



Clackamas County

TEN-YEAR
PLAN & POLICY
to
Address Homelessness

A small, dark brown icon of a house with a white window, positioned to the left of the text "Address Homelessness".

Final Report

February, 2007

Acknowledgements

Board of County Commissioners

Bill Kennemer, Chair
Larry Sowa, Vice-Chair
Martha Schrader

County Staff

Brenda Durbin, Clackamas County
Social Services
Joanne Desky, Clackamas County
Social Services

Ten-Year Plan Steering Committee

Tom Barrett
*Clackamas County Office of Children
and Families*

Andrea Hall
*Clackamas County Code
Enforcement*

Kristin Kinnie
*North Clackamas School District
Homeless Liaison*

Alan Levine
Homeless Advocate

Sherry Mackey
Clackamas County Mental Health

Debbie Marston
Advocate

Martha McLennan
NW Housing

B.J. Redine
Community Action Board

Ron Rubino
Legal Aid

Mark Sirois
*Clackamas County Community
Development*

Sandi Young
City of Wilsonville

Consulting Team

Cogan Owens Cogan, L.L.C
Matt Hastie, Principal
Steve Faust, Associate
Jennifer McReynolds/Crystal
Jackson, Graphic Design

Partnering Organizations

Chez Ami
Clackamas Housing Action Network
Local Public Safety Coordinating
Council
Coordinating Council for Homeless
Programs
Clackamas County Code
Enforcement
Clackamas County Schools
Homeless Liaisons
Clackamas County Sheriff's Office
Hispanic Interagency Networking
Team
Hospital Discharge Planners
The Inn Home
Project HOPE

Homeless Workshop Panelists

Donna Bolt
Oregon Department of Education
Christina Garcia
Corporation for Supportive Housing
Seth Lyon
Multnomah County
Heather Lyons
City of Portland
Dan Murphy
*Oregon Coalition of Housing and
Homelessness*
Laurel Weir
*National Law Center on
Homelessness and Poverty*

Table of Contents

Introduction/Executive Summary 1

Sources of Homelessness/Barriers to Eliminating Homelessness 7

Extent of Homelessness in Clackamas County 10

 Who is Homeless? 10

 Places Where Homeless Persons Usually Sleep..... 13

 Needs of Homeless Persons 13

Services and Facilities for the Homeless and those Threatened with Homelessness..... 16

 Emergency Shelters 18

 Transitional Housing..... 19

 Permanent Supportive Housing..... 20

Impacts on Local Communities 21

Strategies to Prevent, Reduce or Address Homelessness..... 22

 Priority Strategies..... 25

Families with children 25

Chronically homeless..... 26

Single adults..... 26

Unaccompanied youth..... 27

Conclusions & Implementation 27

Action Plan..... 29

 Goal 1: Prevent Homelessness..... 30

 Goal 2: Reduce Educational Impacts of Homelessness on Children .. 36

 Goal 3: Transition from Homelessness to Stable Living Situations 39

 Goal 4: Create/Expand Permanent Supportive Housing (PSH), Affordable Housing and Accompanying Services..... 44

 Goal 5: Reduce Impacts of Homelessness on Local Communities..... 49

Tables

Table 1. Geographic Distribution of Homeless Persons Counted 2
Table 2. Priority Actions Identified by Steering Committee..... 4
Table 3. Clackamas County Homeless Count Results.....11
Table 4. Geographic Distribution of Homeless Persons Counted12
Table 5. Housing Needs by Homeless Type14
Table 6. Emergency Shelters18
Table 7. Transitional Housing19
Table 8. Permanent Supportive Housing20
Table 9. Priority Actions for Chronically Homeless Persons.....C-2
Table 10. Homeless Facilities D-2
Table 11. Priority Actions for Homeless Families with Children D-3

Appendices

- Appendix A: Glossary of Terms and Acronyms
- Appendix B: Annotated Bibliography
- Appendix C: Chronic Homelessness
- Appendix D: Homeless Families with Children
- Appendix E: Homeless Policy

Introduction/Executive Summary

A home is a fundamental human need. Homes give people an opportunity to build better lives. With a place to call home, children are more successful in school, families have a foundation for the future, and seniors and people with disabilities can live with independence and dignity. Everyone deserves a safe, decent place to live in our community.

