Plan. Following is a summary of the process:

August - September 1995

- August 18: Homeless Advisory Committee meeting:
Presentation of draft program options for discussion. Review of community input process.
- August 12- Sept. 1: Community Planning and meetings with:
— Visions in Action;
— JOIN;
— Neighborhood Associations.
- September 6: Special meeting of Homeless Advisory Committee:
Action to recommend Scenario 1 as preferred program option, forward to Community Action Commission for ratification as the programmatic design recommendation in fulfillment of its charge requested by City of Portland. Clarification that facility will provide space for 100 persons.
- September 13: Multnomah County Community Action Commission meeting:
Approval of HAC recommendation of Scenario 1, noting clarification, as recommended Program Element for homeless single adults.
- September 14: Meeting with Buckman Neighborhood Association:
Review and discussion of proposal and issues. Approval of Scenario 1.

Attached are materials on the proposed scenarios that have been distributed and reviewed at the various meetings conducted as part of the community review process.

"RECONFIGURATION" PLAN

GOALS

- *To end homelessness for individuals who access "the system" by assisting homeless persons to access stable housing quickly; and*
- *To prevent initial and recurrent homelessness by providing the support needed to maintain stable housing.*

PRINCIPLES and POLICIES and ASSUMPTIONS were identified to define the community's response to the housing and service needs of homeless single adults. These included the following:

- ♦ *Emergency housing and services should enable persons to obtain the housing most appropriate to their need.*
- ♦ *An adequate supply of housing affordable to very low-income individuals and a range of housing services (e.g. rent assistance, housing counseling) must be available to prevent initial and recurrent homelessness.*
- ♦ *The publicly supported system assumes cooperation and responsibility of clients to work toward independent living.*
- ♦ *Every homeless single adult may not receive shelter/housing in the restructured system, but those who do obtain assistance are more likely to achieve some form of stable housing.*
- ♦ *As emergency housing programs are a first step in resolving homelessness, public resources will assist in funding a minimum number of emergency beds. Resources will be directed toward prevention of homelessness and increasing the availability of low-cost permanent housing rather than for additional emergency or shelter*

IMPLEMENTATION ISSUES re FACILITY DEVELOPMENT

- ♦ One shelter or two?
- ♦ Funds used to develop homeless facilities or permanent housing (such as a second shelter and emergency/transitional housing)?
- ♦ Equity in siting

POSSIBLE SCENARIOS TO IMPLEMENT THE SHELTER RECONFIGURATION PLAN:

All scenarios include shelter for 90 and emergency/transltional I housing for 90

SCENARIO I

Now

Glisan St. Facility:
Emerg/Trans I 120

Estate Hotel: 50
Permanent units

Existing SROs
(permanent)

- One Basic Shelter with 90-beds
- New Development: 90 units developed as permanent housing

Scenario I

Glisan St. Facility:
Basic Shelter 90

Estate Hotel: 50
Emerg/Trans I units

Existing SROs:
Up to 40
Transltional I units

NEW: 90 units of
permanent housing

SCENARIO II

Now

Glisan St. Facility:
Emerg/Trans I 120

- One Basic Shelter with 90-bed
- New Development: One new facility with 90-beds for emergency/transltional I housing

Scenario II

Glisan St. Facility:
Basic Shelter 90

NEW Facility:
Emerg/Trans I 90

SCENARIO III

Now

Glisan St. Facility:
Emerg/Trans I 120

- Two Basic Shelters -- each with 45 bed
- New Development: One new facility with 135 beds (for shelter, emergency and transltional I housing)

Scenario III

Glisan St. Facility:
Basic Shelter ~~90~~
45

NEW Facility for 135
• Emerg/Trans I: 90
• Basic Shelter: 45

SCENARIO IV

Now

Glisan St. Facility:
Emerg/Trans I 120

- Two Basic Shelters -- each with 45 bed
- New Development: Two new facilities. (1) 90 beds (for shelter, emergency and trans I housing; (2) 45 transltional I

Scenario IV

Glisan St. Facility:
Basic Shelter 45

NEW FACILITY: 90
• Basic Shelter 45
• Emerg/Trans I 45

NEW FACILITY: 45
Transltional I

HOMELESS SINGLE ADULT MEN IN MULTNOMAH COUNTY
Sheltered & Turned Away, One Night Shelter Counts

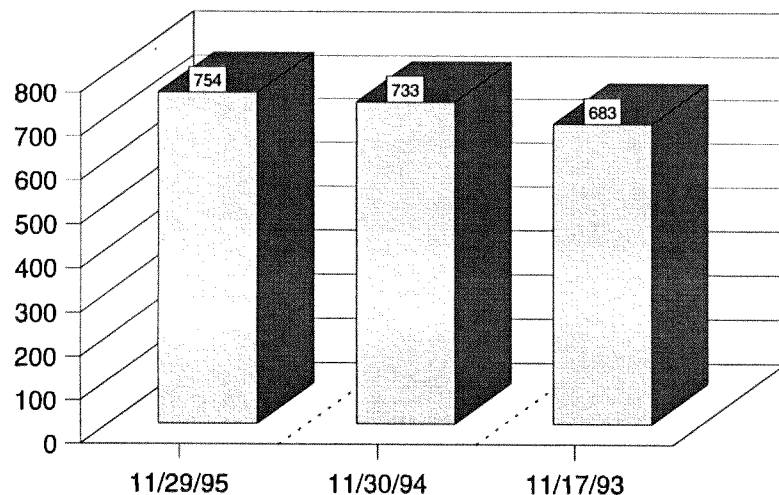


Figure 1

HOMELESS SINGLE ADULTS IN MULTNOMAH COUNTY, BY GENDER
Sheltered & Turned Away, One Night Shelter Counts

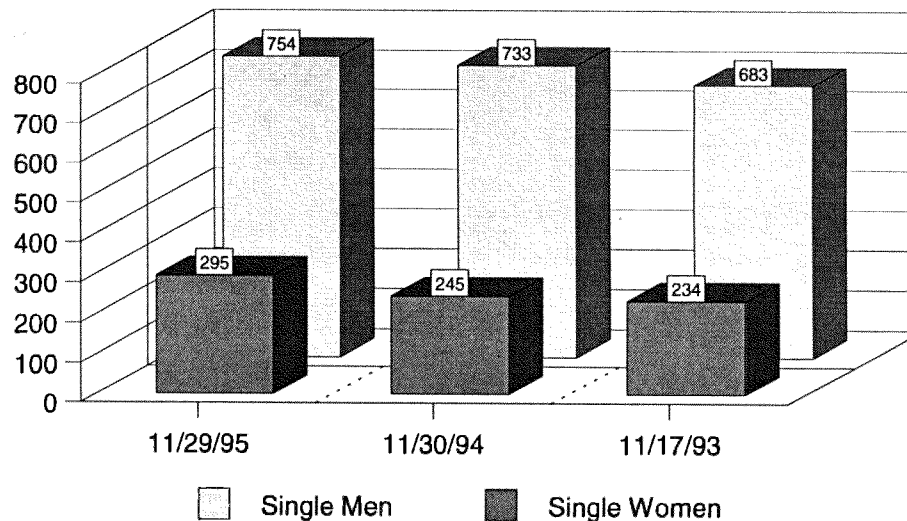


Figure 2

SINGLES TURNED AWAY IN MULTNOMAH COUNTY, BY GENDER
One Night Shelter Counts

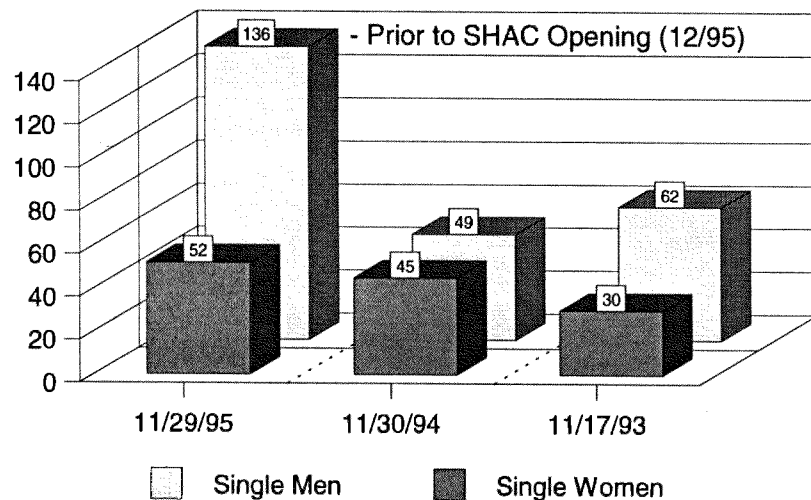


Figure 3

HOMELESS SINGLES AND FAMILIES IN MULTNOMAH COUNTY
Sheltered & Turned Away, One Night Shelter Counts

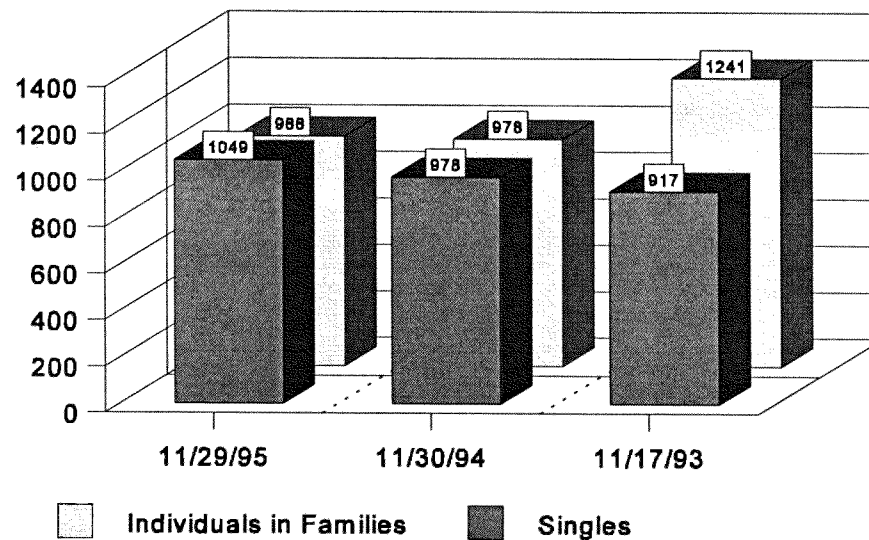
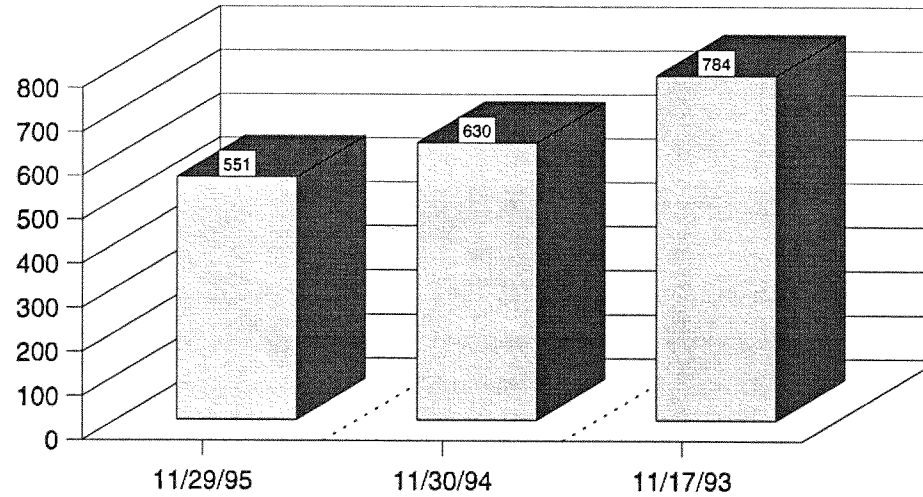
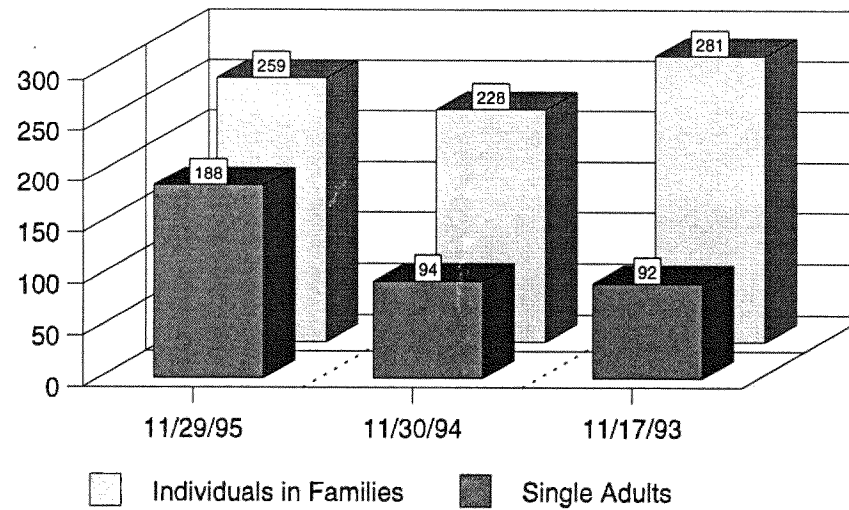


Figure 4

NUMBER OF CHILDREN IN FAMILIES IN MULTNOMAH COUNTY
Sheltered & Turned Away, One Night Shelter Counts



INDIVIDUALS IN FAMILIES TURNED AWAY IN MULTNOMAH COUNTY
One Night Shelter Counts



[Note: 11/29/95 Shelter Count Prior to Opening of SHAC (12/95)]

**STRATEGY FOR SERVING
HOMELESS SINGLE ADULTS
IN
PORTLAND/MULTNOMAH COUNTY, OREGON**

**Description of the Restructured
Housing and Services System
for
Homeless Single Adults in Downtown Portland**

November 29, 1993

STRATEGY FOR SERVING HOMELESS SINGLE ADULTS IN
PORTLAND/MULTNOMAH COUNTY, OREGON

ROSTER OF COMMUNITY PLANNING PARTICIPANTS

I. WORK GROUP PARTICIPANTS: DEVELOPMENT OF HOUSING/SERVICE MODEL

Homeless Single Women

Bradley Angle House (Chiquita Rollins)
Council for Prostitution
Alternatives (Susan Hunter)
REACH (Jennifer Nelson)
Transition Projects (Jill Walters)
West Womens & Childrens Shelter (Aloha Palmer)
Wings of Love (Lisa Clay)
YWCA (Susan Tisdale)

Homeless Alcoholics and Drug Abusers

Central City Concern (Richard Harris)
Multnomah County Alcohol & Drug Program
(Alyce Dingler)
Northwest Pilot Project (Cathy Spofford, Bobby
Weinstock)
Saint Vincent DePaul (Cathleen Marriott-Brave)
Salvation Army (Major Hogan)
Transition Projects (Susan Drier, John Simmons)

Chronically Mentally Ill Homeless

Central City Concern (Barbara Hinkle)
Mental Health Services West (Jack Costello, Erin Fisher, Julie Larson)
Mind Empowered (Garrett Smith, Steve Walker)
Multnomah County Health Department (Kim Tierney)
Multnomah County Mental and Emotional Disabilities (Paula Marfia)
Oregon Mental Health Division (Dale Krieger)

Other Participants/Staff

Housing Authority of Portland (Marge Ille)
Multnomah County Housing and Community Services Division (Paula Corey, Barbara Hershey, Wendy Lebow,
Barbara Willer)

II. HOMELESS ADVISORY COMMITTEE

Currie, Chuck
Cutler, Howard
Durstun, Bob
España, Rey
Fry, Peter
Ille, Marge
Moose, Chief Charles
Nelson, Matthew
Oliver, Kathy
Page, Rev. Rodney
Taccogna, Lynne
Taylor, Teresa
Thomas, Bill
Rollins, Chiquita
Simmons, John
Von Christierson, Peter

III. SINGLES ADVISORY COMMITTEE (AD HOC)

Association for Portland Progress (Rob DeGraff)
Central City Concern, Estate Hotel (Jason Renaud)
Central Eastside Industrial Council (Greg Wentworth)
City of Portland, Bureau of Housing and Community Development (Howard Cutler)
Downtown Chapel (Tom DeJardin)
First Congregational Church (Pat Ross)
Mental Health Services West (June Dunn, Gail Lemberger)
Metro Management (Mike Hashen)
Multnomah County Alcohol & Drug (Alyce Dingler)
Multnomah County Department of Community Correction (Mike King)
Northwest Pilot Project (Bobby Weinstock)
Old Town Cafe (Mike Roberts)
Planning Consultant (Peter Fry)
Portland Rescue Mission (Jim Teel)
Salvation Army (Major Hogan)
Transition Projects (Jean DeMaster, Jill Walters)
U.S. Bank (Vickie Vandehey)
University of Portland, Social Work (Joe Gallegos)

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Currie, Chuck (rep. Com. Gretchen Kafoury)
Gerard, Renita (rep. Chair Beverly Stein)
Gruenfeld, Deborah (rep. Com. Dan Saltman)
Lacross, Xanthia
Lewis, Brittany
Moose, Chief Charles
Muir, Bill

Murdock, Carole
Ross, Gene
Savidge, Jan (rep. Mayor Gussie McRobert)
Shah, Ikhlas
Shibley, Rep. Gail
Shipp, Luana
Smock, Kristina
Webster, Bonnie (rep. Com. Sharron Kelley)

V. HOUSING AND COMMUNITY DEVELOPMENT COMMISSION

Beegle, Donna
Blomgren, Douglas
Brown, Willie
Cook, Terry
Costello, Jack
Emmons, Susan
Galbreath, Samuel
Harris, Dewey
Heckers, Kurt
Hunter, Neyle

Jozsa, Margaret Ann
Madrigal, Gerardo
Monroe, Norm
Piper, Carolyn
Rodriguez, Rocky
Rudman, Steve
Ryan, Micky
Staehli, Jeanne
West, Denny

STRATEGY FOR SERVING HOMELESS SINGLE ADULTS IN DOWNTOWN PORTLAND

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STRATEGY FOR SERVING HOMELESS SINGLE ADULTS IN DOWNTOWN PORTLAND

I. INTRODUCTION

In May, 1993, a planning model for a restructured system of housing and services for homeless single adults in downtown Portland was approved by the Community Action Commission and the Housing and Community Development Commission. Subsequently, an implementation plan was developed and approved by these two bodies. The two documents have been combined into this housing and services strategy, which describes the process for changing the existing emergency basic needs system serving homeless single adults.

