

**THE HOMELESS IN WASHINGTON COUNTY:  
INVISIBLE AND ISOLATED IN THE MIDST OF PLENTY**

**A Report to Washington County Community Action Organization  
and the Citizens of Washington County**

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The Planning Group**

**for  
Washington County Community Action Organization**

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## I. Introduction

Over the past fifteen years, a number of local and national trends have resulted in an increase in the number of homeless and those at risk of homelessness in Washington County. Those trends include: rapid growth in the county, a decline in wages, and federal policies that have resulted in a decrease in the availability of affordable housing.

Washington County's population has grown more rapidly than almost any county in Oregon, resulting in an unprecedented boom in housing development. Unfortunately, this development has been geared to the upper end of the housing market and affordability for many low and moderate income households has declined.

At the same time, low income people have suffered a decline in real wages. The maximum amount of AFDC (Aid to Families with Dependent Children) allocations, for example, bought 26% less in 1990 than in the early 70s. Minimum wage used to keep a family of three above the federal poverty level--in 1991, it provided that same family an income at 80% of the federal poverty level.<sup>1</sup>

Also at the same time, federal policies contributed to a decrease in the development and availability of affordable housing. During the 1980s, the federal government virtually ceased funding construction or rehabilitation of low and moderate income housing<sup>2</sup>. Housing development was reduced by 75%. In addition, there was an increase in the rate of de-institutionalization of the mentally ill, alcohol and drug affected/addicted individuals, and those facing other social problems. As a result, there has been an astounding increase in the number of people living on the street, in their cars, or doubled up with others.

Homelessness affects families and individuals in a variety of ways, and is particularly devastating to children. It can cause severe disruption in the short run, as well as long-term, sometimes irreversible, problems in the long run.

Homeless families resemble poor families with stable homes in many respects; similar income, educational achievement, work history, family structure, drug use, and psychiatric history. Recent research suggests that they differ, however, in their support networks. By the time a family becomes homeless, it has few people who can help. Without a friend's couch to sleep on, or a relative to borrow money from, a poor family is more likely to end up without shelter when a crisis strikes.

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<sup>1</sup>*The Visible Poor.*

<sup>2</sup>"Homeless Families." *Scientific American*, December 1991

While the lack of supports can lead to homelessness, it also can be an outcome. Homeless families may be sheltered in unfamiliar settings far from their neighborhoods and lose touch with friends, families, churches, and other community supports. In a recent study comparing homeless families to housed poor families, Ellen Bassuk of Harvard Medical School and Lynn Rosenberg of Boston University School of Medicine reported that 31 percent of the homeless mothers named a minor child as their primary emotional support. Only 26 percent named three adult supports. In contrast, just 4 percent of the housed poor mothers named a child as a primary support, while 74 percent named three adult friends or relatives.

Once homelessness occurs, children and their parents face dire consequences. The life of a homeless child is far worse than that of other children who still have a roof overhead.

**Health deficits:** Homelessness hurts children's health even before they are born and continues to damage it as they grow. According to a 1987 study by Wendy Chavkin of the New York City Department of Health, more than 39 percent of the homeless pregnant women she studied in that city had received no prenatal care. This rate is three times higher than that of women in low-income housing projects and four times higher than that of all city residents. It is not surprising, therefore, that the rates of infant mortality and low birth weight among homeless infants were also very high—25 deaths per 1,000 live births, compared with 17 among housed poor women.

James Wright, reporting on the Johnson-Pew Health Care for the Homeless Program, found that homeless children were twice as likely as their housed counterparts to suffer from such chronic health problems as cardiac disease, anemia, and upper respiratory infections. Homeless preschool children are only one-third as likely as other poor children to be fully immunized, and they are more than twice as likely to have elevated levels of lead in their blood, a condition associated with educational and psychological problems (according to a 1988 study by Garth Alperstein at St. Luke's Hospital).

Children's mental health also suffers when they are homeless. More than half of the homeless children interviewed in Boston family shelters by Ellen Bassuk in 1986 showed signs of serious developmental lags as well as clinical depression and anxiety.

**Disrupted schooling:** Homeless children suffer myriad educational difficulties. Because many homeless families move frequently, their children's education lacks coherence and continuity. But whether or not they change schools often, homeless children may fall behind academically because their chaotic living arrangements mean they often come to school tired, hungry, anxious, or unprepared. Public shelters are uniquely bad places for children to do homework or get a good night's sleep.

Sometimes homeless children are not even allowed to go to school. Although school districts increasingly are making efforts to accommodate homeless

children, some still require proof of residence, birth certificates, and other documents that homeless families often cannot provide.

**Family stress and disintegration:** Being homeless puts poor families under severe stress. Such stress, often experienced by parents as well as children, can lead to or increase domestic violence against women and children. Sometimes homelessness causes at least temporary dissolution of the family, and homeless children may be placed in foster care. A 1985 New Jersey study showed that homelessness was the primary reason for 19 percent of the foster care placements studied and a contributing reason for 40 percent.<sup>3</sup>

Washington County's homeless population has increased along with that of the nation as a whole. Since one night shelter counts were begun in 1990,<sup>4</sup> the county has seen a steady increase in the number of homeless or households at-risk of homelessness. Washington County Community Action Organization reports a 350% increase in the number of requests for services over the past five years. Additionally, with its economic roots in agriculture, Washington County has experienced a steady rise in the number of seasonal and migrant farmworkers in the area, workers who often live in overcrowded and substandard housing.

However, given the suburban and rural nature of the county, many homeless remain hidden from the general population, living in cars or camping out in undeveloped areas and forest campgrounds of the county. Single men seem to be underrepresented in homeless counts, as they probably gravitate to Portland where services for singles are sponsored. Homelessness in Washington County is a problem you can't quite see and "like homelessness in any suburb, this diminished visibility defuses the urgency of homelessness..."<sup>5</sup>

This report has three primary objectives:

1. to outline information regarding the homeless population and homeless services in Washington County,
2. to "put a face" on the homeless population, and
3. to define a service system model that is comprehensive and provides a way for the homeless to "get back on their feet."

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<sup>3</sup> *Housing and Homelessness: A Teaching Guide*, the Housing Now Coalition, 1989

<sup>4</sup> One night counts were begun by the Oregon Shelter Network. Currently OSN and the State Office of Housing and Community Services cooperate to do 2 one-night counts, one in the spring and one in the fall. Agencies (self)-identified as serving the homeless or at-risk populations respond to a number of questions concerning the homeless currently in their facility and those who have called that day/night requesting shelter services.

<sup>5</sup> *The Visible Poor*.

## II. Methodology

Given the three primary objectives of this report, several methods were used to collect information:

- **Steering committee:** The committee was made up of representatives from Washington County Community Action Organization (WCCAO), Washington County Department of Housing Services, Domestic Violence Resource Center (DVRC - SHELTER), and Interfaith Outreach Services (IOS--formerly Tigard Christian Ministries). They reviewed survey instruments and provided leadership, technical expertise, and direction for the study.
- **Service provider meeting:** Representatives of local homeless services met to discuss the current service delivery situation, identify gaps in service, and begin to formulate elements of a coordinated service delivery model.
- **Homeless service provider survey:** A survey was sent to 32 agencies and organizations providing housing and services to the homeless or to low-income individuals. Follow-up calls were made as needed to clarify information and to gather additional data.
- **Homeless Individuals Questionnaire:** A questionnaire was developed and administered to 20 individuals who had been homeless. Ten were currently in emergency shelter, 3 in transitional shelter, and 6 receiving follow-up services. One individual's situation was not known.
- **Review of existing literature and data:** Existing and historical reports were reviewed and pertinent information was used. A bibliography is included (Appendix A). The State Office of Housing and Community Services/Oregon Shelter Network's One-Night Counts as well as cumulative year data from the primary public access<sup>6</sup> shelter programs were reviewed. Secondary data research and national reports were reviewed to examine and possibly apply models of service delivery.

### Definitions

**A homeless person** is a person who is living without a fixed address or permanent residence. This includes those who are:

- In an emergency or transitional shelter
- Seeking shelter
- Not actively seeking shelter (i.e., camped out)

<sup>6</sup>A "public access shelter" is one which any individual could call directly and be screened and accepted for shelter. This distinguishes these services from shelters and programs that are accessed through another system, for example, mental health or where housing is subsidiary to treatment, such as residential facilities for alcohol addiction.

***At-risk of homelessness*** are those who are:

- Doubled up with family or friends
- Threatened with eviction
- In unstable housing situations
- Paying over 50% of household income for rent and utilities
- Living in substandard housing
- Earning less than 30% of area median income

***Affordable housing***, according to HUD, means that no more than 30% of gross household income is paid for rent and utilities.