Unfortunately, many people in Clackamas County do not have a home. In January, 2005, a total of 2,556 homeless persons in Clackamas County were counted by volunteers for the Clackamas County Coordinating Council for Homeless Programs (Homeless Council). The count included 489 families including 1,011 children (40%). Families with children accounted for 78% of the total persons counted (2,001 people). This one-time count represents only a fraction of the total estimated number of homeless people in the county. Statistical modeling indicates a reliable estimate of 7,841 actual homeless people. This number includes:

- ☞ 1,140 families with children, totaling 5,235 persons, 2,516 of which are children.
- ☞ 2,606 homeless persons in adult-only households.¹

A variety of factors contribute to homelessness, including a lack of affordable housing, rental assistance services and living-wage jobs. Cuts in public funding for social service and health care programs have left many people without the resources they need to prevent homelessness.

People without homes also face a variety of barriers to escaping homelessness. One of these barriers is invisibility. The invisibility of homeless populations is especially relevant in largely suburban and rural communities like Clackamas County. Where the homeless population is dispersed, there are opportunities to live in seclusion outdoors, and a lack of emergency shelters requires people to rely on friends and family members or to live in a vehicle. Table 1 shows the geographic distribution for the number

“In 2005, there were an estimated 7,841 homeless people in Clackamas County. 67% were in families with children.”

¹ MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

of homeless persons actually tallied in the 2005 Count. Actual numbers of homeless individuals may vary significantly from these counts, given that the counts were affected by the relative number of volunteers in a given community and the relative visibility of homeless camps and other locations where homeless people stay.² However, even given these caveats, it is clear that homelessness is an issue throughout the county.

Table 1. Geographic Distribution of Homeless Persons Counted

School District	# Homeless Counted	% of Total Counted
Canby	726	28.4
Colton + Estacada	199	7.8
Gladstone	52	2.0
Lake Oswego	51	2.0
Molalla	122	4.8
North Clackamas	197	7.7
Oregon City	437	17.1
Oregon Trail (Sandy)	321	12.6
W. Linn/Wilsonville	75	2.9
Unable to allocate*	376	14.7

* No locator information provided on survey.

Source: MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

County and non-profit groups provide a total of 56 beds for emergency shelter, 126 beds for transitional housing, and 84 permanent supportive housing beds. This total of 266 beds comes far short of meeting the housing need of the estimated 7,841 homeless persons in Clackamas County.

Another issue that impacts people without homes is the criminalization of homelessness. Cities and counties across the country have made it illegal to perform life sustaining activities in public, such as sleeping/camping, eating, sitting and begging in public. Anti-camping ordinances and other law enforcement actions against the homeless may be constituted as cruel and unusual punishment and may abridge a number of fundamental rights provided by the United States and Oregon State Constitutions, including the

² Homeless Count 2005.

“Homelessness impacts entire communities in terms of the cost of health care services, complaints to local governments, unsanitary conditions in and around homeless camps, impacts on education, library and other public services, and an overall reduced quality of life for all of us.”

right to travel, the right to privacy, the right to due process, and freedom of speech.

People without a home experience dire conditions that affect their health and well-being, as well as their surroundings. Without a home, they typically lack adequate food, clothing and basic needs like a place to bathe, as well as the ability to travel to obtain essential services. This in turn impacts entire communities in terms of the costs of health care services, law enforcement, emergency shelters, and impacts on education, library and other public services.

Clackamas County is one of many communities developing a 10-year plan. The County's Homeless Policy and 10-Year Plan to Address Homelessness will include strategies to address homelessness in all its forms.