The housing and services strategy for homeless single adults calls for a reduction in emergency shelter bed capacity from 300 to 110, and proposes to serve another 160 (includes 10 couples) in emergency, transitional, and permanent housing, for a total capacity of 270 each night. The strategy calls for the replacement of two large emergency shelters with multiple housing options and services specifically targeted to four populations: men, women, couples without children, and persons who are chronically mentally ill.

The strategy is based on a clear focus of helping homeless single adults access stable housing as quickly as possible and providing them with supports they need to stay there rather than recycle repeatedly through the system. This strategy emphasizes the creation of multiple housing options with "core" services for those who would end their homelessness, as a primary responsibility of public resources; private resources would enhance the housing and services system and provide services for the homeless single adult population as a whole.

The price tag for the strategy is not inconsequential - up to \$12.7 million in capital costs and a minimum of \$4.5 million in annual service dollars, both public and private. However, with the commitment already in place to pool existing community resources, and the possibility of additional federal and private dollars, funding is not an insurmountable obstacle.

This housing and services strategy is a major milestone in Portland's pioneering efforts to understand and resolve the chronic homelessness of single men and women in its downtown core. It demonstrates the clear thinking and strong commitment of this community to make real and lasting changes which will significantly reduce the incidence of homelessness.

This strategy is a long-awaited blueprint for action. It is built on a foundation of consensus among providers, housing advocates, business leaders, system funders, and public administrators. That consensus is clearly articulated in a strong set of principles and policies designed to govern the community's response to the housing and service needs of homeless single adults.

Despite the significance of the strategy, it is important to keep in mind that it will not resolve the homelessness of every single adult in the community. There will still be unsheltered men and women who choose not to access the system. And there will still be a need for additional resources to prevent homelessness and ultimately reduce the over-all need for the housing and services the restructured system provides.

But when fully implemented, this housing and services strategy will have a positive impact on the lives of the individuals the system serves and the general well-being of the community that provides its ongoing support.

II. VISION AND PRINCIPLES: WHERE DO WE WANT TO BE

A. VISION

The general consensus in the Portland/Multnomah County community is that service systems should address the emergency, basic needs of homeless people while assisting them to move from homelessness to stability in housing. The past and current emergency basic needs system serving homeless single adults, which has resulted primarily from ad hoc community responses to the problems of homelessness, has primarily been one of providing shelter and food, with some efforts to stabilize people through transitional housing. This housing and services initiative represents a strategic plan for addressing the homelessness of single adults, based on the goal of providing access to housing and support services, in order to help individuals stabilize and move on to become healthy, productive citizens.

The planned housing/services system is based on a three-pronged approach to resolving the homelessness of single adults:

1. **Permanent/Transitional Housing Development:** The strategy targets the increased development of affordable housing that could serve as open market permanent housing and/or programmed (served) permanent and transitional housing, as needed. This strategy calls on the City of Portland, Housing Authority of Portland, and the private sector to develop approximately 500 low rent housing units per year. These 500 units will be open market housing, and program-specific and transitional housing as needed. It is anticipated that 500 additional low-rent units will make available 50-100 units annually to house homeless single adults. The new housing will open the current bottleneck and allow people residing in shelters and transitional housing to move through the service system and into an affordable permanent housing option.
2. **Available Housing/Services Utilization:** A second aspect to the strategy is to actively identify vacant housing units and to ensure that transitional and permanent housing units are fully occupied. A work group, consisting of housing providers and service agencies, will look at and address issues of utilization and coordination. Case managers specializing in housing placement will cooperate with the work group, the case management programs from other service systems, e.g., Alcohol/Drug Program and Mental Health, and homeless individuals to assess needs, link to resources, and locate and place people in the housing. As implementation proceeds, there will be an assessment of the need for transitional (programmed) housing units.
3. **Housing Support Resources:** A third aspect to the strategy is to provide the housing/services system with the tools to support homeless people in their housing stabilization. These tools include the availability of ongoing case management and funds for rent subsidies (long term rent assistance) and direct client assistance; the use of the funds is flexible to meet the needs of individuals. For instance, rent subsidies could be used to support a person in alcohol/drug free transitional housing and on into permanent housing.

B. PRINCIPLES AND POLICIES FOR THE HOMELESS SERVICES SYSTEM

This three-part strategic vision was based on a series of principles and policies developed during the community planning process to guide decisions on what type of approach this community would support in addressing homelessness. The principles and policies identified:

1. **Access to Housing:** Homelessness is an unacceptable life condition for anyone. All persons who so choose should have access to an affordable, decent home in a suitable environment.

2. **Dignity, Responsibility, Diversity:** Respect for the dignity of the individual and an understanding that the community is enriched by individual diversity should underlie the entire system. Recognition of and sensitivity in responding to individual characteristics, preferences, and strengths are prerequisites for serving this population.
 - a. A mutuality of responsibility exists among those receiving help, those providing it, and those who fund the services.
 - b. Homeless individuals should be involved in decision making about shelter policies, rules, programs, and services they receive.
 - c. Those receiving shelter and services should be encouraged to be accountable and responsible.
 - d. The public should be informed and educated concerning needs, programs, and issues of homelessness.
 - e. Each individual is entitled to all considerations prescribed by law when seeking a home and/or services.
3. **Range of Housing Options:** Because individual situations and needs vary, a range of housing options should be available, including emergency, transitional, and permanent housing.
 - a. Sufficient affordable housing should be developed, and ongoing advocacy for housing should be pursued.
 - b. Each neighborhood should have a mix of housing to ensure diversity of populations, including low income people.
 - c. A shelter/housing system should be based on specialized needs:
 - Women should be sheltered separately from men, emphasizing safety and security;
 - Persons in recovery from alcohol and/or other drugs should be sheltered separately from those who are actively using; and
 - Persons with severe mental illness should have the option of being sheltered separately.
 - d. Basic shelter in a safe and secure environment should be available for those who refuse treatment or services.
 - e. Emergency housing should be short-term and linked to support and services to enable persons to access and maintain housing most appropriate to their needs.
 - f. Transitional housing should be designed to address the needs of assessed individuals who would benefit from housing with services as access to permanent housing.
 - g. Emergency and transitional facilities should be safe and sanitary, adhering to community standards.
 - h. Because emergency housing or shelter is a necessary first step in resolving homelessness, public resources will assist in funding a minimum number of units. The priority for the limited public resources, after meeting the minimum, should be toward prevention of homelessness and increasing the availability of low-cost permanent housing.
 - i. Because funds are limited, the public and private sectors should work in partnership to provide adequate units of housing/shelter. Without that cooperation, the community may or may not be able to provide shelter for everyone desiring it.

4. **Range of Services:** A range of services should be available to individuals who are homeless to meet emergency basic needs and to address barriers to being permanently housed.
 - a. Case management services should be provided to assist each individual to move, as quickly as possible, into stable, permanent housing.
 - b. Individuals should have access to a comprehensive array of services to address their emergency basic needs and problems that jeopardize their ability to obtain and maintain housing (e.g., health, mental health, substance abuse.)
 - c. Employment and/or income assistance should be adequate to obtain and maintain housing stability. Linkages to employment systems should be developed on behalf of homeless persons, and advocacy for adequate employment and income benefits should be pursued.
 - d. Case management and services should be available to assist persons at-risk of homelessness to remain in housing.
 - e. Services to individuals should be integrated and coordinated between agencies. Mechanisms should be in place for planning, developing, and coordinating services.
 - f. Programs managed and funded by Multnomah County (e.g., alcohol and drug, health, mental health, youth, homeless) should address the needs of persons who are homeless or at risk of homelessness.
 - g. Client-level service coordination will be provided through information and referral/short term intervention, assessment, case management, and follow-up.
 - h. The Cities of Portland and Gresham and Multnomah County should coordinate funding and other activities, and build a wide range of partnerships (e.g., with United Way and the State) to link housing and services to assist in resolving homelessness.
5. **Quality Assurance:** All services to assist individuals, whether connected with emergency, transitional, or permanent housing, should operate at the highest professional and community standards.
 - a. Quality assurance procedures should be adopted to conform with this principle.
 - b. Ongoing evaluation of programs and the system of services should be conducted. A client tracking system to collect data on demographics, service utilization, and follow-up should be developed. Data should be utilized to identify populations, needs, effectiveness of interventions, and to plan services.
 - c. Providers, consumers, and other citizens should be involved in policy making, program planning, and funding decisions.

III. STATUS: WHERE ARE WE NOW

A. POPULATION CHARACTERISTICS

Portland, Oregon is a moderate size city of about 437,319 people (1990 Census). The population of Multnomah County, which includes the City of Portland, surrounding small cities, and unincorporated areas is about 583,887 people. Multnomah County is the most populous county in the state; Portland is the largest city.

Exact numbers of homeless people cannot be determined, but approximately 14,000 homeless people, including children, were sheltered in Multnomah County in 1992-93. On March 17, 1993, around 228 people were turned away from shelters (one-night shelter count). Not counted are people who are doubling up with someone, and people living in cars or camping out and not seeking help. (1993 CHAS Public Discussion Draft)

Of the total number of homeless people in the County, around 7,000 of them are single adults, with the following characteristics (estimates):

- Male (around 88-90%),
- Suffering from chronic mental illness (25-30%), particularly the women,
- Suffering an addiction problem (90%),
- Illiterate (15%) or with a learning disability (40%).

The homeless population has grown considerably over the last decade, and there is a general expectation that there will continue to be significant numbers of homeless people even if the numbers do not increase. The number of homeless single adults using the mass shelters has declined over the past few years, even as increasing numbers are seen in the areas adjacent to Old Town (where most of the current shelters are located), and as increased requests for help come from homeless families with children.

In general, homelessness in Oregon results from multiple factors, among them:

1. **Economy:** Oregon has had a depressed economy for some time, even when other parts of the nation have seen economic growth. Rural parts of the state, in particular, have been hard hit, with the latest hit coming from the struggles of the timber industry and the closure of the lumber mills. The unemployment rate is running around 7% to 7.5%.¹
2. **Poverty:** Related to the downward economy is the increase in poverty. Between 1980 and 1990, there was a 20% increase in people living in poverty in Multnomah County and in the state. Poverty is tied to the lack of jobs that pay a living wage, and to entitlement incomes and minimum wage level that have not kept pace with inflation and do not provide enough income to maintain stability. People with poverty level incomes are easily pushed into homelessness by some crisis, such as poor health, job lay-off, increased rent, etc.
3. **Domestic Violence:** Domestic violence is a leading cause of homelessness among women and children. In 1991, Portland Police received over 11,000 emergency domestic violence calls, and 151 people were fleeing domestic and or sexual violence through homeless shelters on the March 17, 1993 one-night shelter count.
4. **Immigration:** Recent studies show that the rate of immigration into Oregon is higher than anticipated. Most of the immigrants (50 percent) reside in the Portland metropolitan area. The immigrants are coming

¹Source: "Oregonians: 3 Million and Counting", *The Oregonian*, November 5, 1993.

primarily from two socioeconomic streams: more highly educated than longtime Oregonians, and more in poverty. The high rate and speed of immigration has stressed the state's economy, which cannot absorb all the new migrants.¹

5. **Housing Loss:** This area has seen a significant loss of low rent housing. This is due partly to the national low rent housing crisis, in which the federal government's withdrawal from its commitment to affordable housing in the 1980's was a strong factor. The crisis is also due to local trends: development of affordable housing has not kept pace with population growth; many low rent housing options have been lost due to gentrification and/or urban renewal (for instance, 1,337 low rent housing units were lost in downtown Portland between 1978 - 1988); and housing vacancies are very low, around 2-3 percent, which results in increased rents.²
6. **Mental Health Institution Downsizing:** The state mental health hospitals have been significantly downsized over the past few years. While the transfer of patients from the hospitals to the community is supposed to be accompanied by a relocation plan for each patient, it is common knowledge that the level of community resources is inadequate to meet the needs. Further, since intakes at the hospitals have been restricted, some mentally ill persons who would have been hospitalized in the past may now be out on the streets without resources.
7. **Alcohol/Drug Addiction:** There appears to be a prevalence of drug/alcohol addiction among homeless people. Whether alcohol/drug abuse is more frequent now than in the past is not so much the issue as the marginal stability people with alcohol/drug problems are now facing. Previously, when economic times were sounder and there were more options for low rent housing, there was more "room for error". Now, however, people with alcohol/drug problems face high unemployment and very limited housing. A mistake is more likely to lead to loss of employment, eviction, and homelessness.

B. PARTNERSHIPS

In Portland/Multnomah County, the response to problems of homelessness relies on a variety of partners, who share responsibility for planning, funding, and administering services and activities directed at homelessness:

1. **Multnomah County:** As the administering body for the local Community Action Agency, Multnomah County Housing and Community Services Division is responsible for planning, developing, and managing service systems for homeless and low income people. Through agreement with the City of Portland, the County has been the lead facilitator of the community planning process that resulted in this housing and services strategy. The County is also the primary contracting body for homeless services; the City of Portland agreed in Fiscal Year (July to June) 1993-94 to transfer its homeless service dollars to the County for subcontracting with providers. Discussions with United Way are leading to commitments to coordinate funding for specific providers selected through a competitive request for proposal process, if not actually to transfer United Way dollars to the County for contracting.

The County is the primary governmental unit in this county assigned responsibility for health and human services. In addition to the Community Action program, it administers community health, mental health, alcohol/drug, and community corrections programs. While these programs are not specifically mandated or funded to serve the homeless, they play an important part in the lives of many homeless people.

2. **City of Portland:** The City is a major planning and financial resource for housing and support services. It participates in the planning for and funding of housing and services for homeless people, using its entitlement Community Development Block Grant, and related funds; it also staffs the Housing and

²Source: *Comprehensive Housing Affordability Strategy: Community Profile and Needs Assessment, Public Discussion Draft*. Prepared by City of Portland, City of Gresham, Multnomah County, July 15, 1993.

Community Development Commission, which advises on housing issues and oversees work of the City, City of Gresham, Multnomah County, and the Housing Authority of Portland. The City also develops and rehabilitates housing through the Portland Development Commission.

In addition, the City of Portland is responsible for public safety within City limits. The City's police bureau is actively promoting community policing, which helps to strengthen neighborhoods and communities in addressing problems of public safety. This effort is important in servicing homeless people, who may be the perpetrators and/or victims of unsafe conditions. (Old Town, where many of the homeless single adults congregate for services and shelter, is also the scene of active drug selling and use. While there is some question whether homeless people are contributors to the drug scene, there is no question that they are perceived to be part of the street problem.)

3. **Housing Authority of Portland:** The Housing Authority provides low rent housing, Section 8 housing certificates, and rent subsidies. As such, it is a major partner in the effort to create new affordable housing options. Further, because it is equipped to act as landlord, the Housing Authority offers the partnership an ability to keep low rent housing and emergency shelters under public control, which is viewed as an advantage while the housing/services system is undergoing major changes under public auspices and initiative.
4. **Private Providers:** The private, usually non-profit, service and housing agencies provide services, such as shelter operations, case management, and housing location and placement, directly to homeless persons. These agencies, under contract with Multnomah County also are able to generate private funds and resources (e.g., volunteers), which extend and enhance the public funding.
5. **United Way:** United Way is a major private funder of social service programs. These funds help support publicly funded services as well as offer agencies an opportunity to experiment with new or different services and service approaches. In prior years, United Way funded programs through a process completely separate from the public sector system. For next fiscal year, 1994-95, United Way has expressed an interest in funding programs consistent with the Housing/Services Strategy of Homeless Single Adults.
6. **Private Sector/Businesses:** The private sector is affected by homelessness and as such, has a part to play in the response. Some private housing developers/owners want to provide low-rent housing, particularly if they are assured a steady source of rent income, such as through the emergency housing voucher program. Businesses in Old Town, Portland have come together to address problems of street activity, including drugs and panhandling. This sector is seen as an important planning and resource partner in the response to homelessness.
7. **Churches and Missions:** The charitable contributions of religious organizations are also an important part of the whole system. Two major emergency shelters in downtown Portland are operated by missions (Portland Rescue Mission and Union Gospel Mission); other religious organizations and groups operate services in the downtown area that benefit people who are homeless.

C. CURRENT EMERGENCY BASIC NEEDS SYSTEM

The current emergency services system for homeless single adults has developed primarily to provide a safe place for homeless people to sleep and access services, including information, clean-up, and meals. Major components of the singles system include:

1. **Publicly-funded Night Shelters:** There are two publicly-funded "mass" shelters for around 300 (prior to renovation of the Glisan Street facility) single adults: the Glisan Street Shelter operated by Transition Projects, Inc., and Recovery Inn, operated by Salvation Army. Both shelters are in the downtown area;

Glisan Street is in Old Town while Recovery Inn is just across the Willamette River on Burnside Street.

Both shelters serve men, women, and chronically mentally ill populations. Men and women are separated into different rooms; otherwise there is little distinction in service support. Shelter occupants cannot be actively using drugs or alcohol to receive shelter.

2. **Mission Shelters:** Two missions operate shelters which offer around 113 beds. One uses private funds only (Portland Rescue Mission); Union Gospel Mission operates a shelter which is generally perceived as a private shelter but is actually publicly funded. Both of these shelters are located in Old Town. Most of the people served are men, although Union Gospel has served women in the past and has plans to create a women's program. Shelter occupants may be drunk and still receive shelter.
3. **Day Shelter/Clean-Up Center:** Public funds currently pay for a day shelter and clean-up center operated out of the Glisan Street shelter. Prior to the development of this housing/services strategy, those services were open to all homeless. With the local approval of the strategy and the remodeling of the Glisan Street facility, the day shelter and clean-up center have been limited to people staying in the night shelter.

The missions also have some day shelter/clean-up center capacity, which is open to anyone.