***Low income***, according to HUD, are those households or individuals who earn less than 50% of area median income, adjusted for family size. In Washington County, a low income household of four earns less than \$21,150 annually.

***Extremely low income***, according to HUD, are those households or individuals who earn less than 30% of median area income, adjusted for family size. In Washington County, an extremely low income household of four earns less than \$12,690 annually.

### III. Washington County

#### Geography

Historically, Washington County has been a primarily rural county typified by heavy agricultural use. Urbanization since World War II has resulted in much of the eastern edge becoming heavily developed in housing. Bordered on the east by Portland and the west by the heavily wooded Coast Range, the county retains a suburban/rural feel. The urban growth boundary ensures that the agricultural orientation of the western edge remains intact and that intensive urban land use continues within the boundary.

#### Labor Market

Primary industries in the county include agriculture, computers and technology ("the Silicon Forest") and substantial retail development. Large employers in the area include Tektronix, Intel, Nike, and GTE. Non-manufacturing trade and services are the fastest growing sector of the local economy with an estimated 40,750 jobs in trades and 32,500 jobs in service industries. Additionally, manufacturing accounts for 35,200 jobs (instruments and electronic equipment being the highest areas).

Trend information in the late 1980s predicted a proliferation of low-paying jobs in the service sector with six of the ten largest growth occupations (through 1995) paying \$1,014 per month<sup>7</sup>. More recent data suggest that the growth in the service economy has resulted in a decrease in the median hourly wage and the proliferation of low-wage labor.<sup>8</sup> Furthermore, according to a report to Washington County's Department of Housing Services, some industries in the county "have experienced falling real wage rates", especially in finance-insurance-real estate, and retail trade.<sup>9</sup> While Washington County has experienced a significant rise in per capita income over the past decade, a portion of the population is not benefiting from this increase.

Unemployment has risen to 6.7% over the past two years and the census reports a 37% rise in poverty. There has been a large influx of young wage earners<sup>10</sup> who often fill entry level positions where wages are lower.

#### Population: General demographics

According to the 1990 census, there are 311,554 individuals in 119,158 households in Washington County. This represents 26% growth since 1980. Families represent 70% of all households (by way of comparison, families make up only 56% of all households in Portland). Population trend data shows an increase in the number of children 0 - 19 as well as households headed by

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<sup>7</sup>*The Future of Human Services, 1987.*

<sup>8</sup>*The Visible Poor*

<sup>9</sup>*General Housing Market and Inventory Conditions, 1993.*

<sup>10</sup>*ibid.*



persons over 75. Currently, there are 2.61 persons per household. This number is projected to decrease slightly over time.

An additional 32,000 households are projected to be added to the Washington County population by year 2000. To meet this demand, "between 1993 and 2000, an additional 30,000 housing units must come into the marketplace."<sup>11</sup> Since the low-income population of Washington County is likely to continue to increase in absolute numbers, unless some portion of these additional housing units are affordable for them, low-income households may find their housing options further limited. This restriction of the housing market could cause an increase in the number of homeless people or increase the number of households at risk of homelessness (due to "doubling-up" or the necessity to live in substandard housing).

Washington County has a fairly homogeneous population, with the majority of residents non-Hispanic Caucasian. Ethnic and racial breakdown is as follows:<sup>12</sup>

Caucasian	92.1%
Hispanic origin	4.5%
African American	less than 1%
Asian/Pacific Islander	4.1%
Native American	less than 1%
All other	2.7%

### Low -income population

Approximately 15% of Washington County is low income.<sup>13</sup> This equals 17,309 households (approximately 45,176 individuals). According to the 1990 Comprehensive Homeless Assistance Plan, "aside from the elderly, the largest group of low-income households are female headed households (33%)."

Moreover, there are 9,749 households, including 3,847 families, with an annual income less than \$10,000. An individual making minimum wage earns \$9,880 annually.

The chart below describes area median income levels for Washington County.

<i>Household Size</i>	<b>Extremely low income</b> <i>30% of median</i>	<b>Low income</b> <i>50% of median</i>	<b>Moderate income</b> <i>80% of median</i>
1	8,970	14,950	23,900
2	10,260	17,100	27,350
3	11,520	19,200	30,750
4	12,810	21,350	34,150

<sup>11</sup>Ibid.

<sup>12</sup>Totalled percentage exceeds 100% because Hispanic origin is not a race but an ethnic class

<sup>13</sup>Comprehensive Homeless Assistance Plan, August 1990, page 3.

Significant numbers of migrant and seasonal farmworkers harvest crops in the agricultural areas of Washington County. The Washington County Labor Housing Needs Assessment (Housing Development Corporation of Washington County, 1993) indicates that there are approximately 12,000 farmworkers in Washington County. Eight thousand (67%) are considered "migrant seasonal" and often live in grower-sponsored housing. These migrant farmworkers are not counted by the census, and thus are not included in the County's population and income statistics.

The Washington County Labor Housing Needs Assessment also indicates that many former migrant workers are now accompanied by their families and are living in the county year round. These families tend to be larger: average family size is five, as compared to the county average of 3.72 (not to be confused with household size). However, a farmworker family income averages less than \$10,500; 25% of area median.

In summary,

- Washington County is characterized by a young, relatively homogeneous and "family" structured household base. Typically families have young children.
- While many families are economically secure, a sizable percentage of the population is low income.
- Elderly and female headed households are large subgroups of the low-income households.
- Finally, Washington County is home to a large and growing population of farmworkers for whom decent, affordable housing is often out of financial reach. Their family size is larger than the county's average.

#### IV. Housing Market

Washington County has 126,716 housing units, of which 50,248 (39%) are rental. Ninety percent are within the urbanized areas. There are no single room occupancy units in Washington County.

For low income households, Washington County is an extremely difficult place to find affordable housing. Average rent for a two bedroom unit in Washington County is \$528. According to HUD guidelines for affordability, affordable rent for a very low income household of three is \$443; for an extremely low income household of three, \$265. It is not surprising, therefore, that 69% of all very low-income households are not paying affordable rent. Two-thirds of those pay more than 50% of their gross income for rent and utilities. County-wide, there are only 2,716 units that could be considered affordable for the 10,000 households who earn less than \$10,000 annually.

Vacancy rates in rental housing are low. The May 1993 vacancy rate in Aloha was 3.5% while in Hillsboro it was 3.6%.<sup>14</sup> The vacancy rates for units affordable to very low income families is in the 1-2% range. These low vacancy rates have also contributed to price increases: rents increased 13% from 1992 to 1993. Over the past decade rents have increased at a pace that far exceeds the growth in household income for the same period. Thus, housing is less affordable than it was a decade ago. This is particularly true for low income households.

High vacancy rates and high housing costs also lead to overcrowding. This particularly affects minority populations, who generally earn lower than average wages and whose household size is higher than average.

##### **Subsidized housing**

Existing government and nonprofit sponsored subsidized housing currently serves 37%<sup>15</sup> of those residents who qualify for housing assistance. The Washington County Department of Housing Services (DHS), the largest resource for subsidized housing in the county, offers subsidized housing through Section 8 and public housing units. Along with a small number of additional subsidized units available through other programs, a total of 2,980 units and vouchers are available for low income renters. By way of comparison, there are 5,052 extremely low income renter households. There is a 2 - 4 year waiting list for DHS rental assistance programs. Homeless households have priority for access to DHS housing. Twenty-three Section 8 certificates are reserved specifically for homeless families or individuals annually.

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<sup>14</sup>May 1993 Apartment Survey, as cited in Washington County Farmworker Needs Assessment  
<sup>15</sup>Portland Area HUD Office, as cited in Affordable Housing Task Force Report, July 1993.

Section 8 certificate and voucher programs allow a household to secure housing on the open market. The housing authority provides a subsidy to the landlord amounting to the difference between what the household is able to pay (based on 30% of the household income) and the HUD determined fair market rent. While these programs theoretically allow for more housing choice, many landlords are reluctant to participate in this program due to prejudices about low-income people, or objections to the ceiling placed on reimbursement by the fair market rent.

## V. Washington County's Homeless

### Counting the homeless

*Statistics is a grim business. Most of the time, it seems to me, people resort to counting when they find things too horrible to describe any other way.*

--a Michigan social service worker, quoted in *The Visible Poor*

The four general access shelter facilities in Washington County served 1163 individuals in 477 households over a one year period. Over the same period, they received 6419 requests for shelter service. While this is not an unduplicated number, it indicates the magnitude of the problem.