As a first step in the Plan's development, the project team conducted an analysis of homeless needs, which included the following research and stakeholder outreach activities:

- ☞ Review of national and regional literature including regional and national homeless policies and guidelines, recently completed 10-Year plans, and other relevant documents to identify best practices.
- ☞ Analysis of relevant county reports, including the County's Continuum of Care Application, Homeless Count, Analysis of Impediments to Fair Housing, Consolidated Plan, and other relevant reports and data sources.
- ☞ Outreach to stakeholder groups in Clackamas County, including the Clackamas County Coordinating Council for Homeless Programs, (Homeless Council) Hispanic Interagency Networking Team, Local Public Safety Coordinating Council, Committee for Citizen Involvement, School District Homeless Liaisons, faith-based Love, Inc., hospital discharge planners, and others.
- ☞ Distribution of a needs assessment questionnaire to members of the groups above, through the County's Web site, and other means. Over 85 people completed and returned questionnaires. Respondents represented social service agencies (29), faith-based organizations (5), public safety agencies (2), other public agencies (7), local business (1), elected official (1), advocacy groups (4), other non-profits (12),

educational institutions (13), and others (17), many of whom were affiliated with community planning organizations (CPOs).

- ☞ Outreach to homeless persons through surveys and in-person interviews.
- ☞ Meetings of a project Steering Committee representing a variety of interests and viewpoints.

A preliminary needs assessment summarized the results of these efforts. The findings were presented at a Needs and Policies Workshop in which all stakeholders identified throughout the process had the opportunity to review the preliminary needs assessment results and recommend priority goals and strategies to address homelessness in the County. Those goals and strategies were further refined through meetings of the project’s Steering Committee and additional stakeholder outreach. The following table is a list of priority actions identified by the Steering Committee for the next 18 months. A more comprehensive action plan begins on page 31.

Table 2. Priority Actions Identified by Steering Committee

GOAL 1: PREVENT HOMELESSNESS

Strategy 1. Enhance access to supportive services.

Action 1: All providers who serve the homeless and those at risk of homelessness will offer comprehensive case management services that specialize in the unique needs of the homeless and at-risk population.

Action 2: All case managers who work with the homeless and those at risk of homelessness will participate in Case Managers Skill Group and perform exit interviews.

Action 3: Explore the use of a centralized application system with a standardized application for all applicants.

Strategy 2. Ensure access to mainstream resources, alcohol and drug treatment services, and employment assistance.

Action 1: Ensure all homeless and at-risk individuals have access to mainstream resources including food stamps and Medicaid.

Action 3: Help the homeless get qualified for Social Security Disability.

Strategy 3. Provide eviction prevention services.

Action 1: Implement Ready to Rent program.

Action 2: Investigate funding sources for an Eviction Prevention Fund for at-risk individuals and families.

Action 3: Provide legal services for the prevention of homelessness through eviction defense and other housing rights remedies.

Strategy 4. Improve discharge planning for people exiting institutions, including youth aging out of foster care.

Action 1: Secure additional funding to expand the HOPE Program. HOPE works with homeless and disabled inmates to plan post-discharge housing.

Action 2: Maintain the Community Health Department's protocol with the jail, requiring Community Health staff to conduct active discharge planning with mentally ill inmates, including: re-entry services, medications, housing, entitlement applications and case management.

Action 3: Maintain the new Mental Health Housing Coordinator position.

Action 5: Maintain the Hospital Liaison position that screens and places all Clackamas County mental health clients being discharged from local and state hospitals.

GOAL 2: REDUCE EDUCATIONAL IMPACTS OF HOMELESSNESS ON CHILDREN

Strategy 1. Provide extra support services for homeless and highly-mobile children and families including after school activity programs, meals and tutoring.

Action 1: In order to respond to the difficulties many homeless children have succeeding in school, work with the Volunteer Connection to recruit volunteers to tutor homeless students at schools.

Action 2: Encourage all school districts in the county to create a group to advocate for the needs of children. Stand for Children has a chapter in North Clackamas that could be a model for other areas.