4. **Meals:** The shelters generally offer dinner as part of the shelter operations. Some public funds have been allocated to pay for meals for shelter occupants at a neighborhood restaurant. Several low cost cafes are located in Old Town, and there are several private (religious) soup kitchens nearby.
5. **Case Management:** The public funds do not pay specifically for case management assistance for shelter occupants, as a designated "singles" program, with the exception of case management for homeless single women moving to permanent housing. However, the Community Action system funds case management through one of a system of geographically-based community service centers, which help low income and homeless people address their problems of poverty and homelessness. Transition Projects, the operator of the Glisan Street shelter, also serves as the downtown community service center, and is responsible for providing case management assistance to shelter occupants trying to move to more stable housing.

Case management services may also be provided by the mental health, alcohol/drug, and community corrections programs but on an individual client basis and not as in a systems approach to services.

6. **Mental Health Support Services:** Public funding supports a 58 unit transitional housing program for chronically mentally ill homeless people (Bridgeview Community) in one of the downtown residential hotels. In the housing pipeline is a renovation project to provide permanent housing for people in recovery, with one floor designated for people with a dual diagnoses. A new outreach program for mentally ill street people (Project Respond) has been partially funded with Economic Improvement District and County funds. In addition, Mental Health Services West (non-profit mental health center under contract with Multnomah County to serve as the mental health services provider on the Westside of Portland) has just received a McKinney grant to develop a low-demand shelter and housing options for chronically mentally ill homeless people. The grant application was developed in coordination with this housing/services strategy.

With the State of Oregon downsizing the mental health hospitals, and with the State budget being reduced in response to Measure 5 (limitation of property taxes), community mental health services are in greater demand but becoming less available. Additional mental health treatment services are needed.

7. **Alcohol/Drug Treatment:** Uncertain funding maintains 81 alcohol/drug free transitional housing units for homeless single individuals in recovery. Stable funding for recovery and additional treatment services are needed.

8. **Employment Services:** Public funds help support a transitional housing program for homeless people enrolled in an employment program (Shoreline Employment Program). Additional employment opportunities are needed.
9. **Hispanic Services:** An increasing number of homeless single adults are Hispanic. An Hispanic Access program operates just outside of the Old Town area, which recently received increases in City and County funds. The City funds are currently tied to community safety and police activities, in part to deal with the perception that much of the drug occurrences in Old Town are related to people of Hispanic origin.
10. **Housing Resources:** According to a May 5, 1993 inventory of low cost housing in downtown Portland, there are some 4,054 housing units, of which 199 are programmed transitional housing (58 Bridgeview, 81 Alcohol/Drug Free at the Estate/Everett, 60 Shoreline Employment). There are additional low cost housing units in the Central City district on the east side of the river, and 181 subsidized permanent housing units exist for previously homeless people (57 at the Rose Apartments, 32 at the Barbara Maher, and 92 at the Sally McCracken). According to information collected in July 1993, there were some 30 vacancies in existing low cost housing, programmed and open market, which could be used to serve homeless people.

Around 330 low cost housing studio and single-room-occupancy units are under development downtown, 218 of which have Section 8 rent subsidies:

- **The Broadway Hotel**, with 105 SRO units, is being substantially rehabilitated. It will be ready for occupancy by March 1994.
- **Elderhope** will have 118 subsidized studio units for elderly persons and those over the age of 50 with a disability. The target population is those who are homeless or at-risk of homelessness. It is scheduled to open in September 1994.
- **The Rothschild Building**, the former United Way building, will provide 100 subsidized SRO units for formerly homeless persons who are in recovery. Similar to the Sally McCracken, many of its tenants will come from short-term alcohol/drug free housing. One floor will house those with a dual diagnosis.

Additional units dispersed throughout the city also offer housing options for single adults.

While there are multiple services and programs to address the emergency basic needs of homeless single adults, they are not focussed as a system on moving people out of homelessness and into housing stability. The intent of the housing/services strategy is to change the status quo and refocus the system on reducing the incidence of homelessness of single adults.

IV. THE MODEL: WHAT WILL THE SYSTEM LOOK LIKE

A. OVERVIEW

This model for a restructured system of housing and services for homeless single adults was developed through a community planning process. After a program review to determine what the current system looked like, various work groups met to identify needs and goals for specific subpopulations of single adults. Through this process a service model was developed which presented an ideal system of housing options and range of services. The model was reviewed and approved in May 1993 by numerous advisory groups, including the Community Action Service Providers, Homeless Advisory Committee, Community Action Commission, and Housing and Community Development Commission.

The primary goals of the housing/services model are:

- To assist homeless persons to access stable housing quickly, and
- To provide the support needed to maintain stable housing.

To achieve these goals, the model includes four housing options: basic shelter, emergency housing, transitional housing, and permanent housing. The model also includes supportive services, such as case management and employment. Table A (Appendix A) defines the components of the model, the estimated cost, and proposed funding responsibility. The model makes assumptions about the appropriate partner to pay for certain types of services; for instance, responsibility for an open-access day shelter is assigned to the private sector.

The model is not a continuum that requires a homeless person to pass through every housing option on the way to permanent housing. It represents a spectrum of supportive housing options that the community needs if it is to provide its homeless citizens with realistic alternatives to homelessness. While some individuals may need the full spectrum of supportive housing options, other individuals may be able to secure permanent housing after only a short stay in emergency housing.

B. SYSTEM ASSUMPTIONS

The housing and services model for homeless single adults is based on the following assumptions:

1. Current Resources Will Continue:

- a. All existing transitional housing programs and permanent housing options for single individuals remain constant.
- b. The two existing religious missions (Portland Rescue Mission and Union Gospel Mission) continue to fund and provide shelter at current or expanded capacity levels, and at least one of them provides basic shelter to homeless women. These private programs function as the system's "safety net", with the fewest requirements for service access.
- c. The rehabilitation of the United Way building will be completed by January 1995. This will provide single-room-occupancy housing with Section 8 rent assistance for an additional 100 homeless men and women who are in recovery from substance abuse, including those with a mental illness.

2. Public Funds May Need to Be Redirected:

- a. Public funding at current levels should support a basic package of core services needed by the homeless single adult population. Other important services identified in the plan will need private or expanded public support.
 - b. The publicly-supported system assumes cooperation and responsibility of clients to work toward independent living.
 - c. The City of Portland Bureau of Housing and Community Development, Multnomah County Housing and Community Services Division/Community Action Program, and United Way will fund FY 1993-94 homeless single adult services at FY 1992-93 levels, plus cost of living.
 - d. The County Community Action Program will reallocate a portion of voucher and rent assistance funds used for single individuals to provide basic support for this revised system.
 - e. Resources are devoted to the development of permanent, affordable housing in sufficient quantity to provide a transition of single individuals to permanent housing from the homeless housing and services system. Affordable housing is essential to prevent others from becoming homeless.
3. **There Will be a Change in System Focus:** The implementation of this system of housing and services will reduce the amount of time people spend homeless. While not every homeless single adult will receive shelter/housing in the restructured system, those who do obtain assistance are more likely to achieve some form of stable housing.

C. TARGET CAPACITY

The two large publicly-funded shelters (Glisan Street and Recovery Inn) have a capacity of around 300 but are serving around 234 people per night.³ This population has declined over the past few years.

The model calls for an increase in total numbers served, but a decrease in numbers served at the emergency shelter, as listed in Table I.

TABLE I: CAPACITY OF RESTRUCTURED PUBLICLY-FUNDED SYSTEM

LEVEL OF HOUSING	POPULATION				TOTALS
	MEN	WOMEN	MENTALLY ILL	COUPLES	
EMERG HOUSING	30	30	30	10	160
TRANSITIONAL	60		20	0	110
BASIC SHELTER	90				
TOTALS	180	30	50	10	270

³As of November, 1993, the Glisan Street shelter facility is under renovation and is serving fewer people than previously. Once the renovation is complete, the shelter is expected to have a 120 bed capacity, compared to the prior 150 bed capacity.

The model serves as both a generic structure for sheltering and housing homeless adults, but it also specifies types of facilities for certain subpopulations: men, women, couples, and chronically mentally ill people.

Mens Services

The majority of homeless single adults are men. The model sets capacity for men's services at 180, with 90 being served in a basic emergency shelter, 30 served in emergency housing, and 60 in transitional housing. The shelter would be alcohol/drug free and a place for homeless men who were willing to work on issues of homelessness; for those not willing to work toward self-sufficiency, the mission shelters would be the primary resource.⁴

Womens Services

The planned capacity for single women is 30. Based on the system's principles, women would be served separately from men, in order to promote safety and security. The women's program would have shelter beds combined with emergency, and, potentially, transitional, housing units, located in one facility. Women who use the current shelters frequently have a severe mental illness; have mental health problems but are not eligible for state funded services; have multiple problems such as alcohol/drug addiction, health problems, or patterns of domestic violence; or need only short-term housing and emergency assistance (small percentage). The housing and services program for women would most likely serve women with multiple problems, including mental health problems, as well as those with short-term needs. Women with severe mental illness are expected to be served by the program targeted to chronically mentally ill people.

Chronically Mentally Ill Services

The approach to housing and serving people with chronic mental illness is somewhat different from that serving other homeless men and women. For chronically mentally ill people, there is a need for shelter, housing, and support services similar to the general homeless population, but also a need for a range of treatment, such as diagnosis and treatment planning, medication management, counseling, supportive therapy, 24-hour crisis response services, vocational rehabilitation and training, and employment assistance.

In addition to service needs, many homeless people who are mentally ill have difficulty accessing general population shelters and housing programs. Some homeless mentally ill display extreme behavioral disorders. Many may avoid meaningful contact with service providers for a variety of reasons.

The model identifies a low-demand shelter with capacity for 20 people, targeted to persons who are more resistant to treatment, including people who have failed other supportive programs, have become "institutionalized homeless, or have never tried to access services. In addition, the model includes 30 emergency and transitional housing units for this population.

The chronically mentally ill program would serve both men and women⁵.

⁴The model as approved originally described the 90-bed basic shelter as free from requirements to work toward self-sufficiency. This concept changed during the implementation planning, when public funds were more directed at reducing homelessness and increasing self-sufficiency, while the missions and private resources were earmarked for the "safety-net" services. Details of how the 90-bed shelter would work were left to actual operations, but the intent was clear that people occupying the public shelter would, in fact, need to work toward ending their own homelessness.

⁵Although advocates and providers of services to homeless women felt that women should be served separately from men, this separation was not expressed as a need for homeless with chronic mental illness. The Bridgeview program houses homeless mentally ill men and women in the same facility; women comprise about 40% of those currently served in that program.

Couples Without Children

During the review and approval of the model, the lack of resources for couples without children was identified. Other systems and agencies serve women suffering from domestic violence and families with children, but very few resources exist for childless couples who are homeless and want to stay together as a couple. The proposed model was amended to add capacity for 10 couples to be served in an emergency/transitional housing option.

D. COMPONENTS OF THE HOUSING/SERVICES MODEL

The model addresses a range of services and housing options, described below and summarized in Table A in Appendix A. For more detailed descriptions, please refer to the model, in *A Proposal for a Restructured System of Housing and Services For Homeless Single Adults in Downtown Portland*.

1. **Education/Publicity:** In order to educate the community about homelessness and services and garner support, the model calls for the development of written materials, public service announcements, speakers forums, etc. This is seen as a \$5,000 to \$8,000 project relying on private resources.
2. **Outreach/Information:** In order to inform and educate homeless people about services as a means to linking them to needed resources to resolve their homelessness, two services are included in the model: outreach and information/referral. For the outreach service, people would go out onto the streets to find homeless people, provide them with information about resources, and advocate for services and housing on behalf of individuals. This project, estimated at one to two staff people, would cost around \$30,576 to \$61,152 using private funding (e.g., church volunteers). For the information/referral service, two staff would provide information and assistance to persons who were not staying at the publicly funded shelter to help link them to resources and to help them address immediate problems. This is considered a public responsibility but not one of the core services to be funded immediately; the cost is estimated at \$78,000.
3. **Case Management/Intake/Assessment:** Intake, assessment, and other case management functions link housing to services. A key component of the model, this intake/assessment program would assess the situations of homeless persons and direct them to the most appropriate resource, including the basic shelter and emergency housing. In order to access these resources, it will be required to go through the centralized intake process. Beyond the intake function, however, this program would provide trained staff assistance to help homeless people identify their problems, access resources, and work toward an agreed-upon goal. The program staff would have access to specialists from other case managed systems, e.g., mental health and alcohol/drug. The program would also include specialists in housing placement, who would be a link to public and private landlords and would help locate housing units for homeless individuals. The model calls for 9.5 staff, at a cost of \$370,500, to be borne primarily by the public and private nonprofit sectors.
4. **Shelters:** The model calls for essentially three shelters: one (could be in more than one facility) with 90 beds for men, one for 30 beds to be combined with emergency/transitional housing for women, and one 20-bed low demand shelter for chronically mentally ill homeless. The shelters would be the first step for many homeless persons to get off the streets and begin working towards their goals. The shelters are not intended to be comfortable residences; they are expected to encourage progress toward self-sufficiency. As such, they would be 24-hour lodgings for those occupying beds. Responsibility for funding the operations costs would lie with all sectors but primarily with the public sector. The community is committed to providing winter emergency overflow shelter when weather conditions are particularly hazardous. Privately and publicly funded shelters will work together with funders to provide this.

5. **Housing Options:** The model includes a variety of housing options:

- **Emergency housing** is designed for people who are ready to begin resolving the causes of their homelessness; it is particularly appropriate for newly homeless people who may be able to secure permanent housing with minimal assistance. Emergency housing may look similar to a shelter or to a single-room-occupancy unit, but in general, it provides more privacy than a dormitory-type shelter.
 - **Transitional I housing** provides a supportive environment for a person who is waiting for permanent housing, a more supported type of housing (Transitional II), or a residential treatment program. The housing is usually a single-room-occupancy unit or an apartment; the programming in the housing option emphasizes an increased level of self-sufficiency. The model calls for 160 of the emergency/transitional type housing options to become available.
 - **Transitional II housing** has specific programming objectives, such as recovery in an alcohol/drug free environment, employment training, or mental health supports. The housing is offered as long as the client is participating in the service program. The model includes the Transitional II housing for mentally ill (Bridgeview) and for alcohol/drug free recovery (Estate and Everett), since they are currently publicly funded.
 - **Permanent housing**, the ultimate goal for the system, can be open-market or subsidized housing. The model includes rent and deposit assistance to help the homeless get into permanent housing and the development of at least 100 units per year.
6. **Chronically Mentally Ill Program:** The model includes a continuum of shelter and housing options for chronically mentally ill homeless. (The individual elements are referenced in the shelter and housing options above.) The program calls for a low demand shelter and emergency/transitional housing, serving up to 108 chronically mentally ill persons. Part of the continuum exists: 58 supportive housing units in a downtown residential hotel (Bridgeview Community, located in the Golden West Hotel). The other elements - the shelter and additional housing - have recently been funded under a Safe Havens/McKinney grant.
7. **Hispanic Services:** The need for case management and housing targeted to homeless Hispanic men has been addressed in the model, for a program with an estimated cost of \$106,500. The intent is to have case management services with a specialty in housing placement, to help the men find and move into housing.
8. **Employment Services:** The model calls for several employment-related services, among them voice mail so that homeless people looking for employment can receive calls back; an employment support program which offers subsidized jobs, rent/deposit assistance, and assistance from an employment specialist; and a pool of direct client assistance funds to help homeless people pay for general needs. Employment related services are estimated to cost \$419,686.
9. **Day Shelter:** The model, as it has been implemented, calls for 24 hour shelters for men and chronically mentally ill people. An additional open-access day shelter with clean-up center capacity, estimated to cost around \$152,304, is designated for private funding. Public funds would support the day capacity at the shelters for people staying in the shelters.
10. **Evaluation:** The community expressed great concern that the changes to and goals of the restructured housing and services system be evaluated, to determine their success in reducing homelessness. The services of around one staff person (spread among several staff) would be needed to implement the strategy and evaluate its effectiveness.

V. IMPLEMENTATION: HOW DO WE GET THERE

A. INTRODUCTION

The implementation plan⁶ for this strategy emphasizes the targeting of current public funds and aggressive resource development to establish the shelter and housing foundation for the restructured service system. This is considered "phase one implementation" because these core shelter/housing/case management services are essential to any system restructuring. Implementation is expected to occur over three to four fiscal years as capital development and increased resources come on-line. Implementation can begin without all resources, however; current public and private funds amount to a significant portion of the estimated \$2,649,030 annual operating costs for the core services (51% in public funds only and 70% in combined funds).

The other portions of the service model - shelter and additional housing for chronically mentally ill people, subsidized employment, outreach, and Hispanic services - expand and enhance the core services; their development will be part of a second phase implementation. Phase two does not imply that all phase one services must be on-line before funding is sought for phase two services; fundraising can go on concurrently as opportunities arise.

B. IMPLEMENTATION GOALS AND OBJECTIVES

The implementation objectives have been organized to meet five goals, listed in Table II below. Table B in Appendix A summarizes the objectives by lead agency; for details of the implementation process, refer to the *Implementation Plan*.

TABLE II: IMPLEMENTATION GOALS

1. To target current City/County allocations for homeless single adults services to the core services identified in the housing and services model, in order to improve housing stabilization rates among homeless single adults. (As changes are made to conform to the system model, disruption of services to homeless persons will be kept to a minimum whenever possible. Also, targeting public funds changes responsibility for funding some existing services included in the model system from the public to the private sector. These are addressed in goal 4.)
2. To maximize utilization of current and pending housing projects and to develop emergency shelter and permanent/transitional housing resources in accordance with the model and housing goals of the Downtown Housing Preservation Program, the Comprehensive Housing Affordability Strategy, and other comprehensive plans.
3. To aggressively seek additional funding beyond committed City/County and private resources to fully implement the restructured housing and services system.
4. To assist business associations and neighborhoods in addressing perceived problems of undesirable street activity.
5. To evaluate the restructured housing/services model as it is being implemented in order to maintain consistency with program principles and responsiveness to current needs of homeless persons.

⁶Refer to *Restructured System of Housing and Services for Homeless Single Adults in Downtown Portland, Proposed Implementation Plan: Phase One (9/17/93)* for a detailed three-year work plan to implement the core services and housing.