Based on demand, it is estimated that between 3,000 and 6,000 individuals per year are in need of shelter or support services to deal with homeless issues in Washington County.<sup>16</sup>

However, merely looking at demand does not take into consideration the uncounted homeless or those at risk. These include those who do not seek shelter; are doubled up or in an otherwise insecure housing situation; or access homeless services (mental health, alcohol and drug) through other service delivery systems. Thus, the number of homeless during the course of one year may be greater than estimated above.

By any measure, the demand for shelter and related services exceeds the supply. The following chart indicates the demand for homeless services in relation to the number actually served.

**Emergency Shelter Programs Service Statistics (FY 1992-1993)**

	Domestic Violence Resource Ctr.	Interfaith Outreach Services (Oct-April)	Wash. County Comm. Action	Housing Svcs. of Oregon	Wash. County Total
Contacts for shelter	2,346 hh	329hh 823 indiv	2,370 hh 8,243 indiv	1,374hh 2,472 indiv	6,419 indiv.
# Sheltered	112 hh 257 indiv.	119 hh 252 indiv	211 hh 602 indiv.	35 hh 52 indiv.	477 indiv.
Non-shelter svcs.	127	63	2,159	2,415	4,764
Service Requests	2,816	52	2,171	2,415	7,454

<sup>16</sup>A document from Housing Services of Oregon developed in the late 1980's suggested up to 4,800 homeless in a given year. The rural homeless are substantially invisible since there are little if any public congregation areas to which the homeless are drawn equivalent to those in urban areas.

Non-shelter services and service requests come from individuals and households who are at-risk of homelessness or who may be homeless. Some of these requests for services may come during a call requesting shelter but are in addition to a shelter request. They generally concern other basic needs such as food, clothing, etc.

### Homeless families

The 477 households who received shelter averaged 2.6 persons, nearly identical to the county's average household size of 2.61. Over half (57%) of these households were families, with an average of 2.13 children per family. Children represent over half (52%) of the total individuals served.

The fact that the majority of shelter residents are children may be due, in part, to the targeting of services to families in Washington County. Or, it may be a reflection of the county's general family orientation. Additionally, 38% of all households are headed by single women. Interestingly, single men with children are also represented in shelter and their numbers may be growing.

Household Type	DVRC	IOS	WCCAO	Total <sup>17</sup>
Elderly Single Men	0	4	0	4
Elderly Single women	0	1	0	1
Single Men	0	59	0	59
Single Women	34	4	35	73
Two parent	0	25	74	99
Single parent male	0	2	5	7
Single parent female	78	24	68	170

### Primary language, ethnic/racial make up

While the sheltered population is overwhelmingly Caucasian, a strong percentage is African-American or of Hispanic origin. This reflects the fact that racial and ethnic minorities of color are more likely to live in poverty.

Ethnicity/Race	DVRC	IOS	WCCAO	County
African American	14%	3.5%	12%	<1%
Asian	3%	0	<1%	4.1%
Hispanic Origin	11%	3.5%	28%	4.5%
Native American	7%	2%	2%	<1%
White/Caucasian	65%	91%	52%	92.1%
Other			5%	2.7%

Some of the disproportionate representation of racial and ethnic minorities in the DVRC shelter may be explained in terms of safety and security issues. Distance from the family home may afford a greater degree of safety for those who are fleeing violence. For that reason, DVRC reports that a good percentage of women from the

<sup>17</sup>DVRC = Domestic Violence Resource Center; IOS = Interfaith Outreach Services; WCCAO = Washington County Community Action Organization

Washington County area are referred to shelters in Clackamas and Multnomah Counties. Similarly, women from those areas are sometimes sheltered at DVRC.

Many Spanish speakers find themselves in shelter. This correlates with information on the income levels and substandard housing conditions which many farmworkers encounter.

Language	DVRC	IOS	WCCAO
English	88%	96%	82%
Spanish	9%	4%	12%
SE Asian	< 1%	0	0
Russian	1%	0	0
Latin American Indian languages	0	0	6%

### One-night shelter counts

One-night shelter counts are conducted twice a year by the State Housing and Community Services Department and the Oregon Shelter Network. This data indicates that a growing number of homeless people cannot be housed due to lack of space.

#### One Night Shelter Count--Single Individuals All Washington County Shelters

	March '92	Nov. '92	March '93	Nov. '93	March '94	Nov. '94	March '95
Provided emerg. shelt.	8	2	28	9	61	33	85
Provided vouchers	na	na	0	0	1	0	4
Provided rent assist.	na	na	25	2	3	18	12
# in transitional hsing.	33	48	38	46	21	28	32
Turned away	na	26	7	0	17	9	8

#### One Night Shelter Count--Families All Washington County Shelters

	March '92	Nov. '92	March '93	Nov. '93	March '94	Nov. '94	March '95
Provided emergency shelter	8 hh 38 ind	11 hh 40 ind	14 hh 44 ind	12 hh 39 ind	13 hh 42 ind	17 hh 59 ind.	14 hh 44 ind.
Provided vouchers	na	na	4 hh 16 ind	1 hh 3 ind	1 hh 6 ind	0	0
Provided rent assistance	na	na	41 hh 178 ind	0	20 hh 80 ind	0	38 hh 107 ind.
# in transitional housing	3 hh 17 ind	6 hh 23 ind	9 hh 31 ind	7 hh 29 ind	6 hh 25 ind	8 hh 33 ind.	13 hh 52 ind.
Turned away	na	4 hh 12 ind	12 hh 30 ind	10 hh 33 ind	9 hh 153 ind	33 hh 82 ind.	17 hh 53 ind.

One-night count data is also collected on individuals and households in emergency shelter for special populations, transitional housing for special

populations, and general access transitional housing. The data over the past few years indicate a steadily increasing number served. One night shelter count data is included in Appendix C.

## Interview data

### *About the interview*

A total of twenty interviews were completed. Of those:

- Ten of the people interviewed were staying in an emergency shelter by themselves or with their families
- three were in transitional housing
- six were in permanent housing
- all had received emergency shelter and support services through WCCAO, DVRC or Interfaith Outreach Services.
- one interviewee's current housing status was unknown, so data from this interview has not been included.

An individual's interest in being interviewed was the sole selection criteria.

### *General information*

Generally, interviewees were typical of clients in Washington County's homeless service system:

- 68% were in families (only one of these families was a couple without children)
- 79% were white
- 42% were women with children
- 79% had high school education or GED (General Equivalency Diploma)
- females tended to have more years of education than did males
- 47% relied on employment as main income source
- Wages for the employed were generally \$6.00/hour or less
- 42% relied on AFDC/Welfare as main income source
- 21% were single men, which represents a higher percentage than is normally housed in Washington County shelters. Interview data may therefore be more reflective of single men's experiences than might be expected given Washington County's shelter population.

### *Length of Homelessness and Resources Used*

Length of homelessness before seeking shelter: 36 days was the mean, 14 days was the median. Resources used after homelessness but before coming to a shelter:

- 26% had stayed with family (1-3 months was average stay)
- 26% had stayed with friends (1 month was average stay)
- 32% had stayed in their car (3 days was average stay)
- 42% had stayed in a motel (1 week was average stay)
- 11% (2 single men) had slept outside (2 months was time span)



- 5% (1 family) had stayed at another shelter

#### *Reasons for Seeking Shelter*

- Domestic violence and eviction were the reasons most often cited for seeking shelter.
- Domestic violence and relationship problems were indicated as the main reasons for losing their homes by over half the interviewees.
- Economic reasons, including unemployment and insufficient income, were the next most frequently cited reasons.

Only two interviewees specifically mentioned previous experiences of homelessness. However, interviewees typically experienced repeated cycles of domestic violence and/or lived close to the edge of the economic margin. Problems providing basic needs such as food, heat and shelter were part of the household experience within the past three years.

Interviewees stated that money and jobs were the primary things needed to keep their housing. Substance abuse issues were only cited by two interviewees.

#### *Expectations and Shelter Experience*

Interviewees were often very concerned about going to a shelter. They mentioned expecting a sterile or dorm-like environment. They were concerned about getting along with other residents and concerned that other residents might be transients or derelicts. Only a couple of women came to shelter expecting to find caring assistance. Experiences of shelter contrasted greatly with expectations. Most interviewees cited pleasant, even homelike surroundings, opportunities to cook their own meals, and assistance from case workers who treated them with respect.