Action 4: Create and distribute information on resources available to homeless and at-risk families.

Strategy 2. Support school districts' Homeless Liaisons programs and services.

Action 1: Expand the Homeless School Liaison program.

GOAL 3: TRANSITION FROM HOMELESSNESS

Strategy 1. Reach out to, and build new program capacity for the homeless.

Action 1: Provide outreach and connect homeless to mainstream resources.

Action 2: Expand outreach to homeless veterans.

Action 3: Expand overlapping clinical programming for people with both mental illness and drug addiction.

Strategy 2. Provide homeless populations with adequate and consistent client assessment systems.

Action 1: Analyze and publicize the methodology and outcome of local unsheltered counts of homeless persons.

Action 2: Analyze current systems for assessing client needs with a goal of better identifying and quantifying homeless populations and their needs.

Strategy 3. Stabilization.

Action 1: Maintain and expand all current emergency, transitional and permanent supportive housing programs that are showing effective results.

Action 4: Link at risk and homeless individuals to permanent housing.

Action 5: Measure ongoing stability of persons transitioning from homelessness.

GOAL 4: CREATE/EXPAND PERMANENT SUPPORTIVE HOUSING, AFFORDABLE HOUSING AND SERVICES

Strategy 1. Increase number of PSH sites & populations served.

Action 2: Continue to support existing PSH projects including; Chez Ami, Fisher Ridge, Clackamas Apartments, Villebois, Shelter + Care, and HOPE.

Strategy 3. Expand resources for affordable housing.

Action 1: Consider supporting the Housing Alliance plan for \$100 Million in additional funds for affordable housing. Potential tools include Real Estate Transfer Tax, document recording fee, or fee associated with short-term turnover in housing ownership (flipping fee).

Action 2: Offer County surplus and/or tax foreclosed properties for affordable housing projects.

GOAL 5: REDUCE IMPACTS OF HOMELESSNESS ON LOCAL COMMUNITIES

Strategy 1. Raise awareness among community members about homelessness.

Action 1: Establish a speakers' bureau.

Action 3: Identify advocates who can help address community concerns over where to site facilities.

Action 4: Support local formal and informal referral networks.

Action 5: BCC consider affirming housing as a basic right.

Action 6: Produce a county cable program on homelessness.

Strategy 2. Assist homeless people to have fewer negative impacts on their communities.

Action 1: Ensure people without homes know about existing service centers where they can address personal hygiene and obtain clean clothes, sleeping bags and food.

Action 3: Establish a peer mentoring program.

In addition to creating the Ten-Year Plan to Address Homelessness, the County will prepare a policy that responds to state legislation requiring local governments to address homeless camps, including issues such as notice for closure, storage of individual belongings, and other conditions.

Sources of Homelessness/Barriers to Eliminating Homelessness

A variety of factors lead to homelessness. The Homeless Plan process has revealed the following causes of homelessness and obstacles to overcome in addressing it.

- ☞ **Cost of housing increases/lack of affordable housing.** For many people, there is a significant gap between the cost of housing and what they can afford to pay. Increases in housing costs have made renting and homeownership prohibitive for low income people in most Clackamas communities. A majority of Homeless Plan questionnaire respondents believe that increasing housing costs are a very significant source of homelessness (61.0%).
- ☞ **Criminalization of homelessness.** A trend in cities and counties across the country has been to make it illegal to perform life-sustaining activities in public. Activities such as sleeping/camping, eating, sitting and begging in public spaces have been made illegal. These restrictions create additional barriers for people trying to move beyond homelessness.
- ☞ **De-institutionalization of the mentally ill.** A lack of structured living arrangements and adequate treatment and rehabilitative services for de-institutionalized mentally ill has resulted in a significant population of mentally ill homeless persons.
- ☞ **Difficulty in supplying adequate documentation of personal identification.** Personal identification is required to establish a bank account, acquire housing, secure health benefits and find employment, among other activities. State and federal requirements make it difficult for homeless persons to re-establish their identity.
- ☞ **Domestic violence.** A disproportionate number of women who seek emergency shelter do so because they are fleeing domestic violence. Locally, school liaisons have seen an increase in domestic violence, which they attribute to drug abuse and stress due to financial difficulties.
- ☞ **Drug abuse/methamphetamines.** A significant portion of the County's chronic homeless population has suffered from methamphetamine