Implementation activities, related to components of the model include:

1. **Redirection of the Current City/County Funded Emergency Basic Needs Service System:** The model calls for public and private dollars to be refocused and reprioritized away from basic "warehousing" of homeless persons in mass shelters and towards housing stabilization. Specifically, the model calls for:

- A reduction in mass shelter capacity from over 300 beds to 90 beds for men and 20 beds in a low demand shelter for chronically mentally ill adults,
- Development of 90 emergency/transitional housing units for men, 30 for women, 10 for couples, and 30 for chronically mentally ill adults,
- Private funding for Union Gospel Mission shelter,
- Private funding for an open-access day/clean-up center, and
- Development of a case management program with centralized assessment and intake and specialties in housing placement, relocation, and eviction prevention, targeted to help homeless single adults address and resolve problems causing their homelessness and gain access to community resources. This program will have liaisons with other community service systems for linkage to those system resources.

Implementation targets current City of Portland, Bureau of Housing and Community Development and County Community Action Program funds in accordance with the model. Contingent upon completion of the new or rehabilitated housing and shelters, public resources are shifted over time from funding an open-access day/clean up center and three mass shelters to funding 90-130 shelter beds for men (24 hour), 50-60 emergency shelter units each month for women and couples and additional housing placement/case management positions. (Upon creation of shelter/transitional units for chronically mentally ill homeless persons, the shelter numbers above will drop to the lower range and single women will be separated from couples.) These have been identified as the priority, or core, services for housing stabilization.

2. **Maintenance of Existing Specialized Housing Programs:** The restructured system model calls for maintenance of currently-funded transitional housing for recovering alcohol/drug addicts (81 units) and for homeless chronically mentally ill people (46 units; an additional 12 units were funded in FY 1992-93 on a one-time-only basis.) The implementation plan retains FY 1993-94 funding for these programs. Some of the newly funded transitional housing may need to be designated alcohol/drug free to retain the 81 unit level for this type of housing, should a stable financial base not be found through other sources.
3. **Development of New Affordable Housing Options:** The model requires the creation of emergency/transitional housing for men, women, couples, and chronically mentally ill adults. Phase one of the implementation plan focuses on options for men, women and couples; phase two will focus on housing and services for specialized populations. The implementation plan sets as an annual objective the development of 50 - 100 affordable permanent housing units, which would be available for both open-market and programmed housing; another objective would allocate \$276,000 in rent subsidies for 100 people per year from new dollars. These objectives require additional resources allocated to housing; the development goal for affordable housing is also tied to the Comprehensive Housing Affordability Strategy.
4. **Development of Support Services for Homeless Adults:** The restructured system model includes services with housing for Hispanic men and an employment program. Other support services, such as mental health and alcohol/drug treatment were not proposed in the model and will require partnerships with those service systems and additional funding. Hispanic services have been addressed as a community policing objective and as a target for some of the new Hispanic access funds appropriated by the City of Portland and Multnomah County for FY 1993-94. Development of these programs is primarily a phase two implementation.
5. **Development of Public/Private Partnerships:** The model was developed with the assumption that the public sector alone cannot fund the restructured system; private investment is absolutely essential. Certain services are targeted for private funding, such as an open access day center, publicity, and outreach. The

implementation plan objectives reflect this approach, with current public funding for the open-access day/clean up center transferred to core services targeted in the model for public funding; indications from the private sector, including religious missions, suggest the need for this service can be met by the private sector. The plan also recommends a policy change to encourage a provider share, as a recognition of the existing partnership between nonprofit service providers and public funders.

6. **Evaluation of the Model and Implementation Plan:** Both the model and implementation plan emphasize monitoring and evaluation to determine effectiveness and responsiveness to changing needs and circumstances.

C. TRANSITION FROM SHELTER TO HOUSING

The implementation goal of shifting focus from shelter to housing for homeless single adults is contingent upon development of the restructured shelters and alternative housing. Full downsizing of the mass shelters to the levels included in the model service system would follow the development of the new shelter and housing options. Currently the shelters serve around 230 people per night (capacity is 300).

The development of permanent housing is expected to reduce or even eliminate the bottleneck now experienced in transitional housing. More capacity will be created in existing transitional housing by the availability of additional permanent housing; individuals who are ready will be able to move from emergency/transitional to permanent housing. The need for transitional or programmed housing will be assessed each year by the work group, and transitional housing will be assigned. The City has been targeted to assure access to 90 transitional housing units for men in FY 1994-95; upon evaluation of the plan in FY 1995-96, it will be decided whether it is necessary to continue these 90 beds of "permanent" emergency/transitional housing for men, as called for in the model. If so, this housing will be developed as part of phase two of implementation of the model.

Following is the targeted timetable for shifting resources to serve around 230 people in the restructured system.⁷

- **FY 1993-94:** Relocate 30 persons from shelter to vacancies in existing housing. Relocate an additional 20-45 persons from shelter to new permanent housing units (eg. Broadway Hotel, Elderhope) or to other permanent/transitional units vacated because of new housing availability (eg. Estate). Remodel the Glisan Street shelter and lower capacity level there to 120-130 (about the current usage); continue funding Recovery Inn (150 bed capacity). **Target capacity: 320-355. Shelter capacity: 280. Additional housing units FY 93-94: 50-75.**
- **FY 1994-95:** Develop 100 additional units of affordable permanent housing for single adults. The work group assesses the need for transitional housing and assigns units on an interim basis. Relocate 40-80 persons from shelter to permanent/transitional housing (using rent subsidies as needed and as resources are available). Develop a women's and couples shelter/emergency housing, serving 50-60 people per night. Serve 120-130 men in a shelter. **Target number capacity: 210-270. Shelter capacity: 170-190. Additional housing units FY94-95: 40-80. Additional housing units FY93-94 and FY94-95: 90-155.**
- **FY 1995-96:** Develop 100 additional units of affordable permanent housing. The work group assesses need for transitional housing, including those for men, and assigns units on an interim basis. Relocate 90-

⁷This timetable was developed before the award of a Safe Havens/McKinney grant for the innovative housing program for chronically mentally ill homeless people, which funds the low demand shelter and additional housing elements of the model. With the development of these services, shelter downsizing should be able to proceed at a faster rate.

100 persons from shelter to permanent/transitional housing. Assess feasibility of funding shelter for chronically mentally ill, and change shelter capacity to 90 beds for men, 20 for CMI, 30 for women, and 10 for couples, if possible. Evaluate model implementation. Revise model if needed based on evaluation. Plan for continued implementation of model. **Target capacity: 240-250. Shelter capacity: 150. Additional housing units FY95-96: 90-100. Additional housing units FY93-94 through FY95-96: 180-255.**

- **FY 1996-97 and Thereafter:** Bring on-line 50 units for chronically mentally ill persons (20 in low-demand shelter and 30 in emergency/transitional housing). Reduce other shelter/emergency housing capacity from 180 to 130 units (90 for men, 30 for women and 10 for couples) if not done so earlier. Continue development of affordable housing.

D. FUNDING

The total cost for the restructured housing and services system is around \$4,464,046 per year in operating costs and between \$9.7 and \$12.7 million for capital development. Funding estimates indicate around \$2,857,431 to \$2,980,358 of the operating costs are covered by current allocations, the range depending on the degree to which the resources can be reallocated from existing services to services identified in the model. This leaves an operating service gap of around \$1,606,615, assuming all the private dollars can be reallocated to this program.

Funding/Resource Development Approach

In order to fund the system, a three-point approach is used:

1. **Targeting or Reprogramming Existing Funds:** The County's Community Action Program and the City's Bureau of Housing and Community Development have, through this housing/services strategy, committed to reallocating existing funds from lower priority to higher priority services. Table C in Appendix A shows how the current City/County funds allocated for homeless single adults programs could be reprogrammed. The changes over several fiscal years reflect the same base allocation increased only by cost of living.
2. **Resource Development:** The strategy calls for an aggressive resource development strategy focussing on both reallocation of public dollars and solicitation of private dollars. In so doing, this community has agreed to treat other homeless populations, e.g., families, youth, victims of domestic violence, fairly; money will not be pulled from those systems to implement the singles system. While resource development may focus solely on funding for homeless single adults, some of the strategies used, such as a resource developer to develop new funding streams, will work to increase funds for all homeless people, not just single adults.
3. **Private Sector Involvement:** The strategy puts a strong emphasis on public/private partnerships. Where this relates to funding, the approach is to use public support to promote and consolidate private initiatives to fund specific projects. For instance, the implementation plan goal number four uses a traditional community action process to involve the neighborhoods and private sector in community projects, such as funding and operating a day shelter for street people.

Funding Goals and Targets

Table E in Appendix A presents fundraising goals for designated partners in this housing/services system. The targets are based on the following goals:

1. **Phase One:** Currently, between 51% and 70% of the estimated \$2,649,030 operating costs of the core services (case management, housing, and shelter) is covered through public and service provider funds.

This leaves around \$1,386,855 to \$870,360⁸ to be raised for operating costs from the public and private sectors, the range depending on the degree to which service provider funding is considered part of the system. An additional \$8.7 to \$11.6 million is needed for capital development of shelters and housing; \$3.7 to \$5 million of this amount is an annual development cost for new housing.

2. **Phase Two:** Approximately \$1,529,421 in operating costs are needed from the public and private sectors to implement the phase two programs. Of that amount, \$1,027,249 is currently funded, \$964,235 from public sources and \$63,014 from private sources. The fundraising goal for phase two programs is \$502,192.⁸
3. **Solely Privately-Funded Programs:** Cost estimates of solely privately-funded programs range from \$285,595 to \$319,171⁸. Two programs - day center and basic shelter - currently have public funding support; the service model and implementation plan shift public funds from those services. The other two services - outreach and publicity - are not currently available.

E. SITING CONSIDERATIONS

The community planning to develop this housing and services strategy identified a number of considerations for siting shelter and housing facilities for homeless single adults. A separate and subsequent process is currently underway to develop a siting strategy. The contents of that strategy are beyond the scope of this document, but when complete, the *Program Statement* should be a valuable addition to this strategy document.

Location of Facilities

Downtown Portland is divided by Burnside Street and the Willamette River. The Old Town district sits on the northwest portion, with the retail/commercial/city/county government business district occupying the southwest portion. The Central Eastside Business District, which spans Burnside Street across the river, is light industrial and commercial with some housing. These areas make up the downtown core.

The housing/services system for homeless single adults has been concentrated in the downtown Portland core, specifically in the Old Town area. Old Town was the original "Skid Road" area and housed lumberjacks and sailors in a variety of low rent boarding homes, single room occupancy hotels, etc. Old Town also housed the area's "Japan Town" and is the site of "China Town". It is currently the site of the Greyhound Bus Depot and the railway station.

As times have changed, the downtown core, has seen much revitalization. In consequence, much of the old style housing has been converted to office buildings, expensive hotels, or other uses. In the past year, two low rent residential hotels with 194 units have been demolished to make room for a new federal courthouse.

While efforts are being made to preserve the remaining low rent housing stock and renovate deteriorating stock in the downtown core, there are competing pressures to revitalize the area with higher cost housing and changing uses. There is pressure to relocate services and facilities for homeless people out of the downtown core and to diversify other city neighborhoods. This pressure is coming not only from the downtown community but also from the Fair Housing Task Force, which has been involved in revising the City of Portland's zoning code. The code revisions attempt to make it easier to site homeless shelters and housing throughout the city while making it harder to site them in designated "impact areas" where there are concentrations of low income people or specialized facilities.

⁸ The fundraising goal does not equal the balance of estimated costs less current funds. The fundraising target is \$1,606,615 (see Appendix A, Table D). Because some programs receive private funding over and above the estimated cost, a straight calculation underestimates the amount of funds needed to be raised.

The siting planning process is reviewing and addressing these pressures, and it is looking at ways to spread the homeless shelter sites to both sides of the river.

Incompatible Uses

The principles and policies developed for this housing/services strategy require the separation of housing programs for at least five subgroups:

- Men in emergency/transitional housing;
- Men in shelter;
- Women in shelter/emergency/transitional housing;
- Mentally ill persons in emergency and transitional housing; and
- Mentally ill persons in low-demand shelter.

Separation does not necessarily mean separate physical sites; rather, the facility should not require interaction between or among subgroups. If two or more programs are co-located in a single facility, the populations should be physically separated and should have separate entrances, if possible.

VI. CONCLUSION

This housing/services strategy for homeless single adults is a further step in this community's effort to resolve the problems of homelessness. It is neither the beginning nor the end of the community planning process. Even as this document is being written, implementation of the strategy is occurring. This strategy marks a major milestone in the community's willingness to work together to resolve social problems; new levels of coordination of planning and funding among the governments of the City of Portland and Multnomah County, and United Way have been reached with this housing/services strategy.

And while implementation of the strategy can and is occurring without all the resources, it must be acknowledged that without increased funds for homeless single adults, the full complement of services identified in the model will not be achievable. Housing options, rent subsidies, and supportive services to help resolve homelessness (e.g., alcohol/drug treatment, mental health services, and employment) remain critical needs for this population. These resources will require an aggressive resource development strategy, which must include coordination with existing programs and funders, such as County Mental Health, Alcohol/Drug, and Corrections programs, and United Way.

It is also acknowledged that there will be some homeless people who will not receive services under this system. Some people will not be able to access services, and some will not want to. The general consensus, however, is that those people who are served, will be better served and will be able to move out of homelessness and into a life of self-sufficiency and housing stabilization.

APPENDIX A

TABLES

TABLE A: HOUSING AND SERVICES MODEL FOR HOMELESS SINGLE ADULTS, WITH DESIGNATED FUNDING RESPONSIBILITY

This table presents the components of the restructured housing/services model for homeless single adults. It also assigns funding responsibility based on community discussions over the proposed model, current funding patterns, and implementation guidelines. Percentages are not intended to be exact requirements but rather serve as targets.

CATEGORY	ESTIMATED COST	PUBLIC SECTOR RESPONSIBILITY	UNITED WAY & NONPROFIT RESPONSIBILITY	PRIVATE SECTOR RESPONSIBILITY
To Provide Information on Availability of Assistance: Outreach/Client Finding/Information and Referral Services				
1. Education & Publicity To produce, coordinate, & disseminate publicity materials, speakers, etc.	\$5,000 - \$8,000			100%
2. Outreach & Information Dissemination To search out and inform homeless persons about services & resources to resolve homelessness. Basis: 1-2 FTE @ \$19.60/hour, 1,560 - 3,120 hours (based on \$6.50/hr wage)	\$30,576- \$61,152			100%
3. Information/Referral/Crisis Intervention To provide information and assistance to persons who are not staying in publicly funded shelter. Basis: 2 FTE @ \$25/hour, 3,120 hours	\$78,000	70-80%	20-30%	
To Provide Access to Housing and Services: Intake/Assessment/Case Management Services				
4. Case Management Program/Agency Through case management & housing specialization, to help people access resources and services needed to move out of homelessness and become stabilized in permanent housing. Basis: 9.5 FTE @ \$25/hour, 14,820 hours. Program operates 12 hours/week, 5 days/week, with staff staggered hours to cover the 12 hours.	\$370,500	80%	20%	

CATEGORY	ESTIMATED COST	PUBLIC SECTOR RESPONSIBILITY	UNITED WAY & NONPROFIT RESPONSIBILITY	PRIVATE SECTOR RESPONSIBILITY
5. Program for Hispanic Men To help Hispanic men end homelessness by providing access & linkage to resources, including transitional housing, immigration issues, advocacy, & liaison to other programs. Basis: 1 FTE @ \$25/hour, 1,560 hours (Housing/Hispanic Specialist) 15 Transitional Housing units @ \$375/month	\$39,000 (staff) \$67,500 (hsg)	80%	20%	
6. Case Management for Women in Permanent Housing To assist homeless women transition to and stay in permanent housing. Basis: 1 FTE @ \$25/hour, 1,560 hours	\$39,000	70%	30%	
To Provide Emergency Shelter and Housing				
7. Basic Shelter (Alcohol and Drug Free) To provide safe, sanitary night shelter for up to 90 homeless men (24 hour access) Day Programming To provide out-of-weather and safe location for basic shelter users, including self-sufficiency programming. Basis: 5.6 FTE @ \$19.60/hr, 8,736 hours, 16 hour staffing (night shelter staffing). 90 people x 75 Sq.Ft. x \$7.50/sq.ft (space). 90 meals x 365 nights x \$3.50/meal (dinner). 2.8 FTE @ \$19.60/hr, 4,368 hours (day shelter staff).	\$171,226 (staff) \$50,625 (space) <u>\$114,975</u> (meals) \$336,826 (night shelter) \$85,613 (day shelter) \$350,000 (rehab)	40-60%	20-30%	20-30%
8. Basic Shelter (Not Alcohol/Drug Free) To provide safe, sanitary night shelter for up to 65 people who may be intoxicated or under the influence but are not actively using alcohol and/or drugs. Basis: 2 FTE x \$19.60/hr, 3,120 hours (staffing). 65 people x 75 Sq.Ft. x \$7.50/sq.ft. (space).	\$61,152 (staff) <u>\$36,563</u> (space) \$97,715			100%

CATEGORY	ESTIMATED COST	PUBLIC SECTOR RESPONSIBILITY	UNITED WAY & NONPROFIT RESPONSIBILITY	PRIVATE SECTOR RESPONSIBILITY
9. Emergency/Trans I Housing for Men To provide single-room-occupancy housing for 90 men who have been assessed and have agreed to work on resolving homelessness. Basis: 90 units @ \$275/month	\$297,000 (operating) \$3.7 - \$5 m. (new construction)	100% (rent) 100% (capital)		
10. Emerg/Transitional Housing for Women To provide single room occupancy housing for 30 women who have been assessed and have agreed to work on resolving homelessness. Facility to be separate from men's and preferably not in downtown or Old Town area. Basis: 30 units @ \$275/month	\$99,000 \$920,000 - \$1.2 million (new construction)	100% (rent) 100% (capital)		
11. Emergency/Transitional Housing for Couples To provide studio or one-bedroom units outside of Old Town/downtown for couples without children. Basis: 10 units @ \$386 (FMR)/month	\$46,320	100%		
12 Innovative Housing for Persons With Severe Mental & Illness: Low Demand Shelter for 20 and 30 14 Emergency/Transitional Housing Units To provide 24-hour safe night & day shelter with meals for 20 homeless mental ill people who do not use services. To help mentally ill homeless obtain housing and services. Basis: Safe Havens, McKinney Grant Application	\$925,235 (operating) \$1,050,000 (rehab)	80-100% (service) 100% (capital)	0-20% (service)	
13. Emergency/Trans. Housing Program for Persons with Severe Mental Illnesses: Bridgeview To help mentally ill homeless obtain housing & services. Basis: 58 units @ \$1,130.48/month (includes staffing and meals)	\$786,815	70-80%	20-30%	