#### *Effect on Children*

Generally, respondents felt that homelessness was a detrimental experience for their children, and cited behavior problems, anger and great sadness as outcomes of homelessness for children. For children who came to shelter due to domestic violence, loss of home was overlaid with feelings of anger, resentment, and confusion over the violence they had experienced.

#### *Length of time in emergency shelter*

Six weeks was the average stay in emergency shelter for interviewees currently residing in transitional or permanent housing. Interviewees who were still in emergency shelter had been there 1.5 weeks on average.

#### *Post Shelter Challenges*

Once in transitional housing, problems of the homeless are similar to those of any low income person.

Challenges faced by people once in transitional or permanent housing:

- Paying the rent and utilities
- Maintaining steady employment
- Meeting transportation needs

### *The Transition to Stability*

Respondents' unmet needs included:

- Economic needs such as job, income and child care
- Housing related needs such as permanent affordable housing
- Specific household items
- Personal support: among interviewees in emergency shelter, support networks were identified as including 0-2 people. However, for individuals in permanent or transitional housing, support networks were generally identified as having 4 or more people. Victims of domestic violence and people who had been in substance abuse treatment said relationships had improved in the past six months. Other respondents said relationships had changed; they cited both friendships lost and friendships gained.

When asked what would help them to get back on their feet, interviewees' answers paralleled their unmet needs. Overwhelmingly, jobs, income and affordable housing were seen as the solution to homelessness, although some people cited the need for personal counseling.

When asked, "What helped you the most through your experiences?", the most frequent responses were: case management and shelter.

### **General descriptive data**

Service providers were asked which problems or concerns individuals discussed or expressed while in shelter<sup>18</sup>. In the following chart, the last column, percentage of households, indicates the percentage of households in shelter that may be affected by this problem or concern. A household or family may be experiencing multiple issues or challenges so percentages do not add up to 100%.

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<sup>18</sup>Data reflects information from Domestic Violence Resource Center, Interfaith Outreach Services, and Washington County Community Action Organization. N = 442

### Problems or Concerns as Reported by Households for those Sheltered

Problems or Concerns	DVRC	IOS	WCCAO	Total	% of HH
Unemployed	84	48	200	332	71%
Underemployed	28	24	165	217	45%
Alcohol/drug users	73	34	50	157	34%
Battered	112	11	10	133	29%
Ex-offenders	4	15	100	119	26%
Farmworker year md	1	0	45	46	10%
Farmworker migrant	4	0	40	44	9%
Veterans	1	16	25	42	9%
Physically disabled	6	13	15	34	7%
Mentally ill	11	14	3	28	6%
Other	0	25	0	25	5%
Dual Diagnosed	22	1	0	23	5%
DD/MR	3	3	5	11	2%
Affected by AIDS	8	0	2	10	2%

Financial issues, alcohol/drug problems, domestic violence, and past experience in correctional institutions were most often mentioned as problems for households sheltered in the general public access facilities. Additional information on specific problems and concerns of the various subgroups of the homeless population is contained in Appendix D.

## VI. Homeless Services and Gaps in Service

### Shelters: General Public Access<sup>19</sup>

The services provided by Washington County Community Action, Domestic Violence Resource Center Shelter and Interfaith Outreach Services are described in the table below. These programs generally serve families rather than single persons. (Housing Services of Oregon also has space for either emergency or transitional housing, dependent on client needs. This program is listed in the Transitional Programs section).

These programs also provide access to emergency vouchers for disabled individuals since none of the shelters are handicapped accessible. There is no overflow vouchering capability or overflow facility available when these shelters are full. The following describes the county's shelters and the services they provide:

Name	Open	Spec. pop.	# Beds	Services <sup>20</sup>
Domestic Violence Shelter	Year-round	DV survivors	21	A/D, food, case mgmt, children's svcs, follow up, I/R, Parenting, Support Groups, Vouchers
Interfaith Outreach Services	Oct-April		14	Case Mgmt, Children's svcs, Follow up, Health Svcs, I/R, Job, Parenting, Vouchers
Interfaith Outreach Services	severe weather		30	Food, Transportation (gas and bus tickets)
WCCAO	Year-round		20	Food, Case Mgmt, Children's svcs, Follow up, Health Svcs, I/R, Parenting, Vouchers

### Transitional Programs

Transitional programs provide a longer term living situation and supportive services for families and individuals who need more time to deal with long-range concerns such as mental health or substance abuse issues, finding a job, completing education or training programs, or saving enough money for deposits and down payments to move into permanent housing. There are 24 transitional units available, described in the chart below. These are available to households who have been through the general public access shelter system. The transitional programs in three agencies are illustrated below.

<sup>19</sup>A "public access shelter" is one which any individual could call directly and be screened and accepted for shelter. This distinguishes these services from shelters and programs that are accessed through another system, for example, mental health or where housing is subsidiary to treatment, such as residential facilities for alcohol addiction.

<sup>20</sup>Key: A/D = alcohol/drug treatment; F/Up = follow-up services; I/R = information and referral; Job = assistance securing employment, job training, etc.; Parent = parenting support; Vouchers = vouchers for motels, gas, etc.

Name	# Units	Services
Sheltering Homeless Coalition	1	Case mgmt. Hlth. I/R, Job Info, Supplies, furniture, etc.
Housing Svcs. of OR	1	Case mgmt, I/R
WCCAO	5	Case mgmt, f/up, I/R, Supplies, furniture, etc.
HopeSpring	17	Case mgmt, f/up, I/R, Supplies, furniture, etc.

Through a federal SAFAH (Supplemental Assistance to Facilities that Aid the Homeless) grant to WCCAO, transitional support services are provided to formerly homeless persons now in permanent housing.

### Therapeutically Supported Transitional or Emergency Programs: Special Population Access

There are eight service providers assisting the homeless or those at-risk of homelessness through housing programs that are supported by therapeutic counseling services. Housing is ancillary to the counseling, treatment, or therapeutic milieu. This type of housing includes facilities for youth, the chronically mentally ill, the developmentally disabled, and alcohol detox and treatment. The following describes these services:

Name	Spec. <sup>21</sup> pop.	# Beds <sup>22</sup>	Services
Boys and Girls Aid	Yth	3	Counseling, Case mgmt, I/R, Health, Med, Life Skills, Treatment, Vocational
Banyan Tree	CMI	13	Case mgmt, I/R, Life Skills
DePaul Treatment	A/D	10	Counseling, Treatment
Homestreet	CMI	5	Counseling, Case mgmt, I/R, Health/Med
Harmony House	A/D	22	Counseling, Treatment
Luke Dorf	CMI	13 <sup>23</sup>	Health/Med, Life Skills, Vocational
Straight Ahead	Youth	24	Counseling, Case Mgmt, Life Skills
Tuaitatin Valley Mental Health	CMI & A/D	8 +	Counseling, Case Mgmt, Treatment
	males		
	women		

### Supplemental Services to Low-Income including Homeless Households

There are at least 18 organizations in Washington County providing low-income households with emergency and basic needs services such as food, clothing, etc. The following services are used by homeless households and those at risk of homelessness:

<sup>21</sup>CMI = chronically mentally ill, A/D - alcohol and/or drug addicted

<sup>22</sup>Bed space numbers for Banyan Tree, Homestreet, Harmony House, Straight Ahead and TVMH taken from Spring 1993, One-night count reports.

<sup>23</sup>At group home, as reported in Spring, 1993 One-night count.

Agency	Services
Adult and Family Services (AFS)	Financial support
Beaverton Clothes Closet	Clothing
Care to Share	Food, transportation, emergency funds
FISH	Basic needs
Gaston Community Service Center	Food, clothing
Gospel Lighthouse	Clothing
Washington Co. Department of Housing Services	Permanent housing
St. Alexander's	Basic needs
St. Frances Catholic	Food
St. Matthew Catholic	Food
St. Matthew Lutheran	Food
St. Vincent de Paul	Basic needs
Samaritan House	Food
Salvation Army	Food, clothing, basic needs
Trinity Lutheran	Food, information & referral
Tualatin Valley Mental Health	Counseling, alcohol/drug
Washington County Health & Human Services	Counseling, vouchers, health
Village Baptist Church	Food
Virginia Garcia Health Clinic	Health
West Tuality Habitat	Housing
Washington County Community Action	Case management, rent assistance, weatherization, energy assistance, Head Start, I&R

### Supplemental Services Specifically to Aid Homeless/At Risk

Three agencies provide direct assistance such as eviction counseling and rent assistance to those at-risk of homelessness. Housing Services of Oregon (HSO) sponsors a day shelter serving 21 individuals. HSO staff indicates that a good portion of the individuals/households using the day shelter are camped out rather than staying in a motel or emergency shelter. The following list shows services provided specifically to the homeless or at-risk.