“A now 50 year-old woman was chronically homeless, had never lived on her own and had been in a series of violent relationships. She spent time in shelters and motels when possible. She enrolled in a program that helped her create a budget, helped her get her license back, assisted with insurance costs, helped with deposits on permanent housing, and provided needed education and training. She has maintained successfully in the same permanent housing since she exited the program.”

addiction.³ 59.1% of questionnaire respondents cited drug abuse as a very significant source of homelessness.

- ☞ **Evictions/lack of rental assistance services.** Individuals and families sometimes need rental assistance in times of emergency to avoid eviction. Once evicted, it becomes very difficult to re-obtain housing.
- ☞ **Invisibility of homeless within society.** The County's homeless population is dispersed throughout the County, most of which is comprised of rural or forested land. They are often out-of-sight from the general population, living in sheds, cars, under railroad trestles, in the woods and in other locations, which limits public awareness of the problem.⁴
- ☞ **Lack of living-wage jobs.** There is not a sufficient supply of jobs that provide a wage necessary for a person to achieve a basic standard of living. 48.1% of questionnaire responses stated that the lack of living wage jobs is a very significant source of homelessness.
- ☞ **Loss of the General Assistance program.** In the past, many homeless people have relied on the basic assistance funded by the General Assistance program. Elimination this program has left many people without the short-term financial assistance they need to prevent or escape homelessness.
- ☞ **Loss of Oregon Health Plan (OHP)/Medicaid eligibility and services.** In 2004, over 5,000 Clackamas County residents lost their eligibility for medical services under the OHP/Medicaid (such as health care, mental health and addictions treatment services). The disabled homeless population and homeless families with children have difficulty securing and maintaining housing without these basic health services. The Homeless Council anticipates that another 2,500 county residents will lose eligibility in the near future due to reductions in Medicaid enrollment by the State of Oregon.⁵
- ☞ **Loss of pension.** Recent economic conditions have forced many employers to make budget cuts, including cuts to pension plans. Retired persons who rely on their pensions to pay for their basic needs are left without a source of income.
- ☞ **Loss of/waiting list for Section 8 vouchers and public housing.** The Housing Authority of Clackamas County (HACC) has approximately 1,500 Section 8 vouchers available with 5,370 families on the waiting list.

³ Clackamas County Community Development. 2005

⁴ Clackamas County Community Development. 2005 Continuum of Care Application.

⁵ Clackamas County Community Development. 2005 Continuum of Care Application.

Approximately 330 vouchers are turned over per year. The County anticipates cuts to its Section 8 program, which will increase barriers to ending homelessness. HACC administers nearly 3,000 units of permanent housing with another 98 units under construction. HACC also owns and operates 568 low-rent public housing units. There are 2,203 families on HACC's waiting list for public housing. Potential future federal cuts in administrative funds may impact HACC services and facilities. Questionnaire respondents feel that the multi-year waiting list for public housing and Section 8 vouchers is the most significant source of homelessness (67.5%).

- ☞ **Reentry and Recidivism.** A lack of resources to help individuals released from prisons and jails, coupled with relatively few affordable housing options for these individuals often excludes those with criminal records.
- ☞ **Rental barriers.** The homeless often have difficulty renting because of problems with their rental, criminal and/or credit history. 46.8% of questionnaires stated that barriers to obtaining rental housing are a very significant source of homelessness.
- ☞ **Social Security Insurance (SSI) income vs. market rent.** Many people with disabilities who are on SSI cannot pay market rent, as the Fair Market Rent for a one-bedroom apartment in Clackamas County (\$620) exceeds a disabled person's monthly SSI income (\$603).