CATEGORY	ESTIMATED COST	PUBLIC SECTOR RESPONSIBILITY	UNITED WAY & NONPROFIT RESPONSIBILITY	PRIVATE SECTOR RESPONSIBILITY
15. Transitional Housing Program for Persons In Recovery From Substance Abuse To help people recovering from substance abuse to obtain housing and services. Basis: 81 units @ \$238/month	\$231,336	70-80%	20-30%	
16. Winter Overflow Shelter To provide safe, decent emergency shelter bed space for 100 homeless for 10 nights as winter overflow. Basis: 2 FTE x \$14.72/hr x 8 hrs x 10 nights (staff). 100 beds x \$7.50/sq.ft x 75 sq.ft./ 365 nights x 10 nights (space)	\$2,355 (staff) <u>\$1,541</u> (space) \$3,896	80-100%		0-20%
17. Rent and Deposit Assistance for Permanent Housing To subsidize permanent housing by providing assistance with deposits and rent. Basis: \$25,000 (assumes reallocation of rent assistance funds)	\$276,000	100%		
Affordable Housing Development To develop 100 housing units per year.	\$3.7 - \$5 million (new const/rehab)	100%		
To Provide Supportive Services for Homeless People: Employment, Employability, and Income-Support (Client Assistance)				
18. Employment Support Program To provide employment placement services, follow-up and rent/deposit assistance for people in employment program. Basis: 1 FTE @ \$25/hour, 1,560 hours (employment specialist) 50 subsidized jobs @ \$6.50/hr, 20 hrs/week (jobs) 50 people x \$600 (rent/deposit assistance)	\$39,000 (staff) \$338,000 (jobs) <u>\$30,000</u> (hsg) \$407,000	80-100%	0-20%	
19. Client Assistance for General Needs To provide funds for clients to obtain needed identification, transportation, etc. Basis: 150 people x \$50	\$7,500	80-100%		0-20%

CATEGORY	ESTIMATED COST	PUBLIC SECTOR RESPONSIBILITY	UNITED WAY & NONPROFIT RESPONSIBILITY	PRIVATE SECTOR RESPONSIBILITY
20. Day Shelter/Clean-Up Center To provide out-of-weather & safe location for unsheltered men and women, with access to clean-up, restrooms, 60 hrs/week. Basis: 4 FTE @ \$19.60/hr, 6,240 hours (staffing) 4,000 sq.ft. x \$7.50/sq.ft (space)	\$122,304 (staff) <u>\$30,000</u> (space) \$152,304			100%
21. Voice Mail/Telephone Service To provide local telephone service with voice mail to assist 24 people in employment search. Basis: \$109 x 2 lines (installation) \$207 x 2 lines (operating)	\$218 (install) <u>\$4,968</u> (monthly) \$5,186			100%
22. Planning, Implementation, and Evaluation of System To plan and evaluate implementation of model to monitor the best mix of shelter and services. (Contractor administration, capped at 15%, is included in the service costs above.) Basis: 1.0 PDS level (several staff) and clerical, plus benefits, plus telephone & supplies at HCSD Division FTE allocation.	\$76,724	100%		
SUBTOTAL, CAPITAL COSTS	\$9,720,000			
SUBTOTAL, OPERATING COSTS	\$4,464,046			
TOTAL	\$14,184,046			

TABLE B: PHASE ONE IMPLEMENTATION OBJECTIVES, BY LEAD AGENCY

GOAL	COUNTY (Community Action Program)	CITY (Bureau of Housing and Community Development, Portland Development Commission)	OTHER
<p>Goal One: To target current City/County allocations for homeless singles services to the core services identified in the housing and services model, in order to improve housing stabilization rates among homeless single adults.</p>	<p>1.1. Target existing funds to buy housing and housing placement and/or case management services; reduce shelter capacity over time as housing is developed. (Refer to Table C: Proposed Reprogramming for Public Funding) (FY 93-96)</p> <p>1.2. Identify contractors for 7/1/94 shelters and case management services through release of a request for proposal. (Includes BHCD as partner) (FY 93-94)</p> <p>1.3. If funds are available, target Hispanic access funds toward Hispanic services identified in model. (FY 94-95)</p> <p>1.4. Release RFP to identify operators for restructured shelters/housing. (FY 94-95)</p> <p>1.5. If funds are available, increase case management, employment services, and Hispanic services. (FY 95-96)</p>	<p>1.3. If funds are available, target Hispanic access funds toward Hispanic services identified in model. (FY 94-95)</p>	

GOAL	COUNTY (Community Action Program)	CITY (Bureau of Housing and Community Development, Portland Development Commission)	OTHER
<p>Goal Two: To maximize utilization of current and pending housing projects and to develop emergency shelter and permanent/transitional housing resources in accordance with the model and housing goals of the Downtown Housing Preservation Program, the Comprehensive Housing Affordability Strategy, and other comprehensive plans.</p>	<p>2.2. Identify method to formalize shelter development partnership in order to retain site control and shelter titles within the public sector. (FY 93-94) (Involves BHCD and Housing and Community Development Commission)</p> <p>2.5. Develop and facilitate a Housing/Services Utilization Work Group to develop strategy to identify vacancies and keep filled the current housing options, including Rose Apartments, St. Francis, Shoreline, Estate. (Community Action to initiate process) (FY 93-94 and ongoing)</p>	<p>2.1. Hold a siting and facility development planning process to identify and develop 90 bed (130 bed interim) men's basic shelter capacity, 30 bed women's shelter/emergency housing capacity, 10 unit couple's shelter/emergency housing (interim 50-60 bed shelter for women and couples), and 50 bed capacity for chronically mentally ill (20 <i>shelter</i> and 30 <i>emergency/transitional housing</i>). (FY 93-94)</p> <p>2.2. Identify method to formalize shelter development partnership in order to retain site control and shelter titles within the public sector. (FY 93-94) (Involves Community Action and Housing and Community Development Commission)</p> <p>2.3. Select and develop shelter and housing sites. (FY 94-95)</p> <p>2.4. Develop 400-500 affordable housing units annually with 10-20% of units available through market patterns and/or secured for program-specific uses for single adults. (Involves Housing Authority of Portland) (Annual Process)</p> <p>2.5. Develop and facilitate a Housing/Services Utilization Work Group to develop strategy to identify vacancies and keep filled the current housing options, including Rose Apartments, St. Francis, Shoreline, Estate. (Downtown Housing Partnership Program under PDC to continue staffing function. (FY 93-94 and ongoing)</p>	

GOAL	COUNTY (Community Action Program)	CITY (Bureau of Housing and Community Development, Portland Development Commission)	OTHER
<p>Goal Three: To aggressively seek additional funding beyond committed City/County and private resources to fully implement the restructured housing and services system.</p>	<p>3.1. Create and fund a resource development position to work with the private sector to secure funding for specific projects, priority given to open access day center. (Involves City Commissioner's Office/Association for Portland Progress/Chamber of Commerce/Central Eastside Industrial Council) (FY 93-94, ongoing as needed.)</p> <p>3.2. As the public sector receives increases in federal, state and local allocations, receives new allocations appropriate for housing and services, or reprioritizes funding allocations, provide for an increase above maintenance of effort towards homeless single adult services, housing and assistance as described in the model. Allocation policies should also provide fair increases to services for other homeless populations. (FY 93-94 and ongoing)</p> <p>3.3. Obtain agreement from United Way to support the restructured homeless singles housing/services system in its allocation process. (FY 93-94)</p> <p>3.4. Obtain agreement from County Alcohol/Drug, Mental Health, and Community Corrections programs to support the restructured homeless singles housing/services system in their allocation processes. (FY 93-94)</p> <p>3.5. Seek "secure" funding for rent subsidies. (FY 93-94 and ongoing)</p>	<p>3.2. As the public sector receives increases in federal, state and local allocations, receives new allocations appropriate for housing and services, or reprioritizes funding allocations, provide for an increase above maintenance of effort towards homeless single adult services, housing and assistance as described in the model. Allocation policies should also provide fair increases to services for other homeless populations. (FY 93-94 and ongoing)</p> <p>3.5. Seek "secure" funding for rent subsidies. (FY 93-94 and ongoing)</p>	<p>3.1. Private Sector: Create and fund a resource development position to work with the private sector to secure funding for specific projects, priority given to open access day center. (Community Action initiative; private sector follow-up)(FY 93-94, ongoing as needed.)</p> <p>3.3. Funders Advisory Committee: Obtain agreement from United Way to support the restructured homeless singles housing/services system in its allocation process. (FY 93-94)</p> <p>3.5. Housing Authority of Portland: Seek "secure" funding for rent subsidies. (FY 93-94 and ongoing)</p>

GOAL	COUNTY (Community Action Program)	CITY (Bureau of Housing and Community Development, Portland Development Commission)	OTHER
Goal Three: To aggressively seek additional funding beyond committed City/County and private resources to fully implement the restructured housing and services system.	<p>3.6. Seek additional funding for housing placement/case management specialists in order to create the centralized case management program described in the model. (FY 93-94)</p> <p>3.7. Incorporate preference points for provider contribution to the cost of housing/services, in requests for proposals for services described in the model. (FY 93-94)</p> <p>3.8. Develop prototype grant application for specified service package, to be modified for specific grant applications. (FY 93-94)</p> <p>3.9. Apply for grant funds, in accordance with grant prototypes. (FY 93-94 and ongoing)</p>		3.9. Housing Authority of Portland: Apply for grant funds, in accordance with grant prototypes. (FY 93-94 and ongoing)
Goal Four: To assist business associations and neighborhoods in addressing perceived problems of undesirable street activity.	<p>4.2. Develop a privately-funded day center program for people in downtown/Old Town area who are not residing at the publicly funded shelter(s). (Community Action Program, to convene group. Leadership is expected from private sector.) (FY 93-94; ongoing as needed).</p> <p>4.3. Designate a portion of any new Hispanic access funds to address Hispanic issues in the downtown/Old Town area, including funding Hispanic services and direct client assistance identified in the model. (FY 93-94.)</p>	4.3. Designate a portion of any new Hispanic access funds to address Hispanic issues in the downtown/Old Town area, including funding Hispanic services and direct client assistance identified in the model. (FY 93-94.)	<p>4.1. Downtown Community Service Center: Coordinate with community policing and neighborhood association efforts to clarify street problems; develop solutions for neighborhood implementation. (Annually.)</p> <p>4.2. Private Sector: Develop a privately-funded day center program for people in downtown/Old Town area who are not residing at the publicly funded shelter(s). (Community Action Program, to convene group). (FY 93-94; ongoing as needed).</p>

GOAL	COUNTY (Community Action Program)	CITY (Bureau of Housing and Community Development, Portland Development Commission)	OTHER
Goal Five: To evaluate the restructured housing/services model as it is being implemented in order to maintain consistency with program principles and responsiveness to current needs of homeless persons.	<p>5.1. Monitor and evaluate existing shelter providers to provide a base of information on program and service quality. (FY 93-94)</p> <p>5.2. Evaluate impact of shifting public funding from open-access day center. (Winter 1993-94 (baseline) and winter 1994-95 (comparison))</p> <p>5.3. Monitor use of shelters, turnaway rates, movement of residents through system. Provide recommendations on adjustments needed to model, next phase priorities and allocations. (FY 94-95.)</p> <p>5.4. Evaluate housing needs, effectiveness of housing strategy; develop further housing goals. (FY 95-96)</p> <p>5.5. Develop a Phase Two Implementation Plan to address services identified in the services model which have not been fully developed and any changes to the system model recommended during the course of program evaluations. (FY 95-96.)</p>	<p>5.1. Monitor and evaluate existing shelter providers to provide a base of information on program and service quality. (FY 93-94)</p> <p>5.4. Evaluate housing needs, effectiveness of housing strategy; develop further housing goals. (FY 95-96)</p> <p>5.5. Develop a Phase Two Implementation Plan to address services identified in the services model which have not been fully developed and any changes to the system model recommended during the course of program evaluations. (FY 95-96.)</p>	

TABLE C: PROPOSED REPROGRAMMING FOR COMMUNITY ACTION AND BUREAU OF HOUSING AND COMMUNITY DEVELOPMENT FUNDING

Model No.	Service	Estimated Cost	FY 1993-94 Current Allocation	FY 1993-94 Reprogrammed Allocation	FY 1994-95 Proposed Allocation	FY 1995-96 Proposed Allocation
4.	Case Management: 9.5 FTE	\$370,500	\$0	\$19,500	2.0 \$81,120	2.0 \$84,364
6.	Case Management for Women in Permanent Housing: 1 FTE	\$39,000	\$27,662	\$27,662	\$28,768	\$29,918
7.	Basic Shelter (Non A/D): 90 beds. Current: Glisan St. & Recovery Inn (300 beds)	Night: \$336,826 Day: \$85,613	\$310,704	Night \$310,704 Day \$16,413	\$207,000	\$215,280
16.	Winter Overflow Shelter: 1,000 bed nights	\$3,896				
9.	Emerg/Trans. Housing for Men: 90 units	\$297,000			\$90,000	\$93,600
10.	Shelter/Emergency/Trans. Housing for Women: 30 units	\$99,000		\$12,931	\$69,109	\$71,873
11.	Emerg/Trans. Housing for Couples: 10 units	\$46,320				
13.	Emerg/Trans. Housing for Chronically Mentally Ill: 58 units existing	\$786,815	\$70,095	\$70,095	\$72,899	\$75,815
17.	Rent & Deposits for Permanent Housing	\$276,000	\$20,000	\$20,000	\$25,800	\$26,832
15.	A/D Free Transitional Housing: 81 units	\$231,336	\$96,075	\$96,075	\$99,918	\$103,915
22.	System Planning, Implementation, Evaluation	\$76,724	\$76,724	\$76,724	\$79,793	\$82,985
TOTAL, PHASE ONE SERVICES:		\$2,649,030	\$601,260	\$650,104	\$754,407	\$784,582
12.&14	Innovation Housing Chronically Mentally Ill: 20 beds low demand shelter and 30 units of Emergency/Transitional Housing	\$925,235				
3.	Information/Referral/Crisis Interv.: 2 FTE	\$78,000				
18.	Employment Services: 1 FTE, 50 jobs, 50 housing units	\$407,000				
21.	Voice Mail Telephone Service	\$5,186				
19.	Client Assistance: 150 people	\$7,500				
5.	Hispanic Mens Program: 1 FTE plus housing	\$106,500				
TOTAL, PHASE TWO SERVICES:		\$1,529,421	\$0	\$0	\$0	\$0
1.	Education & Publicity	\$5,000-\$8,000				
2.	Outreach: 1-2 FTE	\$30,576-\$61,152				
20.	Day Shelter/Clean Up Center	\$152,304	\$65,244	\$31,122		
8.	Basic Shelter (A/D): Current: Union Gospel Mission (65 beds)	Night: \$97,715	\$58,887	\$44,165		
TOTAL, PRIVATE SECTOR FUNDING		\$285,595	\$124,131	\$75,287	\$0	\$0

TABLE D: HOUSING AND SERVICES SYSTEM FOR HOMELESS SINGLE ADULTS: CURRENT FUNDING

This funding table is based on the estimated costs of services as described in the service system model. Funding amounts are proposed FY 1994-95, allocations from the City and Community Action Program, which assume a reprogramming of current dollars, and FY 1993-94 allocations for the other funders.