Name	Services
Care to Share <sup>24</sup>	food, eviction counseling, transportation, motel vouchers
Housing Svcs of OR	food, counseling, case mgmt, rent/mortgage assistance, I/R, dayroom, employment assistance
WCCAO	food, case mgmt, rent and utility assistance, I/R, motel vouchers
Interfaith Outreach Services	clothes closet, child care for former IOS shelter residents.

### Supplemental Services to Specific Populations

People with disabilities or other special needs may also be served through population specific providers. In some cases, these organizations advocate for housing resources or work with a landlord to accommodate client needs. In other cases, housing difficulties may emerge in the course of identifying

<sup>24</sup> Care to Share is a network of Churches providing emergency services in the Beaverton/Aloha area

individual or familial problems and may be addressed in this context. There are 7 targeted service providers in this category:

Name	Special population	Services
ARC	MR/DD <sup>25</sup>	Case Mgmt. housing advocacy
Access Oregon	Disabled	Counseling, housing advocacy
Centro Cultural	Hispanic	food, I/R
Community Youth Services	Youth	food, counseling, teen parent program
County Senior Centers	Seniors	food, I/R, transportation
Oregon Human Devlpmnt Corp	Youth Hispanic	Counseling, I/R
TVMH	CMI <sup>26</sup> & General	A/D, Counseling

### Gaps in Service

Service providers and a review of existing information indicate several gaps which impede housing stability for the homeless and those at risk. The most significant is the clear lack of available, affordable housing for families and households below 80% of median. Even when a family or individual is able to use his/her shelter stay to optimal advantage, the supply of affordable housing may preclude the move from shelter to permanent housing.

Gaps fall into four main categories:

- *Education/Advocacy* gaps in public awareness and sensitivity to the needs of the homeless, and specific lack of awareness of both the general public and service providers regarding the nature and extent of domestic violence.
- *Funding* gaps on a number of levels including:
  - ◊ Inadequate resources to maintain current services and hire skilled staff
  - ◊ Limited resources for affordable housing development
  - ◊ Limited support for homeless services by both the public, private and business sectors
- *Housing* gaps, chiefly the lack of affordable housing and emergency assistance.
- *System* gaps including:
  - ◊ lack of services for specific populations (youth, veterans, single men)
  - ◊ Inadequate capacity to serve those in need or seeking assistance
  - ◊ Limited mutual knowledge or coordination between service provider and local government agencies.

Appendix B includes a matrix of issues discussed by the service provider group.

<sup>25</sup>MR/DD = Mentally retarded/developmentally disabled

<sup>26</sup>CMI = chronically or seriously mentally ill

## VII. Service System Model

### Values

Washington County service providers agree that a service system assisting the homeless should be based on the following values:

- All people have a right to safe, decent affordable housing.
- All people, regardless of their life circumstances, should be respected.
- Homeless individuals and families are valuable members of society.
- Shelter and other basic needs should be provided for those in need.

Further, they believe that there should be a *comprehensive continuum of services*--ranging from prevention through housing stability--characterized by:

- a consumer/client driven focus emphasizing client strengths
- promotion of self-sufficiency
- immediacy of service
- provider coordination
- accessible and humane services.

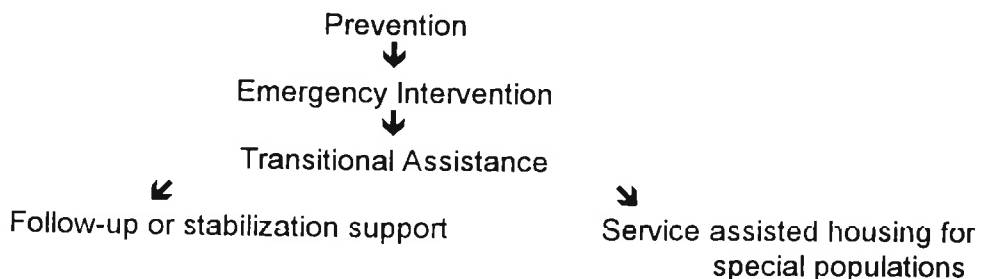
Finally, the goal of the system should be *housing stability* for those who are homeless or at-risk of homelessness.

### Continuum of Service

Strengthening the existing continuum of services available to homeless individuals and families is crucial.

A continuum of services does not require the consumer to enter at the beginning and follow every step through to the end. Rather, it implies that a comprehensive set of services is available which allows the client to gain access to the services they need in order to achieve long-term housing stability. In addition, an effective continuum of services is "seamless". There are no gaps which might result in a client or family not being able to receive the next level of service and therefore fall back into homelessness or not make progress toward housing stability.

The following are key components of an effective continuum of services:





- Prevention -- keeping people in their homes
  - ◊ financial assistance (rent assistance, help with move-in costs)
  - ◊ support counseling to avoid future crisis i.e. budgeting, consumer counseling
  - ◊ affordable housing development
  
- Emergency intervention -- short term housing, i.e. 3-12 weeks
  - ◊ provide services to meet immediate needs
  - ◊ get people back into permanent housing as soon as possible
  - ◊ identify those in need of further support
  - ◊ address the needs of the disabled by means of treatment
  
- Transitional programs -- case management, support services and longer-term housing, i.e. 3-24 months
  - ◊ provide services to meet longer-term needs such as education/training, mental health in order to address barriers to sustained housing stability
  
- Follow-up or stabilization services -- case management and/or support services in stable, permanent housing
  - ◊ focus on crisis prevention
  - ◊ not attached specifically or necessarily to service provider-sponsored housing
  
- Service Assisted Housing -- focus on support; may or may not be permanent, depending upon needs of consumers
  - ◊ housing combined with supportive or therapeutic services.
  - ◊ geared especially to special needs groups

**Recommendations for Enhancing Existing Continuum of Service**

Washington County currently provides a continuum of homeless services, as described in Section IV. However there are gaps in service which seriously affect the effectiveness of the service system. The following recommendations and strategies are intended to fill those gaps. ( Additionally, the National Alliance to End Homelessness has set out a "Ten-Point Program To End Homelessness," which elaborates the vital components of a comprehensive homeless service system. See Appendix D.)

## **Prevention**

- ***Enhance existing prevention activities.***

### **Strategies:**

- ◇ Provide eviction prevention counseling and mediation
- ◇ Provide more and targeted rent assistance year-round.
- ◇ Utilize county HOME or other available funds/dollars for tenant based assistance
- ◇ Work toward legislative changes to eviction laws.
- ◇ Fund alcohol and drug treatment as homeless prevention measure.

## **Emergency Intervention**

- ***Stabilize the current emergency system***

### **Strategies:**

- ◇ Develop resources to provide additional transportation assistance.
- ◇ Provide stable funding for existing shelter operations.
- ◇ Expand the Interfaith Outreach Services to 12 month operation from 7.
- ◇ Develop an additional 10 - 20 bed emergency capacity for general public access
- ◇ Investigate the use of a mobile outreach worker who could be dispatched to different parts of the county to assess needs and provide intervention.
- ◇ Promote empowerment and client self-advocacy at the personal level as well as at the legislature.
- ◇ Institute a revolving loan fund for move-in costs.
- ◇ Target general homeless population (families and singles with no prohibitive presenting problems) where some level of acute intervention would make a difference .
- ◇ Establish strategies to achieve a standard of service delivery, i.e., salary increases, consistent/comparable qualifications, hiring guidelines and training for all staff within the service delivery system.
- ◇ Establish consistent intake and data gathering.

## **Transitional or "bridge" activities**

- ***Provide transitional services***

### **Strategies:**

- ◇ Move homeless households into permanent housing rather than transitional housing and provide case management and support services in that context.
- ◇ Develop relationships with sympathetic landlords to increase the supply of stable housing available to homeless families and individuals.

## Permanent housing

- ***Increase the stock of permanent housing***

### Strategies:

- ◇ Develop more affordable housing: target 10% of all new affordable housing development to homeless and formerly homeless.
- ◇ Develop housing in coordination with special needs service providers.
- ◇ Support fair share allocation plans or set-asides for affordable housing within all new development.
- ◇ Support community development corporations as a vehicle for affordable housing development

## Church Support

- ***Increase church involvement in all levels of continuum of service.***

### Strategies

- ◇ Increase church-provided shelter.
- ◇ Increase church-supplied funding, i.e., for case management, investment in housing development, including low cost loans.
- ◇ Expand church focus to include permanent solutions rather than just emergency assistance and transitional housing.