SERVICE CATEGORY	ESTIMATED COST	CITY/CAPO FUNDS	PRIVATE/ UNITED WAY FUNDS	OTHER PUBLIC FUNDS	PROGRAM RESOURCES (FEES)	POTENTIAL REVENUE SOURCES
STAFF SUPPORT SERVICES: INFORMATION AND SERVICE ACCESS						
Education & Publicity: Publicity Project	\$5,000-\$8,000	\$0	\$0	\$0	\$0	\$5,000 from: •Business donation •Church donation
Outreach & Information Dissemination: 1-2 FTE at \$19.60/hour to search for homeless.	\$30,576-\$61,152	\$0	\$0	\$0	\$0	\$30,576 from: •Business/Church donation •Community Policing budget (e.g., Hispanic Access Program)
Information/Referral/Crisis Intervention: 2 FTE at \$25/hour to provide support services to shelter residents.	\$78,000	\$0 (1 FTE currently funded through CAPO shelter funds)	\$63,014 (TPI's funds)	@ \$39,000 (1 FTE currently funded through A/D, Corrections, Employment programs)	\$0	45% of current cost picked up by provider. Cover future costs by: •Provider share of at least 25% •City/CAPO funded shelter budget •CDBG public service cap increase •Church/business based volunteers
Case Management Program: 9.5 FTE at \$25/hr, with 12 hour coverage; includes housing placement, counseling, resource & employment coordination.	\$370,500	\$81,120 (2 FTE) (2.5 FTE currently funded through CAPO community service center program.)	\$0	\$0 (18 FTE currently funded through A/D, Corrections, Employment)		\$289,380 from: •Possible Medicaid reimbursement •Designations from County programs •CDBG public service cap increase •Increased public allocations •EID contribution •United Way •McKinney grants •Targeted position for business contribution •Integration with CAPO community service center funding
Case Management for Women in Permanent Housing: 1 FTE at \$25/hr	\$39,000	\$28,768 (funds part of 1.5 FTE now)	\$8,850 (TPI's funds)	\$0	\$0	23% of current cost picked up by provider: maintain that percent as match.
SUBTOTAL, STAFF SERVICES	\$523,076	\$109,888	\$71,864	\$39,000	\$0	\$324,956

SERVICE CATEGORY	ESTIMATED COST	CITY/CAPO FUNDS	PRIVATE/ UNITED WAY FUNDS	OTHER PUBLIC FUNDS	PROGRAM RESOURCES (FEES)	POTENTIAL REVENUE SOURCES
SHELTER AND HOUSING OPERATING COSTS						
Basic Shelter (Alcohol and Drug Free): 24 hour beds for 90 men 8.4 FTE @ \$19.60/hr + space at \$7.50/sq.ft. (no meals) Meals at \$3.50/meal	\$307,464 (basic) \$114,975 (meals) <u>\$422,439</u>	\$207,000	\$103,744 (TPI) \$221,800 (Sal.Army)	\$0	\$3,086 (Sal.Army)	46.6% (\$328,630) of FY 93-94 costs for 2 shelters, clean up and day center (\$704,578) is contributed by providers. Cover future costs by: •Provider share of at least 25% •Volunteers •Inkind donations •Resident contribution
Basic Shelter (Not Alcohol/Drug Free): night shelter for 65 people. 2 FTE x \$19.60/hr + space at \$7.50/sq.ft.	\$97,715	\$0	\$97,715 (Union Gospel)	\$0	\$0	Missions have indicated intent to provide shelter without public funding.
Emergency/Trans I Housing for Men: 90 units @ \$275/month	\$297,000	\$90,000	\$0	\$0	\$0	\$207,000 from: •PILOT fund allocation •Increased CDBG & CSBG/ESG •Dedicated business contribution •EID contribution •Client fee •Medicaid •McKinney grants
Shelter/Emerg/Transitional Housing for Women: 30 units @ \$275/month; may be congregate facility with partitions	\$99,000	\$69,109	\$0 (Some of TPI's funds may actually be used for womens shelter)	\$0	\$0	\$20,891 from: •EID contribution •Volunteers •Client fees •Increased CDBG/CSBG/ESG •PILOT allocation •For shelter portion, provider share (20-25%) •Dedicated business contribution
Emergency/Transitional Housing for Couples: 10 units @ \$386 (FMR)/month	\$46,320	(Include space in interim womens shelter)	\$0	\$0	\$0	\$46,320 from: •EID contribution •PILOT allocations •Increased CDBG/CSBG/ESG •Client fees
Winter Overflow Shelter: 100 beds for 10 nights. 2 FTE x \$14.72/hr x 8 hrs x 10 nights; 100 beds x \$7.50/sq.ft./365 x 75 sq.ft. x 10 nights	\$3,896	Included in shelter capacity	\$0	\$0	\$0	not applicable
Rent and Deposit Assistance for Permanent Housing: 100 units x \$230/month. Assumes reallocation of rent assistance funds. Amount will be less if housing fully capitalized.	\$276,000	\$20,000	\$0	\$0	\$0	\$256,000 from: •Reallocation of PILOT funds •HOME funds •CDBG public service cap •McKinney Shelter Plus Care
SUBTOTAL, SHELTER & HOUSING, Operating Costs	\$1,242,370	\$386,109	\$423,259	\$0	\$3,086	\$530,211

SERVICE CATEGORY	ESTIMATED COST	CITY/CAPO FUNDS	PRIVATE/ UNITED WAY FUNDS	OTHER PUBLIC FUNDS	PROGRAM RESOURCES (FEES)	POTENTIAL REVENUE SOURCES
SHELTER AND HOUSING CAPITAL COSTS						
Basic Shelter: 90 bed capacity	\$350,000 Rehab	\$0	\$0	\$0	\$0	\$350,000 from: •CDBG allocation •PDC funds •Capital drive
Emergency/Transitional Housing for Men: 90 units	\$3.7 - \$5 million (new const)	\$0	\$0	\$0	\$0	\$3.7-\$5 million from: •CDBG allocation •PDC funds •Capital drive •Public/Private Joint Venture •Tax-Exempt Bonds
Emergency/Transitional Housing for Women: 30 units (does not refer to existing shelter or congregate type housing)	\$920,000-\$1.2 million (new const)	\$0	\$0	\$0	\$0	\$920,000-\$1.2 million from: •CDBG allocation •PDC funds •Capital drive •Public/Private joint venture •Tax-Exempt bonds
Affordable Housing Development: 100 units per annum	\$3.7-\$5 million (new const)	\$0	\$0	\$0	\$0	\$3.7-\$5 million from: •CDBG & HOME allocations •PDC funds •Capital drive •Public/Private joint venture •Tax-Exempt bonds •McKinney SRO Mod 8 program
SUBTOTAL, SHELTER & HOUSING CAPITAL COSTS	\$8.7-\$11.6 million	\$0	\$0	\$0	\$0	\$8.7 - \$11.6 million
ALCOHOL/DRUG SERVICES						
Transitional Housing Program for Persons In Recovery From Substance Abuse: 81 units at \$238/month. Note: case management and A/D treatment services are not included in this plan, since they are the responsibility of the County Alcohol/Drug Program.	\$231,336	\$96,075	\$41,760 (United Way TPI funds)	\$86,242	\$0	\$7,259 from: •Client fees •County A/D program
SUBTOTAL, ALCOHOL/DRUG SERVICES	\$231,336	\$96,075	\$41,760	\$86,242	\$0	\$7,259
SHELTER AND HOUSING FOR CHRONICALLY MENTALLY ILL HOMELESS						
Innovative Housing Program for Persons With Severe Mental Illness: 24-hour shelter for 20 CMI + 30 beds of emergency/transitional housing, with support staffing	\$925,235	\$0	\$0	\$925,235 (federal, local medicaid)	\$0	
Innovative Housing Program: Capital Development	\$1,050,000 (rehab)	\$0	\$0	\$1,050,000 (federal, CDBG, HOME)	\$0	

SERVICE CATEGORY	ESTIMATED COST	CITY/CAPO FUNDS	PRIVATE/ UNITED WAY FUNDS	OTHER PUBLIC FUNDS	PROGRAM RESOURCES (FEES)	POTENTIAL REVENUE SOURCES
Emergency/Trans. Housing Program for Persons with Severe Mental Illnesses: Bridgeview: 58 units @ \$1,130.48/month (includes staff & meals)	\$786,815	\$70,095	\$82,255 (MHSW)	\$513,766 (State MED, County)	\$55,000 (client fees)	\$65,699 from: •Contractor reserve fund •Medicaid reimbursement/client fees •EID contribution •County Mental Health program •CAPO increased allocations
SUBTOTAL, SHELTER & HOUSING FOR CHRONICALLY MENTALLY ILL	\$1,712,050 (operating) \$1,050,000 (rehab)	\$70,095	\$82,255	\$1,439,001 (operating) \$1,050,000 (rehab)	\$55,000	\$65,699 operating costs
SUPPORTIVE SERVICES FOR HOMELESS PEOPLE TO INCREASE EMPLOYMENT, EMPLOYABILITY, AND INCOME-SUPPORT (CLIENT ASSISTANCE)						
Employment Support Program: Employment Specialist, Subsidized Jobs, Rent Assistance 1 FTE @ \$25/hour, 1,560 hours (employment specialist); 50 subsidized jobs @ \$6.50/hr, 20 hrs/week (jobs); 50 people x \$600 (rent/deposit assistance)	\$407,000	\$0	\$0	\$0	\$0	\$407,000 from: •McKinney grant •Private Industry Council programs •Business contributions •Employment tax
Client Assistance for General Needs: 150 people x \$50	\$7,500	\$0	\$0	\$0	\$0	\$7,500 from: •Dedicated business fund •CDBG public service cap increase •Reallocation of PILOT funds
Voice Mail/Telephone Service: \$109 x 2 lines (installation) \$207 x 2 lines (operating)	\$5,186	\$0	\$0	\$0	\$0	\$5,186 from: •Foundation grant •User fees •Business contribution
SUBTOTAL, EMPLOYMENT & EMPLOYABILITY SERVICES	\$419,686	\$0	\$0	\$0	\$0	\$419,686
OPEN-ACCESS DAY CENTER						
Day Shelter/Clean-Up Center: 4 FTE @ \$19.60/hr, (staffing) 4,000 sq.ft. x \$7.50/sq.ft (space)	\$152,304	\$0 community service center, open to homeless & low income, serves in part as day center	\$0	\$0	\$0	\$152,304 from: •Business contributions •EID contribution/Project Respond programming •Church contributions •Volunteers •Community Policing budget •Community Service Center funding •User fees
SUBTOTAL, DAY CENTER	\$152,304	\$0	\$0	\$0	\$0	\$152,304

SERVICE CATEGORY	ESTIMATED COST	CITY/CAPO FUNDS	PRIVATE/ UNITED WAY FUNDS	OTHER PUBLIC FUNDS	PROGRAM RESOURCES (FEES)	POTENTIAL REVENUE SOURCES
HISPANIC MENS PROGRAM						
Program for Hispanic Men: Case Management & Transitional Housing 1 FTE @ \$25/hour, (Housing/Hispanic Specialist) 15 Transitional Housing units @ \$375/month	\$106,500	\$0	\$0	\$0	\$0	\$106,500 from: •Reallocation of Hispanic Access funds from City Community Policing •CDBG public service cap increase •Designated funds from businesses or Hispanic organizations
SUBTOTAL: HISPANIC PROGRAM	\$106,500	\$0	\$0	\$0	\$0	\$106,500
ADMINISTRATION AND EVALUATION OF SERVICE SYSTEM						
Evaluation of System: .5 PDS and .5 clerical, at HCSD	\$38,362	\$38,362	\$0	\$0	\$0	not applicable
Contractor Administration: 15% cap on contracted costs	\$621,307	\$99,325	\$59,601	\$95,851	\$8,713	not applicable
System Administration: Planning, implementing, contracting, monitoring: .5 FTE (portions of several staff) at HCSD	\$38,362	\$38,362	\$0	\$0	\$0	not applicable
SUBTOTAL: ADMINISTRATION & EVALUATION	\$698,031	\$176,049	\$59,601	\$95,851	\$8,713	not applicable
TOTAL, CAPITAL COSTS	\$9.7-\$12.7 million	\$0	\$0	\$1,050,000	\$0	\$8.7- \$11.7 million
TOTAL, OPERATING COSTS*	\$4,464,046	\$738,891	\$619,138	\$1,564,243	\$58,086	\$1,606,615

*Operating costs totals do not include contractor administrative costs, since these are incorporated into the cost of the service.

Totals do not add across; funds identified for resource development are based on projected need and not necessarily the balance of the estimated cost not currently funded. For instance, in item 3, Crisis Intervention, contractor and other public resources are more than estimated need, which would reduce the total amount of fundraising needed if fundraising amounts were identified solely through calculation.

TABLE E: RESOURCE DEVELOPMENT PLAN

This resource development plan identifies targeted goals for new funds for housing and services for homeless single adults. This plan assumes a maintenance of effort funding level, using FY 1993-94 figures; the targets are additional funds to be allocated. With the exception of some of the capital development costs, these targets are annual allocations, plus cost of living.

Services	County	City	Housing Authority	United Way	Private
PHASE ONE: Case Management Shelters Housing	Community Action: \$136,764 Alcohol/Drug: \$7,259 - \$93,501 Mental Health: \$65,699	Housing & Community Development: \$136,764 (services) \$297,000 (rent subsidies)	\$297,000 (rent subsidies)	\$136,764	Non Profit Service Providers: \$101,918
PHASE ONE: Capital Development for Housing, Shelters		Housing & Community Development/Portland Develop. Commission: \$3.7-\$5 million (annual development) Housing & Community Development/Portland Develop. Commission: Costs to be Determined (Shelter development)	\$3.7-\$5 million (annual development)		
PHASE TWO: Hispanic Services Employment Services Access Services		Police Bureau: \$39,000			Non Profit Service Providers: \$101,918
PRIVATE SECTOR SERVICES Day Center Outreach Publicity					Business Sector: \$285,595-\$319,171

HOW ARE WE DOING SO FAR?
UPDATE & REVIEW
OF RESTRUCTURED
HOUSING AND SERVICES SYSTEM
FOR
HOMELESS SINGLE ADULTS IN DOWNTOWN PORTLAND

ACKNOWLEDGEMENTS

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I. INTRODUCTION

Beginning in January 1994, implementation began on the restructured system of housing and services for homeless single adults in downtown Portland based on the document, *Strategy for Serving Homeless Single Adults in Portland/Multnomah County, Oregon*, November 1993. An expectation of the plan was that its implementation would be evaluated for the effectiveness of services to homeless single adults. This report summarizes implementation of the plan to date, and examines available service data.

The housing and services strategy is based on the principles of helping single adults access stable housing as quickly as possible and providing them with the supports needed to remain permanently housed. The strategy calls for a reduction in emergency shelter bed capacity and proposes developing a variety of emergency, transitional and permanent housing options. The strategy calls for the replacement of two large emergency shelters with multiple housing options and services targeted to four populations: men, women, couples without children, and persons who are chronically mentally ill.

The housing and services strategy was a major milestone in Portland's efforts to understand and resolve homelessness among men and women in Portland's downtown core. It represented a broad-based effort among the public sector, human service organizations and other concerned persons to significantly improve the lives of many homeless individuals.

Goals of Review

This review focuses on how well the goals and objectives of the Strategy have been implemented during its first year. The goals are to:

- 1) Examine the progress on the goals and objectives outlined in the implementation plan, including the components of the housing/services model;
- 2) Compare the current status of implementation with the original expectations; and
- 3) Suggest modifications to the implementation plan, if needed, based upon available resources, current status of shelter/housing facilities, and changing numbers of homeless single adults.

Methods To Collect Information

Information for this review was collected through several means, including:

- ◆ Examination of funding: comparing planned, actual and projected expenditures for the housing/services model in FY1993-94, 1994-95, and 1995-96;
- ◆ Interviewing involved service providers and public policy staff regarding their impressions of implementation to date, perceptions of current status, and suggestions for proceeding (listing in Appendix A);
- ◆ Obtaining feedback from other involved or concerned community members, including businesses, law enforcement, and neighborhood organization members about their impressions of homeless activity, government coordination and services currently compared to a year ago;

- ◆ Reviewing available service numbers and client demographic data, and comparing them to the service data in the original plan.
- ◆ Reviewing data and recommendations in *Review of Transitional Housing Programs for Homeless Single Adults in Downtown Portland*, January 1995, Multnomah County Community and Family Services Division, et al. (See Appendix B for Executive Summary.) The review work group included staff from Multnomah County, City of Portland, Housing and Community Development Commission and United Way.

II. BACKGROUND: WHERE WE CAME FROM

A. SYSTEM AT TIME PLAN WAS CREATED

This section summarizes portions of the document, *Strategy for Serving Homeless Single Adults in Portland/Multnomah County, Oregon*, November 1993.

1. POPULATION CHARACTERISTICS

On a given night in 1993, an average of 350 individuals stayed in emergency shelter. Among the approximately 7,000 homeless single adults in the County, the following characteristics were estimated:

- Male (around 88-90%)
- Suffering from chronic mental illness (25-30%), particularly for women,
- Suffering an addiction problem (90%),
- Illiterate (15%) or with a learning disability (40%).

The homeless population has grown enormously in the past decade, and it is generally expected that a significant number of homeless people will continue to exist. The number of homeless single adults using the mass shelters had declined during the years just prior to 1993, at the same time, increasing numbers were seen in the areas adjacent to Old Town/China Town (where most of the shelters were located). Beginning in the early 1990's, increased requests for shelter in Old Town came from homeless families with children, due to lack of space at agencies that serve families. Among the factors leading to homelessness are the economy, poverty, domestic violence, immigration, housing loss, mental health institution downsizing, and alcohol and drug abuse/addiction.

2. SYSTEM OF SERVICES

The services funded by Portland and Multnomah County, and the service capacity in the homeless single adult system are presented in Table 1 on page 7 of this report. The focus of services was on emergency shelter, with some transitional housing to support persons in recovery from alcohol/drug addictions/abuse. In addition to Portland and Community Action Program-funded services, a variety of services exist that were funded through other sources, including meals, mental health support services, alcohol and drug treatment, employment services, emergency shelters, and permanent housing facilities, among others.

Also funded by Multnomah County Community Action Program was the geographically-based Community Service Center at Transition Projects. Among the services at the Community Service Center were energy assistance, employment services, alcohol/drug treatment and other services to meet the needs of low-income and homeless individuals.

B. THE PLAN: RESTRUCTURED SYSTEM OF HOUSING AND SERVICES

The restructured system of housing and services plan was developed in 1993 through the efforts of many people, including staff at Multnomah County, Housing Authority of Portland, City of Portland, United Way, social service providers, advocates and others.

Goals: The primary goals of the housing/services model are:

- To assist homeless persons to access stable housing quickly, and
- To provide the support needed to maintain stable housing.

Components: To achieve these goals, several housing options were included: basic shelter, emergency housing, transitional housing, and permanent housing. These housing options are meant to meet the variety of needs presented by homeless persons, rather than to represent the movement of each individual through the system. Supportive services were also included: case management including housing stabilization and employment. The components of the system are briefly described below (a more detailed description is in the *Strategy for Serving Homeless Single Adults referenced in Appendix C*):

1. **Education/publicity** in order to educate the community about homelessness and services and obtain support.
2. **Outreach/information** are to link homeless persons into services.
3. **Case management/Intake/Assessment** are to assess situations of homeless persons, direct them to the most appropriate resource, and work toward the agreed upon goals. This includes housing placement and stabilization function.
4. **Shelters:** The model calls for three shelters: 90 beds for men, 30 beds to be combined with emergency/transitional housing for women, and a 20-bed low demand shelter for persons with chronic mental illness.
5. **Housing Options:**
 - **Emergency housing** is for people who are ready to begin resolving their homelessness, especially for those who are newly homeless and ready to secure permanent housing with a minimum of assistance. (Either a shelter-structure with added privacy or a single-room-occupancy unit.)
 - **Transitional I housing** is a supportive environment for person awaiting permanent housing or a more structured program. (Usually will be single-room-occupancy unit.)
 - **Transitional II housing** has specific programming objectives, such as recovery in an alcohol/drug free environment, or for mentally ill persons. (Usually will be a single-room-occupancy unit.)
 - **Permanent housing** is the ultimate goal for the system, may be open-market or subsidized housing. The model includes rent and deposit assistance to assist people in obtaining units.
6. **Chronically Mentally Ill Program:** A continuum of shelter and housing options are included for mentally ill homeless persons.
7. **Hispanic Services:** Case management and housing for homeless Hispanic men is included in the model.