## Coordination

- ***Implement methods of improving coordination and comprehensive service delivery to clients as well as methods that improve funding, housing development and advocacy efforts.***
- ***Support the efforts of parallel service systems to expand resources to special needs populations as a "first line of defense" for those at-risk of homelessness due to special physical, emotional, psychological, etc. problems (i.e., the seriously mentally ill, developmentally disabled, etc.)***
- ***Implement consistent data gathering and record keeping mechanisms among service providers in order to continue to track trends within the homeless population.***

### Strategies:

- ◇ Convene periodic meetings of service providers to share information, be kept up to date on changes in regulations, assess and evaluate system delivery, analyze information and data, and establish funding strategies. Use Washington County Community Action as facilitator to convene and plan meetings.
- ◇ Coordinate with special needs service delivery systems: mental health, developmental disabilities, alcohol & drug treatment, etc.

- ◇ Charge county government with the responsibility to coordinate resource development, especially for federal dollars and other public funds.
- ◇ Organize police counts to coincide with one-night shelter count to better assess the number and composition of the homeless population.
- ◇ Explore the concept of 2-3 comprehensive service centers, located throughout the county.
- ◇ Coordinate education efforts amongst agencies.
- ◇ Establish a position for a resource developer to be shared amongst providers.
- ◇ Develop shared advocacy program.
- ◇ Use churches in an education role to raise public awareness.

### **Resources**

Financing for stabilization and growth of homeless services as well as affordable housing development can come from a variety of sources. Some of these require expanding education and advocacy to the general public. Other efforts call for advocacy on a state or local level.

### **Strategies**

- ◇ Develop a coordinated resource development plan incorporating the entire network of homeless service providers.
- ◇ Develop increased public awareness of local homeless service needs and local efforts to address those needs.
- ◇ Expand local utilization of HOME dollars to include tenant based assistance.
- ◇ Secure additional SAFAH funds.
- ◇ Use the Washington County Real Estate Transfer Tax to fund homeless services and low-income housing development.
- ◇ Build local capacity to use state and federal resources for Tax Credit Syndication.
- ◇ Institute a percentage-based development assessment/fee.
- ◇ Coordinate fundraising and volunteer development targeted toward churches.
- ◇ Involve churches in housing development as a social investment.

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## Appendix B -- Population Specific Information

Among subgroups of the homeless population, specific concerns and needs may vary as follows:

**Population:** Families, Couples and Singles

**Factors in Homelessness:** Economic conditions, loss of work, lack of family wage job, lack of affordable housing (discussed previously, domestic violence. May also have family dynamics such as child abuse, alcohol use, or mental illness.

**Specific or special service needs:** Job training and access to employment. School for children displaced by homelessness. Child care. Counseling and support around abuse issues.

**Population:** Farmworkers: Migrant, seasonal, and year round

**Factors in Homelessness:** Economic conditions, substandard housing, overcrowding, housing discrimination.

**Specific or special service needs:** Bi-lingual services, affordable housing. (See also Families, Couples and Singles.)

**Population:** Youth. Homeless population estimated to be between 35 and 197. Runaway youth population may be as high as 1,179<sup>27</sup>.

**Factors in Homelessness:** Disaffiliation from families - runaways, teen pregnancy, lack of employment opportunities.

**Specific or special service needs:** Structured care environment (with parent substitutes) in which re-affiliation with family can be assessed and completed. Emancipation and other legal issues must be addressed. Living skills.

**Population:** Moderately Developmentally Disabled

**Factors in Homelessness:** Income based on SSI/SSD. Lack of affordable, supported housing environments

**Specific or special service needs:** Structured or supervised living environment. Assistance with basic living skills.

**Population:** Severely Developmentally Disabled

**Factors in Homelessness:** Deinstitutionalization or release from state training facility. Lack of affordable, supported housing environments

**Specific or special service needs:** Structured or supervised living environment. Assistance with basic living skills.

**Population:** Chronically mentally ill

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<sup>27</sup>Health and Human Services Problem Indicators

**Factors in Homelessness:** Deinstitutionalization or release from state hospital, compliance (or lack) to treatment plan and medication, dual diagnosis.

**Specific or special service needs:** Structured or supervised living environment. Assistance with medication and basic living skills. Counseling and long term case management.

**Population:** Physically disabled

**Factors in Homelessness:** Lack of accessible affordable housing.

**Specific or special service needs:** Accessible emergency and transitional shelter. Accessible, affordable housing.

**Population:** Persons Affected with AIDS

**Factors in Homelessness:** It is unclear how much of a factor AIDS is in homelessness in Washington County or what the interaction is between the illness and homelessness. Only 2% of households served by the general access shelters were affected by AIDS. In other areas, there is considerable overlap -- up to 25% or more homeless people have AIDS.<sup>28</sup>

**Specific or special service needs:** Structured care environment, hospice and residential care.

**Population:** Alcohol and/or Drug Affected

**Factors in Homelessness:** Substance abuse causing the individual to "hit bottom" and lose their housing. Incarceration as a result of drug dealing. Some homeless are in need of alcohol and drug treatment just as some members of the general population are in need. Conversely, individuals coming out of treatment are in need of transitional or supportive housing services as they would otherwise be on the streets.

**Specific or special service needs:** Detox, residential treatment, outpatient treatment while residing in a supportive, drug and alcohol free environment. "Transitional" housing -- supported housing environment after treatment.

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<sup>28</sup>*The Visible Poor*



**Appendix C -- Washington County One-Night Shelter  
Counts, 1992-1995**

SHELTER NIGHT COUNT  
HCS/OSN  
MARCH 25, 1992

AGENCY NAME: WCCAC  
 ADDRESS: 451 S. First Hillsboro  
 CONTACT PERSON: CHERYL HILBERT  
 CAPACITY: 20

	MALE	FEMALE
1. Individuals provided emergency shelter		
2. Individuals provided transitional housing	1	1
3. Individuals turned away from shelter services		

	TOTAL # FAMILIES	ADULTS		CHILDREN				ATTEND SCHOOL	UNK
		M	F	0-5	K-6	7-9	10-12		
4. Families provided emergency shelter	5	7	7	7	6	2	1	16	
5. Families provided transitional housing	3	3	4	3	7	-	-	10	
6. Families turned away from shelter services									

CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN BOTH SECTIONS ABOVE.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	7	2	5
6-17	11	5	6
18-30	4	1	3
31-44	5	2	3
45-55	2	1	1
56-61			
62+	1	1	
VETERANS			
DISABLED: PHYSICAL	1		1
MENTAL			

HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Unaccomp. youth under 18	////////////////////	////////////////////	
Childless couple	1	1	////////////////////
Female single parent family	////////////////////	1	4
Male single parent family		////////////////////	
Two parent family	6	6	22

ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Hispanic	5	4	15
Black/African American	1	-	2
White	2	5	5
Native American		1	4
Asian			

How many families with Children or unaccompanied youth who did not seek shelter from your program, \_\_\_\_\_ do you believe were homeless in your community? 62 Families  
216 INDIVIDUALS

TOTAL #

1. Estimated number of children in families doubled-up with friends or relatives. 60
2. Estimated number of children in families "camping" or living in cars, abandoned housing, etc. 31
3. Estimated number of families in both questions #1 & #2. 185

• Please return survey in enclosed envelop or fax to Shelly Cullin at 378-3465.

☐ If you have any questions please call Shelly Cullin at 378-4729.

SHELTER NIGHT COUNT  
HCS/OSN  
NOVEMBER 18, 1992

AGENCY NAME: Washington County Totals  
 ADDRESS: 451 S. First Suite 700 Hillsboro, OR 97123  
 CONTACT PERSON: Cheryl Hillbert CAPACITY: \_\_\_\_\_  
 LEAD AGENCY: Washington County Community Action Organization

	MALE	FEMALE
1. Individuals provided emergency shelter	2	
2. Individuals provided transitional housing	37	11
3. Individuals turned away from shelter services	10	16
4. Total number individuals represented (add lines 1,2,3)	49	17

	TOTAL # FAMILIES	ADULTS		CHILDREN				ATTEND SCHOOL	TOTAL
		M	F	0-5	K-6	7-9	10-12		INDIV REP
5. Families provided emergency shelter	11	4	13	17	4	1	4	10	40
6. Families provided transitional housing	6	3	6	4	2	3	5	11	23
7. Families turned away from shelter services	4	4	3	5	6	8	8	0	12
8. Total number families or individuals represented (add lines 5,6,7)	21	11	22	26	16	4	9	21	75

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
9. TOTAL PERSONS REPRESENTED (add lines 4 & 8)	141	60	39	45

0. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 9.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	24	11	13
6-17	17	9	8
18-30	52	35	17
31-44	27	13	14
45-55	2	2	0
56-61			
62+			



OREGON SHELTER NIGHT COUNT  
HCS/OSN  
March 17, 1993

County Totals

AGENCY NAME: Washington County Community Action Organization  
 ADDRESS: 451 S. First Suite 700 Hillsboro, OR  
 CONTACT PERSON: Cheryl Hilbert BED CAPACITY: 163 VOUCHER CAPACITY: yes  
 LEAD AGENCY: WCCA

PLEASE REFER TO ATTACHED INSTRUCTIONS BEFORE COMPLETING FORM.  
IF YOU HAVE A UNIQUE SITUATION PLEASE EXPLAIN ON BOTTOM OF FORM.