8. **Employment Services:** The model calls for voice mail so that homeless people seeking employment can receive calls back, an employment support program which offers subsidized jobs, and other programs.
9. **Day Shelter:** The model calls for 24 hour shelters for men and chronically ill people (women will have 24 hour access to their housing). An additional open-access day shelter with clean-up facility is designed for private funding.
10. **Evaluation:** The community expressed the importance of evaluating the changes to and goals of the restructured housing and services system, to determine their success in reducing homelessness.

The specific expectations for implementation and timing for the components described above are included in Table 1 on page 7.

C. IMPLEMENTATION DURING FY 1993-94

1. SERVICE SYSTEM FUNDING PRIOR TO PLAN

Table 1 includes the *initial funding* budgeted for July 1 1993, prior to the housing and services plan. The allocation by County and City for FY 1993-94 for homeless single adults services was \$722,391. As shown in the "FY 1993-1994 Initial" column in the table, services for homeless single adults funded by the County or City prior to development of the plan were:

- Shelter for men and women (capacity=300 beds at Glisan St. and Recovery Inn)
- Clean-up center and day shelter open to the public (at Glisan St. shelter)
- Basic shelter for men, may be inebriated (65 spaces at Union Gospel Mission)
- Emergency/transitional housing for chronically mentally ill (58 units at Bridgeview)
- Alcohol/drug treatment-supported transitional housing (81 units at Estate 4th floor and Everett)
- Rent and deposits for permanent housing (\$20,000)
- Case management for women in permanent housing (at the Rose Apt.)

System planning, implementation and evaluation were included in the Community Action Program initial budget, as well.

2. PLANNED VERSUS ACTUAL FUNDING IN FY 1993-94

The planned allocations for FY 1993-94 for the housing and services restructured system are included on the allocation table (see "*Planned*" column on Table 1). As described in the previous section of this document, the planned allocations for FY 1993-94 began a phasing-in of the restructured system, including closing the Glisan Street day shelter/clean up center to the public, having emergency/transitional housing for women, funding housing placement specialists, and having County staff continue to coordinate implementation and evaluation of the model.

Table 1 summarizes planned versus actual funding. Actual reallocation of funds based on the approved Strategy for implementation began in January 1994. The highlights of planned versus actual funding follow:

Services funded as planned

- **Housing placement staff (.5 FTE)**
- **Emergency transitional housing for Chronically Mentally Ill:** A grant was awarded, but there was no expenditures pending facility development.

Planned services not funded

- **Evaluation:** No resources were available to hire new staff, and current staff were assigned to other projects. (Subsequently, in FY 94-95, Division staff were active on this review and the transitional housing review.)
- **Shelter/emergency/transitional housing for women:** Transition Projects renovation included a separate area of women. In light of the lack of identified resources, implementation of housing options was delayed (Subsequently, in early 1995, Transition Projects was awarded a grant for a separate facility for women.)
- **Basic shelter at Union Gospel Mission:** Union Gospel decided to discontinue providing shelter during in January 1993, which reduced the system capacity by 65 units, an unexpected reduction.

Unplanned services funded

- **Winter overflow shelter:** The severity of the winter required that overflow facilities open. (Subsequently, Community Action Program developed a winter plan that will be incorporated into the FY 1995-96 allocation plan.)
- **Day shelter/clean-up center:** Due to delays in implementing the plan, the day shelter would have begun its closure in January, which would have been a hardship due to weather. Therefore, the day shelter closure to public use was delayed until July 1.

TABLE 1: PLANNED VERSUS ACTUAL COUNTY/PORTLAND ALLOCATIONS FOR HOMELESS SINGLE ADULT SERVICES.

Model No.	Service	FY 1993-94 Initial	FY 1993-94 Planned	FY 1993-94 Actual	FY 1994-95 Proposed ¹	FY 1994-95 Actual ²
4.	Case Management (Includes Housing Placement): 9.5 FTE	\$0	.5 \$19,500	20,475	2.0 \$81,120	3.5 ³ \$137,971
6.	Case Management for Women in Permanent Housing: 1 FTE	\$27,662	\$27,662	27,662	1.0 \$28,768	.56 \$21,158
7.	Basic Shelter for Men (Non A/D): 90 beds. (Current: Glisan St. & Recovery Inn = 300 beds)	Night \$310,704 Day \$32,826	Night \$310,704 Day \$16,413	Night 296,872 Day 32,826	Night \$207,000	Night \$274,626
16.	Winter Overflow Shelter: 1,000 bed nights	\$0	\$0	8,925	\$0	\$16,655 ⁴
9.	Emerg/Trans. Housing for Men: 90 units	\$0	\$0	\$0	\$90,000	\$0
10.	Shelter/Emergency/Trans. Housing for Women: 30 units	\$0	\$12,931	\$0	\$69,109	\$144,759
11.	Emerg/Trans. Housing for Couples: 10 units	\$0	\$0	\$0	\$0	\$0
13.	Emerg/Trans. Housing for Chronically Mentally Ill: 58 units existing	\$70,095	\$70,095	\$0 ⁵	\$72,899	\$0
17.	Rent & Deposits for Permanent Housing	\$20,000	\$20,000	17,250	\$25,800	\$34,060
15.	A/D Free Transitional Housing: 81 units	\$96,075	\$96,075	97,084	\$99,918	\$166,572
22.	System Planning, Implementation, Evaluation	\$76,724	\$76,724	\$0	\$79,793	\$0
TOTAL, PHASE ONE SERVICES		\$634,086	\$650,104	\$501,094	\$754,407	\$795,801
12.&14	Innovation Housing Chronically Mentally Ill: 20 beds low demand shelter and 30 units of Emergency/Transitional Housing	\$0	\$0	\$0	\$0	\$0
3.	Information/Referral/Crisis Interv.: 2 FTE	\$0	\$0	\$0	\$0	\$0
18.	Employment Services: 1 FTE, 50 jobs, 50 housing units	\$0	\$0	\$0	\$0	\$0
21.	Voice Mail Telephone Service	\$0	\$0	\$0	\$0	\$0
19.	Client Assistance: 150 people	\$0	\$0	\$0	\$0	\$0
5.	Hispanic Mens Program: 1 FTE plus housing	\$0	\$0	\$0	\$0	\$0
TOTAL, PHASE TWO SERVICES		\$0	\$0	\$0	\$0	\$0
1.	Education & Publicity	\$0	\$0	\$0	\$0	\$0
2.	Outreach: 1-2 FTE	\$0	\$0	\$0	\$0	\$8,471 ⁶
20.	Clean Up Center ⁷	\$29,418	\$31,122	\$29,418	\$0	\$0
8.	Basic Shelter (A/D): Current: Union Gospel Mission (65 beds) ⁷	\$58,887	\$44,165	\$27,858	\$0	\$0
TOTAL, PRIVATE SECTOR FUNDING		\$88,305	\$75,287	\$57,276	\$0	\$8,471

¹ From Strategy for Serving Homeless Single Adults in Portland/Multnomah County, November 1993.

² From most recent County contracts/amendments

³ Includes 1.5 FTE Housing Placement Specialists

⁴ Actual costs will exceed this amount

⁵ Grant awarded, no expenditures pending facility development

⁶ Outreach to campers, 6 month funding

⁷ Amounts listed for 93-94 were public funding

Table 2: Planned vs. Actual Service Implementation

SERVICE	FY 93-94 CAPACITY	FY 94-95 CAPACITY		FY 93-94 FUNDERS	FY 94-95 FUNDERS	FY 95-96 PROJECTED FUNDERS	DONE AS PLANNED FY 93-94	DONE AS PLANNED FY 94-95	NOTES
1. Education and Publicity	-0-	-0-		n/a	n/a	n/a	Yes	Yes	Now seen to be a CAPO staff function
2. Outreach/Information	-0-	0.5 FTE		n/a	City	n/a	Yes	No	Camper outreach by TPI beginning 3/95 for 6 mos.
3. Information/Referral/Crisis Intervention	-0-	-0-		n/a	n/a	n/a	Yes	Yes	No funding
4. Case Management Program	0.5 FTE	3.5 FTE		City &/or County	City &/or County	City &/or County	Yes	No	Increased case management by 1.0 FTE
5. Case Management for Women in Permanent Housing	1.0 FTE	0.56 FTE		City &/or County	City &/or County	City &/or County	Yes	No	Women's case management reduced by 0.44 FTE
6. BASIC SHELTER FOR MEN/WOMEN: • Transition Projects • Salvation Army - Recovery Inn • Union Gospel Mission • Portland Rescue Mission	150 150 65 men 48 men	♂ 90 102 -0- 48	♀ 30 24 -0- -0-	City &/or County	City &/or County	City &/or County	TPI: Yes SA-RI: Yes UGM: No PRM: Yes	TPI: Yes SA-RI: Yes UGM: Yes PRM: Yes	Recovery Inn scheduled to close on 6/30/95 Union Gospel Mission closed 1/1/94 (Pld Rescue Mission privately funded.)
7. WINTER OVERFLOW SUBTOTAL • Portland Rescue Mission • Salvation Army - Harbor Light	152 -0-	152 120		City &/or County	City &/or County	City &/or County	Yes	No	Actual costs in both years exceeded planned. (Pld Rescue Mission privately funded.)
8. Emergency Transitional Housing for Men	-0-	-0-		n/a	n/a	n/a	Yes	No	No housing funded
9. Emergency Transitional Housing for Couples	-0-	-0-		n/a	n/a	n/a	Yes	Yes	No housing funded
10. Emergency Transitional Housing for Chronically Mentally Ill	58 units exist	58 units exist		County, MHHSW	MHSW	MHSW	No	No	Funding planned but not allocated (funds not available) (HUD grant received Jan. 1995)
11. Innovative Housing for Chronically Mentally Ill	-0-	-0-		n/a	n/a	City, MHSW	Yes	Yes	Royal Palm Hotel scheduled to open 95-96. (HUD grant received Jan. 1995)
12. Rent and Deposits for Permanent Housing	\$17,250	\$34,060		City &/or County	City &/or County	City &/or County	No	No	FY 93-94 funds allocated exceeded planned FY 94-95 funds increased
13. A&/orD Free Transitional Housing	81 units	81 units		City &/or County	City &/or County	City &/or County	Yes	No	Actual costs exceeded projected by \$66,654
14. Evaluation, system planning, coord.	-0-	Staff support		n/a	n/a	n/a	No	No	County staff provide some support.
15. Employment services	-0-	-0-		n/a	n/a	n/a	Yes	Yes	No funds allocated
16. Voice Mail Telephone Service	-0-	-0-		Private	Private	Private	Yes	Yes	Available only to Transition Projects clients
17. Client Assistance	-0-	-0-			City & Private	City & Private	Yes	Yes	Community Service Center Allocation to TPI
18. Hispanic Men's Program	-0-	-0-		n/a	n/a	n/a	Yes	Yes	12 TPI shelter beds for Ore. Human Dev. Corp.
19. Clean Up Center/Day Shelter	TPI, PRM	PRM		City &/or County	City &/or County	Private	Yes	Yes	Expected to be funded through private sources.

1 County = Community Action Program funding, only

* City=Bureau of Housing and Community Development

* Local funding only shown

III. CURRENT STATUS: WHERE WE ARE NOW

A. CURRENT SYSTEM

1. POPULATION CHARACTERISTICS

Summary:

- The average number of men and women in shelter on a given night fluctuated from monthly lows of 261 persons in May/June 1994 to 467 persons in January 1995.
- During the warmer eight months of the year (March through October) there were an average of 276 individuals (238 men and 38 women) per night.
- During the four colder months, an average of 433 persons (384 men and 49 women) stayed in shelter each night.
- While the average numbers of men using shelter in the colder months increased substantially (146 more), women sought shelter in only slightly higher numbers.

The number of individuals staying in shelter during the past year, based on monthly averages at the three year round shelters and the overflow winter shelter, is included in Table 3:

- ♦ Transition Projects, Glisan Street Shelter
- ♦ Portland Rescue Mission
- ♦ Salvation Army, Recovery Inn
- ♦ Salvation Army, Harbor Light (overflow shelter)

Table 3
Adult Shelter Utilization - Monthly Averages
February 1994 to January 1995

Month	Men	Women	Total
January 1995	414	53	467
December 1994	394	50	444
November	345	46	391
October	242	40	282
September	228	38	266
August	235	37	272
July	221	42	263
June	225	36	261
May	226	35	261
April	243	37	280
March	286	39	325
February	383	46	429

2. SERVICES

The last column in Table 1 shows the current system of services. Changes to the system during the current fiscal year, leading to the current structure, include:

- Funds for 2 FTE case managers and 1.5 FTE housing placement staff at Transition Projects.
- Remodeling at the Transition Projects Glisan Street shelter decreased capacity to 90 men and 30 women. All persons staying at the shelter are required to participate in case management. Staff at Transition Projects began defining the facility as transitional shelter.
- Increased coordination between agencies:
 - ★ Northwest Pilot Project and Glisan Street staff coordinate efforts to serve more seniors from shelter and to conduct outreach to seniors while they await a slot at Transition Projects Glisan Street facility.
 - ★ Oregon Human Development Corporation has twelve beds available to their case management clients at Glisan Street shelter.
 - ★ Project Respond staff continue to coordinate on behalf of mentally ill clients at Glisan Street shelter.
- Outreach to homeless campers to link to services and shelter/housing. (Began in March 1995 and will continue for six months.)

3. EFFECTIVENESS OF SERVICES

One aspect of the restructured plan was to evaluate the effectiveness of services provided. County staff were unable to provide this, as had been originally planned.

Housing Placement

A service funded as a result of the plan is housing placement. Housing placement staff were hired by Transition Projects to assist shelter clients to locate, obtain and maintain permanent housing. Transition Projects provided information about the results of the 1.5 FTE housing placement staff efforts. During the first eight months of FY 1994-95, 152 homeless men and women were placed in housing (annualized, this would be 228 persons per year). (In addition, 22 persons at risk of losing their housing were served through the Community Service Center.) Individuals were placed in a variety of locations, and the following table shows where people were most frequently housed:

<u>Location</u>	<u>No. Placed</u> (if 9 or more placements)
Sally McCracken	24
Swindell's	13
Fairfield	13
Beaver Motel	13
Estate Hotel	11
Alder House	9

Notable in the above housing listing is the absence of housing placements into low rent public housing. It should be noted that Transition Projects does not have expedited access to low rent public housing. The program, for clients with special needs, is operated by the Housing Authority of Portland and is available to agencies serving homeless and other clients who meet certain.

The client's contact with the Housing Specialist is generally completed after placement in housing. Housing placement clients are given the opportunity to contact the Housing Specialist after one month in housing, through a routine one-month post-placement mailing.

One month follow-up on clients placed in housing is occurring, but data are not available at this time. Housing Specialist staff hope, in the near future, to begin conducting follow-up with clients who have been in housing longer. Without follow-up results, information on the longer-term effectiveness of this service is not available.

Alcohol/Drug Free Transitional Housing

Among the housing funded as part of the restructured plan is transitional housing at the Everett and the 4th floor of the Estate. Both facilities were included in a recent effort, resulting in the document *Review of Transitional Housing Programs for Homeless Single Adults in Downtown Portland, January 1995*. Follow-up with clients placed in housing is not conducted by the programs that were the focus of the Transitional Housing review. Therefore, data on effectiveness of these services is not currently available.

B. IMPLEMENTATION DURING FY 1994-95

The following section describes the current status of implementation of each component of the plan, using the tables and interviews with service providers. The funding reference below refers to Table 2's listing of local public allocations.

COMPONENTS OF THE PLAN

1. Education/publicity: *This service is not funded through the implementation plan.*

Persons interviewed stated that education and publicity are weaknesses in the system. There is the need for increased advocacy and public education about homelessness in general, as well as about specific populations of homeless people and the services available to them.

2. Outreach/information: *This service is generally unfunded; but is funded for some of 1995 for outreach to homeless campers.*

Ongoing outreach activities include Project Respond, for persons with severe and persistent mental illness. A cooperative effort between Transition Projects and Northwest Pilot Project is identifying persons 50 and older who are on the Glisan Street facility waiting list to enable more rapid housing of seniors. Beginning in March 1995, for six months, Transition Projects staff will conduct outreach to homeless campers to attempt persons to link to services to resolve their homelessness.

Persons interviewed discussed the lack of capacity in shelters or housing, making outreach a potentially unfruitful activity. The need for a more system-wide or coordinated approach was discussed by several persons.

3. Case management/Intake/Assessment, Including Housing Specialists: *This service is funded.*

Currently, Transition Projects Glisan Street facility is case managing clients staying at the shelter, or they are being case managed by specialized agencies, such as Oregon Human Development Corporation or the Veterans Administration staff person stationed at the facility. Housing Specialists are funded (their activities are described in more detail in the previous section), as well.

Persons interviewed commented on the improvements in this area as part of the implementation of the restructured system plan. Several persons interviewed discussed the importance and desire for doing more comprehensive assessments, possibly in a multi-disciplinary team format. The need for more housing solutions and focus on housing was discussed as well as the need for more case management services to be available to link people to housing and resources.

4. Shelters: *This service is funded.*

While the Transition Projects Glisan Street facility and Recovery Inn are currently operating, Recovery Inn plans to close July 1, 1995 (see Section IV for more detail). Portland Rescue Mission continues to operate its emergency shelter.

Persons interviewed expressed concern that there are not enough shelter beds for particular needs, including mentally ill people who do not/cannot participate in case management, persons who are camping, and couples. A couple of people interviewed discussed the need for more information to be shared between service providers regarding shelter hours and requirements. (NOTE: The restructured system plan assumed that the shelter at Union Gospel Mission would continue to operate. It closed January 1993, which reduced the available shelter space for men not linked to services.)

5. Housing Options (Emergency, Transitional I & II, Permanent): *Some are funded currently.*

Transitional housing for persons in recovery from alcohol/drug abuse/addiction is funded at the Everett and the Estate 4th Floor.

Persons interviewed discussed the need for more permanent housing development and low-income housing availability, both downtown and outside of it. Concern was expressed by several persons interviewed that housing placement was not assisting in stabilizing people placed in housing and that follow-up was not being conducted. Also raised was the general lack of knowledge of how people move through the continuum of housing in the system. Nearly all persons interviewed thought that the focus on having a goal in the system of services for permanent housing was starting, but was not consistently a focus.

6. Emergency/Transitional Housing for Chronically Mentally Ill Persons: *Not funded.*

The Bridgeview provides transitional housing for this population. Mental Health Services West received a grant in 1995 from HUD to develop emergency/transitional housing.

7. Hispanic Men's Program: *Not funded.*

Concerns expressed by persons interviewed included concerns that farmers were using the shelters, especially Recovery Inn, as housing for their laborers; concern about whether those who are undocumented will be able to work and find housing in the Portland area; and whether the California ballot measure will mean a large in migration to Oregon.

8. Employment Services: *Not funded.*

Several services exist, including the Central City Concern Shoreline program, which offers housing and employment services. An Oregon Employment Division staff person is out stationed at Transition Projects Glisan Street facility.

Persons interviewed described the need for permanent employment and providing supports for persons once employed. Several people thought that day labor would not provide the income needed to get off the streets.

9. Day Shelter: *Not funded.*

No downtown day shelter/clean up center is meeting this need full-time. Currently, limited access to public clean-up is available at Recovery Inn and Portland Rescue Mission, and there is no day shelter.

While persons interviewed agreed that a public day shelter/clean up center is needed, no one thought it should be funded through public money.

10. Evaluation: *No funding.*

System planning, implementation and evaluation, anticipated to be staffed by County Community Action Program, remains unfunded and staff have not been assigned these functions. However, during the fiscal year, Division staff completed a review of the transitional housing programs for homeless single adults in downtown Portland. The programs reviewed include those funded as part of the Strategy. The Executive Summary of the report, *Review of Transitional Housing Programs for Homeless Single Adults in Downtown Portland*, is in Appendix B.

PROPOSED VERSUS ACTUAL FUNDING

Implementation during the current fiscal year is illustrated in Table 1. The discrepancies between planned and actual funding, along with comments, is shown below:

Table 4
Proposed Compared to Actual Funding for FY 1994-95

Service	Proposed	Actual	Comments
Case management/housing placement staff	2.0 FTE \$81,120	3.5 \$137,971	Funded at higher level of staffing than anticipated
Basic shelter for men at Glisan St. & Recovery Inn*	\$207,000	\$274,626	Higher proportion of actual costs was funded
Winter overflow shelter	\$0	\$16,655+	Expected missions would provide; instead UGM closed their shelter a year ago.
Emerg/trans. housing for men: 90 units	\$90,000	\$0	Funding not available - funds used to meet basic shelter costs
Shelter/emerg/trans. housing for women: 30 units**	\$69,109	\$144,759	Higher proportion of actual costs was funded
Emerg/Trans. housing for chronically mentally ill	\$72,899	\$0	Funding from temporary source.
A/D free transitional housing	\$99,918	\$166,572	The City/County agreed to pay a higher proportion of actual costs for fewer units
System planning, implementation, evaluation	\$79,793	\$0	Some activity, funding not reflective of activity

* The men at the Transition Projects Glisan Street facility participate in case management.

** This is at the Glisan Street facility, which is shelter (not housing), with case management

IV. GETTING TO WHERE WE WANT TO BE

A. PROJECTED IMPLEMENTATION FOR FY 1995-96

Community Action Program Funding

Funding for continuing the implementation is being pursued as part of a broader, annual allocation process by the Community Action Program. The CAC policies give priority plans for each population served by the Community Action Program. The following are based on resources available in the next fiscal year. In March 1995, the Multnomah County Community Action Commission approved funding policies for the entire system of services.

Closure of Recovery Inn

Salvation Army announced its plans to close Recovery Inn July 1, 1995. This closure will have a major impact on the system of services and homeless adults. In the course of this review, persons interviewed were asked for suggestions on how to handle the impending closure of Recovery Inn.

Resource Development

Among the successful resource development that will help implementation of the shelter/services plan are Stuart B. McKinney-funded HUD grants have been awarded for the following:

- Shelter and transitional housing for 50 women. The facility is due to open in Summer 1996. The grant was awarded to Transition Projects.
- Shelter and housing for mentally ill persons. Projected opening is during FY 1995-96. The grant was awarded to Mental Health Services West.

Additional funds for many aspects of the services in the plan are included in a grant to HUD, which is due in April.

B. RECOMMENDATIONS

In the course of this review, several ways to strengthen the system of services were raised repeatedly by interviewers or became apparent from the available information.

1. Develop implementation plan to close Recovery Inn that is sensitive to relocating persons staying at the shelter. The plan should also be consistent with the housing/services plan and its implementation. Incorporate suggestions of persons interviewed for this review.

Implementation: Community Action Program will develop an implementation plan that is responsive to sheltered persons and housing/services plan by April 1995.

2. Improve Coordination of Services:

- a. Regular meetings with program managers and/or line staff re: restructured system implementation. The goals will be to create and maintain focus of system and to share knowledge and updates.
- b. Update service providers about changes in shelter hours, rules, etc. for referral purposes. Develop and maintain a mailing list for this purpose.
- c. Intake and assessment services for the homeless single adult system to be multi disciplinary, coordinated and comprehensive.

Implementation: Community Action Program staff will coordinate these activities in collaboration with service providers, beginning efforts in April 1995.

3. Examine and solve issues related to low rent public housing, including: (a) the difficulty of access to this resource by Transition Projects Housing Specialists, (b) and the reportedly many vacancies in units for single adults at facilities operated by the Housing Authority of Portland.

Implementation: Community Action Program staff will coordinate with the Housing Authority of Portland and Transition Projects to try to improve access of low rent public housing for homeless single adults.

4. Require data collection and client follow-up for services.

Implementation: Community Action Program will have a client tracking system developed and in place to allow consistent data collection from contractors for services by January 1, 1996.

5. Conduct evaluation of services funded.

Implementation: Community Action Program will conduct evaluation on the implementation of housing/services system, using data from client tracking system, beginning January 1996.

6. Continue resource development to implement the components of the housing/services plan, both through grant-writing and through pursuing private local funding.

Implementation: Community Action Program will coordinate development of a fundraising plan, in collaboration with service providers and other local funders, May 1995.

APPENDIX A

Persons Interviewed for Review

Bob Durston, Transition Projects, Inc.
Susan Emmons, Northwest Pilot Project
Major Neal Hogan, Recovery Inn
Richard Kuczak, Transition Projects, Inc.
Julie Larsen, Mental Health Services West
John Simmons, Central City Concern
Jim Teel, Portland Rescue Mission
Bobby Weinstock, Northwest Pilot Project
Staff at Oregon Human Development Corporation

BACKGROUND

The purpose of this study is to assess how transitional housing programs operate as part of the community's housing and service system for homeless single adults. Given the absence of uniform data collection and outcome expectations among the agencies, the review was not designed as a traditional program evaluation of effectiveness.

In the Summer of 1994, implementation was occurring on the restructured system of services to homeless, single adults. During that time, extensive discussions revolved around the appropriate level of local public funding for transitional housing.

The questions led to the formation of a work group to review downtown programs and develop recommendations related to transitional housing. Four programs were examined as the focus of the review, and three others were chosen to compare different strategies to serve homeless individuals.

METHODS

The work group conducting the review included staff from Multnomah County, City of Portland, Housing and Community Development Commission, and United Way. The work group collected, analyzed and compiled information from the following sources:

- ◆ Available data from agencies during the previous fiscal year, including client demographics, program termination and any follow-up information;
- ◆ Interviews with administrative and program staff; and
- ◆ Focus groups with clients.

FINDINGS

The following are the main observations by the work group based on information collected:

Funders and programs lack commonly-held definitions of program success. Funders do not provide a clear statement of program expectations. No commonly-held definition of success exists for transitional housing programs. Success is often defined by programs as remaining in alcohol and drug treatment. Less often, success is tied to housing or income stabilization.

A range of reported success rates exists among programs. Data given by the service providers indicate that between one-fifth and two-thirds of transitional housing participants had succeeded in meeting the objectives of the program at the time they exited. Different definitions of program success and an absence of follow-up data prevent a more specific finding.

Funders' expectations of programs are not always clearly communicated. A premise of the restructured system of services for homeless single adults is that Multnomah County Community Action Program Office (CAPO) will continue to fund 81 units of transitional housing "to help people recovering from substance abuse to obtain housing and services"

(Strategy for Serving Homeless Single Adults in Portland/Multnomah County, 1993). Although this is the goal of CAPO-funded transitional housing, CAPO is funding programs that do not have this goal. For instance, the goal of the Estate 4th floor program is to support people to maintain recovery, not to achieve housing stabilization.

Funders have not required consistent data collection or designed methods to track client information, program services and outcomes. Therefore, program effectiveness is not known. Data collection of client characteristics and outcomes is limited in most programs, and client follow-ups are not conducted. Only one agency included in the study, Northwest Pilot Project (which does not provide transitional housing), regularly collects follow-up data on former clients to measure long-term effectiveness of services.

RECOMMENDATIONS

The recommendations developed as a result of the findings are summarized as follows:

1. Answer Policy-Level Questions for the Community Action Program system of services:

- ♦ Clarify the main purpose of publicly-funded transitional housing and services. Is the goal to support recovery, housing stabilization or economic self-sufficiency? Goals and outcomes for services funded by the Community Action Program should be consistent with its mission. Program elements can then be developed that are consistent with the goals and outcomes.
- ♦ How does transitional housing fit into the continuum of care for homeless individuals, both those in recovery and those who are not chemically dependent?

2. Define Transitional Housing & Expectations between funders and service providers. Meetings should be held to:

- ♦ Specify expected outcomes for transitional housing programs.
- ♦ Reach agreement on the minimum elements of transitional housing.
- ♦ Answer questions related to relapse. Develop appropriate policy on this issue.
- ♦ Develop a client tracking system that collects data on client demographics, services provided and program outcomes.

3. Follow-up on Program Specific Issues raised in the course of this review.

4. Implement Client Feedback Mechanism to obtain and respond to client input.

5. Increase Capacity for Assessment & Case Management, including assessing housing readiness and plans for housing self-sufficiency for persons newly in recovery.

6. Create Stable Funding Source for Alcohol and Drug Free Housing.

7. Conduct Evaluation to assess the effectiveness of programs to meet client needs.

APPENDIX C

REFERENCES AND HOW TO OBTAIN THEM

Multnomah County, *Review of Transitional Housing Programs for Homeless Single Adults in Downtown Portland*, February 1995.

For copies, contact: Wendy Lebow, Evaluator
Community and Family Services Division
Multnomah County
421 SW 5th Ave., 2nd Floor
Portland, Oregon 97204
(503) 248-3691 ext. 6233

Strategy for Serving Homeless Single Adults in Portland/Multnomah County, Oregon, November 29 1993.

For copies, contact: Cilla Murray, Contracts Administrator
Community and Family Services Division
Multnomah County
421 SW 5th Ave., 2nd Floor
Portland, Oregon 97204
(503) 248-3691 ext. 6296

MEETING DATE: March 5, 1996

AGENDA #: B-2

ESTIMATED START TIME: 10:15am

(Above Space for Board Clerk's Use ONLY)

AGENDA PLACEMENT FORM

SUBJECT: North Portland Youth and Family Center Briefing

BOARD BRIEFING:

DATE REQUESTED: March 5, 1996

REQUESTED BY: Commissioner Gary Hansen

AMOUNT OF TIME NEEDED: 30 - 45 Minutes

REGULAR MEETING:

DATE REQUESTED: _____

AMOUNT OF TIME NEEDED: _____

DEPARTMENT: Non-Departmental

DIVISION: Commission District 2

CONTACT: Pam Arden

TELEPHONE #: 248-5239

BLDG/ROOM #: 106/1500

PERSON(S) MAKING PRESENTATION: Diane Feldt

ACTION REQUESTED:

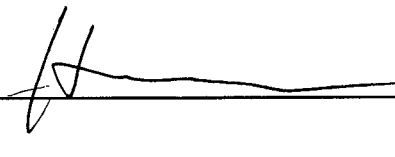
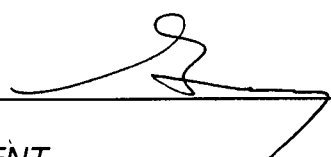
☒ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL ☐ OTHER

SUGGESTED AGENDA TITLE:

*Girlz in the Hood Video Presentation by Diane Feldt, Director,
North Portland Youth and Family Center*

SIGNATURES REQUIRED:

ELECTED
OFFICIAL:
(OR)
DEPARTMENT
MANAGER:



CLERK OF
COUNTY COMMISSIONERS
96 FEB 26 PM 12:12
MULTNOMAH COUNTY
OREGON

ALL ACCOMPANYING DOCUMENTS MUST HAVE REQUIRED SIGNATURES

Any Questions: Call the Office of the Board Clerk 248-3277 or 248-5222

NORTH PORTLAND YOUTH & FAMILY CENTER

7704 N. Hereford ❖ Portland, Oregon 97203 ❖ (503) 285-0627 ❖ Fax: (503) 289-8731

FEB 29 1996

MULTNOMAH COUNTY CHAIR

February 26, 1996

Chair Beverly Stein
Multnomah County Board of Commissioners
1120 SW 5th, Rm 1515
Portland, OR 97204

David
Dels

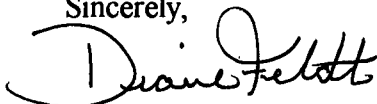
Dear Chair Stein,

On Tuesday March 5th, during your Board informal, I have taken the liberty of scheduling a showing of Girlz In the Hood, a 31 minute video written and performed by young women and their babies engaged in the Family Services component of GIFT. This video is currently being aired on Paragon Cable access.

GIFT Family Services is one of three components to the GIFT Project. The others include the Women's Collective and Southeast Asian Services. I am enclosing the most recent full project report for your information. Funding for GIFT ends on June 30, 1996. It is currently part of a \$358,000 add package from the Department of Community and Family Services. This package includes current service level continuation, \$226,000, plus \$132,000 which would make the project available throughout the county.

It is the hope of staff, the young women we serve and myself that all who see the video will come away with a better understanding of who these young women are, what their lives are like, their, their fears and their potential.

Sincerely,



Diane M. Feldt, Director
North Portland Youth & Family Center

cc: Lorenzo Poe

Iris Bell

Regena Warren

Gang Influenced Female Team GIFT

HISTORY

GIFT began in the Fall of 1991 with a one-time grant from the Office of Juvenile Justice and Delinquency Prevention. Following this award, the Oregon Criminal Justice Services Division began funding GIFT and has done so for four subsequent years. CJS funding, however, has been reduced each of the past two years and will not be available at all after this fiscal year.

TARGET POPULATION

Young women, ages 13-18, both pregnant/parenting and non-pregnant/non-parenting, who are members of gangs, at risk from gang activity and/or impacted by the problems gangs cause. GIFT serves young women in conjunction with their families.

PARTICIPANT PROFILE

The typical GIFT client is African American or Southeast Asian, living with her family, enrolled in public school full-time, however, her attendance is irregular and her school performance is poor, she is unemployed, and is identified as having the following problems/issues:

- *Conflicts with her parents
- *Low self-esteem
- *Teen parent (40% of clients)
- *Poor parental supervision
- *Difficulty relating to peers
- *Lacking appropriate role models

REFERRALS

Project referrals come directly from Juvenile Court, from other community based programs that are not staffed to deal with the issues of the gang lifestyle, from concerned family members, and from GIFT participants whose friends want to become a part of the program.

PROJECT CAPACITY

GIFT is currently comprised of 4.5 FTE direct service staff. This is down from 6.5 FTE in previous years. The current staffing level allows for approximately 49 young women to be served at any time. In past years, with higher staffing levels that also included a GIFT Community Health Nurse and an Employment Services Coordinator, over 130 young women were served annually.

Because GIFT is the only program in the County specifically designed for gang involved young women and their families, the requests for presentations and trainings are many. Historically, GIFT has been involved in at least two major presentations yearly to the legislature, human service professionals, and/or school personnel. With the current reduction in project staffing levels, less time, if any, is available for such networking, outreach and training.

SERVICES

The program provides intensive counseling and assistance in a number of specific areas including life skills, parenting skills, group, individual and family counseling, and access to health care and housing

services. GIFT is currently comprised of the Women's Collective, Family Services, and Southeast Asian Services components.

- The Women's Collective serves young women in North/Northeast Portland who have no children and are not pregnant.
- The Family Services serves young North/Northeast women who are pregnant and parenting.
- The Southeast Asian Services component serves young women of Southeast Asian descent who live primarily in Southeast Portland.

SERVICES SUMMARY

- Over 350 young women have been served since GIFT was implemented.
- The average length of stay in the program is nine months.
- GIFT serves, on average, 75% non-adjudicated and 25% adjudicated young women.
- A minimum of 85% of the young women served every year since GIFT's implementation have been ethnic minorities. Almost 60% African American and 30% Southeast Asian annually.
- All project participants are involved in individual and group counseling services; contact is made weekly with all active project participants.
- All pregnant and parenting young women are involved with a Community Health Nurse and all young women are connected with health care services for access to birth control and treatment of STDs.
- Education, employment or both are goals for all young women in GIFT.
- All project participants have access to and nearly all are involved with substance abuse counseling.
- GIFT currently lacks the capacity to serve young women in Southeast Portland who are not of Southeast Asian descent.

PROJECT OUTCOMES

- Nearly 100% of non-adjudicated young women have remained non-adjudicated while participating the program.
- Less than 12% of adjudicated young women have reoffended while involved with GIFT.
- All Project participants have a plan for access health care for themselves and their children upon transition out of the program.
- All clients who successfully transition out of the project are enrolled in an educational program and/or are employed.

60% of GIFT participants who transition from the project:

- Are enrolled in an educational program and/or are employed;
- Are living in safe, stable housing;
- If they have children, they have had no involvement with child protective services since becoming involved with the project, or no further problems if previously involved; and, readily access health care services for themselves and their children.
- The first comprehensive outcome based evaluation of GIFT is currently underway.