	MALE	FEMALE
1. Singles provided emergency shelter in Shelter Facility	22	6
2. Singles provided hotel\motel\campsite vouchers	0	0
3. Singles provided preventative shelter	7	18
4. Singles provided transitional housing	23	15
5. Singles turned away from shelter services	5	2
6. Total number Singles represented (add lines 1-5)	57	41

	TOTAL # FAMILIES	ADULTS		CHILDREN				ATTEND SCHOOL	TOTAL INDIV REP
		M	F	0-5	K-6	7-9	10-12		
7. Families provided emergency shelter in shelter facility	14	8	10	11	0	6	3	10	44
8. Families provided hotel\motel campsite vouchers	4	4	4	3	3	1	1	4	16
9. Families provided preventative shelter	<del>41</del> 41	28	38	40	18	11	9	34	178
10. Families provided transitional housing	9	3	9	10	2	3	4	9	31
11. Families turned away from shelter services	12	6	12	13	3	3	2	?	30
12. Total number families or individuals represented (add lines 7-11)	80	49	79	77	16	24	19	57	<del>264</del> 264

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
13. TOTAL PERSONS REPRESENTED (add lines 6 & 12)	<del>362</del> 362	106	120	136

14. HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Single Adults & Unaccompanied Youth under 18	52	26	0
Childless couple	2	2	////////////////////////////////////
Female single parent family	////////////////////////////////////	29	55
Male single parent family	2	////////////////////////////////////	2
Two parent family	29	29	71

15. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 13.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	<del>71</del> 71	32	39
6-17	85	41	44
18-30	74	35	39
31-44	81	45	36
45-55	<del>11</del> 11	6	5
56-61	2	1	1
62+	1	0	1

16.	TOTAL	MALE	FEMALE
VETERANS:	14	13	1
DISABLED: PHYSICAL	11	4	7
MENTAL	<del>33</del> 33	<del>21</del> 21	12

17. ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Asian	3	1	0
Black/African American	2	8	9
Hispanic	10	11	30
Native American	<del>0</del> 0	19	18
White	<del>74</del> 74	<del>73</del> 73	100
Mixed Race	0	2	2

Please return survey to your local Lead Agencies.

If you have any questions, please call your local Lead Agency or Jodie Jones at 378-4729.

## SHELTER NIGHT COUNT HCS/OSN

November 17, 1993

AGENCY NAME: Washington County Community Action Organization  
 ADDRESS: 451 S. First Hillsboro OR 97123  
 CONTACT PERSON: Cheryl Hillbert BED CAPACITY: ~~145~~ VOUCHER CAPACITY: 1 unit  
 LEAD AGENCY: WCCAO

**PLEASE REFER TO ATTACHED INSTRUCTIONS BEFORE COMPLETING FORM.  
 IF YOU HAVE A UNIQUE SITUATION PLEASE EXPLAIN ON BOTTOM OF FORM.**

	MALE	FEMALE
1. Singles provided emergency shelter in Shelter Facility	5	4
2. Singles provided hotel/motel/campsite vouchers	0	0
3. Singles provided preventative shelter	1	1
4. Singles provided transitional housing	24	22
5. Singles turned away from shelter services	0	0
6. Total number individuals represented (add lines 1-5)	30	27

	TOTAL # FAMILIES	ADULTS		CHILDREN				ATTEND SCHOOL	TOTAL # INDIV REP
		M	F	0-5	K-6	7-9	10-12		
7. Families provided emergency shelter in shelter facility	12	6	10	9	7	3	4	13	39
8. Families provided hotel/motel/campsite vouchers	1	0	1	0	1	1	0	2	<del>3</del>
9. Families provided preventative shelter	0	0	0	0	0	0	0	0	0
10. Families provided transitional housing	7	2	7	9	5	3	3	11	29
11. Families turned away from shelter services	10	2	10	7	11	2	1	1	33
12. Total number families or individuals represented (add lines 7-11)	30	10	28	25	24	9	8	26	104

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
13. TOTAL PERSONS REPRESENTED (add lines 6 & 12)	161	40	55	66



14. HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Single Adults and Unaccompanied Youth under 18			10
Childless couple	3	3	
Female single parent family		17	49
Male single parent family	2		4
Two parent family	4	5	13

15. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 13.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	20	14	12
6-17	34	22	31
18-30	20	10	8
31-44	43	20	17
45-55	4	3	1
56-61	0	0	0
62+	1	0	1

16.	TOTAL	MALE	FEMALE
VETERANS	9	5	1
DISABLED: PHYSICAL	0	0	0
MENTAL	7	6	4
FARMWORKER	0	0	0

17. ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Asian	0	0	0
Black/African American	2	3	13
Hispanic	4	2	6
Mixed Race	1	1	3
Native American	0	0	0
White	31	23	35

Please return survey to your local Lead Agencies.

If you have any questions, please call your local Lead Agency or Jodie Jones at 986-2096.

TOTAL

SHELTER NIGHT COUNT

HCS/OSN

March 16, 1994

AGENCY NAME: WASHINGTON CO. COMMUNITY ACTION

ADDRESS: 451 S. 1<sup>ST</sup> SUITE 600 HILLSBORO PHONE: 648-6646

CONTACT PERSON: TINA PESENTI BED CAPACITY: \_\_\_\_\_ VOUCHER CAPACITY: \_\_\_\_\_

LEAD AGENCY: \_\_\_\_\_

PLEASE REFER TO ATTACHED INSTRUCTIONS BEFORE COMPLETING FORM.  
IF YOU HAVE A UNIQUE SITUATION PLEASE EXPLAIN ON BOTTOM OF FORM.

	MALE	FEMALE
1. Singles provided emergency shelter in Shelter Facility	31	30
2. Singles provided hotel/motel/campsite vouchers	1	
3. Singles provided preventative shelter	2	1
4. Singles provided transitional housing	17	4
5. Singles turned away from shelter services *	*DO NOT ADD IN TOTAL 12	*DO NOT ADD IN TOTAL 5
6. Total number individuals SHELTERED (add lines 1-4) *DO NOT INCLUDE #5 IN TOTAL	51	35

	TOTAL # FAMILIES	ADULTS		CHILDREN				K-12 ATTEND SCHOOL	TOTAL # INDIV REP
		M	F	0-5	K-6	7-9	10-12		
7. Families provided emergency shelter in shelter facility	13	6	13	14	6	2	1	9	42
8. Families provided hotel/motel/campsite vouchers	1		1	2	3			3	6
9. Families provided preventative shelter	20	13	20	18	15	14		36	80
10. Families provided transitional housing	6	2	6	6	8	2	1	10	25
11. Families turned away from shelter services *	*DO NOT 9	5	9	8	8	4		13	34
12. Total number families or individuals SHELTERED (add lines 7-10) *DO NOT INCLUDE #11 IN TOTAL	40	21	40	40	32	18	2	58	153

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
13. TOTAL PERSONS SHELTERED (add lines 6 & 12)	242	66	63	113

14. HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Single Adults and Unaccompanied Youth under 18	57	28	18
Childless couple	2	2	////
Female single parent family	////	23	52
Male single parent family		////	
Two parent family	24	24	51

15. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 13.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	43	20	23
6-17	67	27	42
18-30	55	28	27
31-44	64	34	29
45-55	9	3	6
56-61			
62+	2	2	

16.	TOTAL	MALE	FEMALE
VETERANS	14	13	1
DISABLED: PHYSICAL	8	4	4
MENTAL	58	29	29
FARMWORKER	4	3	1

17. ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Asian	3		
Black/African American	3	8	27
Hispanic	4	5	19
Native American			
White	56	48	68
Mixed			1
Other			

Please return survey to your local Lead Agencies.

If you have any questions, please call your local Lead Agency or Jodie Jones at 986-2096.

**SHELTER NIGHT COUNT  
HCS/OSN**

November 30, 1994

TOTALS

AGENCY NAME: WASHINGTON COUNTY COMM. ACTION ORG  
 ADDRESS: 451 S. 1<sup>ST</sup> SUITE 600/HILLSBORO OR 97123 PHONE: 548-6646  
 CONTACT PERSON: TINA PESENTI BED CAPACITY: \_\_\_\_\_ VOUCHER CAPACITY: \_\_\_\_\_  
 LEAD AGENCY: WCCAO

**PLEASE REFER TO ATTACHED INSTRUCTIONS BEFORE COMPLETING FORM.  
IF YOU HAVE A UNIQUE SITUATION PLEASE EXPLAIN ON BOTTOM OF FORM.**

	MALE	FEMALE
1. Singles provided emergency shelter in Shelter Facility	16	17
2. Singles provided hotel/motel/campsite vouchers		
3. Singles provided preventative shelter	12	6
4. Singles provided transitional housing	20	8
5. Singles turned away from shelter services *	*DO NOT ADD IN TOTAL 7	*DO NOT ADD IN TOTAL 2
<b>6. Total number individuals SHELTERED</b> (add lines 1-4) *DO NOT INCLUDE #5 IN TOTAL	<b>48</b>	<b>31</b>

	TOTAL # FAMILIES	ADULTS		CHILDREN				K-12 ATTEND SCHOOL	TOTAL # INDIV REP
		M	F	0-5	K-6	7-9	10-12		
7. Families provided emergency shelter in shelter facility	17	7	17	16	12	4	3	18	59
8. Families provided hotel/motel/campsite vouchers									
9. Families provided preventative shelter									
10. Families provided transitional housing	8	2	8	14	9			9	33
11. Families turned away from shelter services *	*DO NOT 33	14	25	19	13	11	ADD IN	25	82
<b>12. Total number families or individuals SHELTERED</b> (add lines 7-10) *DO NOT INCLUDE #11 IN TOTAL	<b>25</b>	9	25	30	21	4	3	27	92

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
<b>13. TOTAL PERSONS SHELTERED</b> (add lines 6 & 12)	<b>171</b>	<b>57</b>	<b>56</b>	<b>58</b>

14. HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Single Adults and Unaccompanied Youth under 18	49	24	18
Childless couple	4	4	////////////////////////////////////
Female single parent family	////////////////////////////////////	23	44
Male single parent family		////////////////////////////////////	1
Two parent family	20	21	45

15. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 13.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	33	13	20
6-17	46	19	27
18-30	33	11	22
31-44	49	28	21
45-55	9	9	
56-61			
62+	1	1	

16.	TOTAL	MALE	FEMALE
VETERANS	9	9	
DISABLED: PHYSICAL			1
MENTAL	58	31	27
FARMWORKER			

17. ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Asian		2	
Black/African American	3	2	3
Hispanic	3	2	11
Mixed Race			1
Native American			
White	41	42	61

Please return survey to your local Lead Agencies.

If you have any questions, please call your local Lead Agency or Jodie Jones at 986-2096.

\* TOTALS \*  
**SHELTER NIGHT COUNT**  
 HCS/OSN  
 March 30, 1995

AGENCY NAME: WCCAO - Washington County Comm. Action  
 ADDRESS: 451 S 1st St. Suite 600 PHONE: 503-648-6646  
 CONTACT PERSON: TINA PESENTI BED CAPACITY: \_\_\_\_\_ VOUCHER CAPACITY: \_\_\_\_\_

LEAD AGENCY: Washington County Comm. Action Org.

**PLEASE REFER TO ATTACHED INSTRUCTIONS BEFORE COMPLETING FORM.  
 IF YOU HAVE A UNIQUE SITUATION PLEASE EXPLAIN ON BOTTOM OF FORM.**

	MALE	FEMALE
1. Singles provided emergency shelter in Shelter Facility	16	21
2. Singles provided hotel/motel/campsite vouchers	3	1
3. Singles provided preventative shelter	2	10
4. Singles provided transitional housing	23	9
5. Singles turned away from shelter services *	*DO NOT ADD IN TOTAL 4	*DO NOT ADD IN TOTAL 4
<b>6. Total number individuals SHELTERED</b> (add lines 1-4) *DO NOT INCLUDE #5 IN TOTAL	<b>44</b>	<b>41</b>

	TOTAL # FAMILIES	ADULTS		CHILDREN				K-12 ATTEND SCHOOL	TOTAL # INDIV REP
		M	F	0-5	K-6	7-9	10-12		
7. Families provided emergency shelter in shelter facility	14	5	15	14	3	4	3	10	44
8. Families provided hotel/motel/campsite vouchers									
9. Families provided preventative shelter	38	18	33	24	18	5	6		107
10. Families provided transitional housing	13	2	12	19	13	1	5	31	52
11. Families turned away from shelter services *	*DO NOT 17	7 ADD	18 IN	11 TOTAL	6 *DO	2 NOT	2 ADD IN	2 TOTAL	53
<b>12. Total number families or individuals SHELTERED</b> (add lines 7-10) *DO NOT INCLUDE #11 IN TOTAL	<b>63</b>	<b>22</b>	<b>58</b>	<b>57</b>	<b>34</b>	<b>13</b>	<b>14</b>	<b>41</b>	<b>165</b>

	PERSONS	ADULT MALE	ADULT FEMALE	CHILDREN
<b>13. TOTAL PERSONS SHELTERED</b> (add lines 6 & 12)	<b>295</b>	<b>60</b>	<b>93</b>	<b>142</b>

14. HOUSEHOLD COMPOSITION	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Single Adults and Unaccompanied Youth under 18	38	33	15
Childless couple	7	7	////
Female single parent family	////	39	100
Male single parent family		////	
Two parent family	15	15	29

15. CHARACTERISTICS OF THE TOTAL NUMBER OF PERSONS REPORTED IN LINE 13.

AGE RANGE	TOTAL	MALE	FEMALE
0-5	59	29	30
6-17	80	40	40
18-30	68	21	47
31-44	55	22	33
45-55	12	7	5
56-61	3	1	2
62+			

16.	TOTAL	MALE	FEMALE
VETERANS	15	15	
DISABLED: PHYSICAL	16	9	7
MENTAL	58	26	32
FARMWORKER	5	5	

17. ETHNICITY:	ADULTS		CHILDREN
	MALE	FEMALE	0-17
Asian	1	1	4
Black/African American	7	11	8
Hispanic	7	16	39
Mixed Race	3	5	11
Native American	1	2	
White	82	98	110

Please return survey to your local Lead Agencies.

If you have any questions, please call your local Lead Agency or Jodie Jones at 986-2096.

**Appendix D -- The Ten Point Plan to End Homelessness**  
**by**  
**The National Alliance to End Homelessness**



# TEN POINT PROGRAM TO END HOMELESSNESS

BY

THE NATIONAL ALLIANCE TO END HOMELESSNESS

- 1. Prevention** is the most cost-effective way to address homelessness. Programs that intervene to prevent eviction or foreclosure, crisis intervention to resolve domestic disputes before the onset of violence, supportive services for emotionally or physically disabled people, and realistic post-discharge planning for those coming out of hospitals or prisons are far less expensive than the cost of providing food and shelter to individuals and families who are homeless.
- 2. Preservation** of existing housing is less expensive than construction of new housing. Adequate maintenance of public housing will stop the loss of units to deterioration.
- 3. Development of new affordable housing** is still necessary. Even the best efforts at preservation will not produce enough low-cost housing for America's growing population.
- 4. Income**, as obtained through a combination of wages and/or benefits, should be sufficient to allow financial access to housing.
- 5. Outreach** to those with special needs is often necessary to bring them into contact with agencies or programs that can help them.
- 6. Supportive services** are important for those who cannot live independently without assistance.
- 7. Coordination** of already existing services is essential if they are to be effective.
- 8. Stabilization** of individuals and families in the community must be the ultimate goal of any effort to end homelessness.
- 9. Follow-up** to people who have been homeless, particularly those with special needs (battered families, unaccompanied youth, people with disabilities, etc.) helps to keep them in stable, permanent housing.
- 10. Leadership** is a key factor. If we are to keep homelessness from becoming a permanent part of the American culture, our nation's leaders must make a commitment to solve the problem.

Prepared By  
Washington County Community Action Organization  
451 South First Avenue  
Hillsboro, OR 97123