Sources of youth homelessness include:⁶

- ☞ **History of foster care.** A history of foster care has been found to correlate with becoming homeless at an earlier age and remaining homeless for a longer period of time. Many foster children become homeless when they turn 18 and are dropped from the system because they lack the support networks (family) that other people depend upon in times of transition or crisis. Many lack the independent living skills and resources needed to establish a household.
- ☞ **Family problems.** Youth consistently report family conflict as the primary reason for running away. Longstanding problems that lead to this situation can include physical or sexual abuse, strained relationships, addiction of a family member, and/or parental neglect.

A jail survey conducted in Marion County, Oregon revealed that 25% of inmates had no place to stay when released from jail.

⁶ Oregon Homeless and Runaway Youth Work Group. From Out of the Shadows: Shedding Light on Oregon's Homeless and Runaway Youth. February, 2005.

Extent of Homelessness in Clackamas County

WHO IS HOMELESS?

In the fourth week of January, 2005, a planned, hands-on count of the number of unsheltered homeless persons in Clackamas County was undertaken to begin to more precisely account for the number of homeless people in the County. The count was conducted in both urban and rural areas, at various locations, including schools, food distribution sites, service agencies, emergency shelters, transitional housing sites, transit malls, and homeless camps. The survey methodology included reports from schools and emergency shelter or transitional housing providers, counts of homeless persons observed in homeless camps or other locations (e.g., sleeping on the street, at transit malls or in cars), and personal interviews with homeless persons. Surveys were conducted in both English and Spanish. Participating agencies included the Homeless Council, staff from Clackamas County and various homeless shelters and related agencies, homeless and formerly homeless individuals, homeless advocates and other community volunteers. Over 100 volunteers participated in this point-in-time count. ⁷

The homeless count describes three subpopulations of homeless persons:

- ☞ Families with children
- ☞ Adult-only households
- ☞ Chronically homeless persons⁸

⁷ MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

⁸ “Families with children” includes families with children under 18 years of age, including two-parent households, single parent households, and households with custodial adults responsible for caring for the children.

“Adult-only households” includes households of one or more persons, all of whom are age 18 and older, including families without children under the age of 18.

“Chronically homeless persons” are unaccompanied homeless individuals with disabling conditions who have either been continuously homeless for one year or more or who have had at least four episodes of homelessness in the past three years.

There were 2,556 homeless persons tallied as part of the 2005 count. Of these:

- ☞ 2,001 or 78 percent of total persons counted were in families with children.
- ☞ 44 percent of all families surveyed were single-parent households.
- ☞ 555 people or 22 percent of the total number of persons counted were in adult-only households.
- ☞ 32 people or five percent of the total number of persons surveyed were considered chronically homeless.
- ☞ 1,011 of those counted were children (40%).
- ☞ 71% of the adults in families surveyed were females.
- ☞ Veterans accounted for 11% of the homeless persons surveyed, and 23% of the chronically homeless.⁹

Table 3. Clackamas County Homeless Count Results

Category	Number	Percent of Total
Total Homeless	2,556	100%
Male	1,406	55%
Female	1,150	45%
Adults	1,545	60%
Children	1,011	40%
In Families with Children	2,001	78%
In Adult-only households	555	22%

Source: MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005

Homeless counts such as this one are known to under-represent the actual number of homeless persons in a given area. In order to accurately and credibly project the realistic number of homeless persons in Clackamas County, MacDougall and Associates researched and utilized a model for statistical projections. The entire homeless count process was designed using the “capture-recapture” model to ensure accuracy of projections.¹⁰ This statistical modeling process resulted in a reliable estimate of actual homeless people totaling 7,841 people, including:

⁹ MacDougall and Associates. Clackamas County Homeless Count 2005. Fall, 2005.

¹⁰ See the glossary for a definition of “capture-recapture model.”

- ☞ 1,140 families with children, totaling 5,235 persons, 2,516 of which are children.¹¹
- ☞ 2,606 homeless persons in adult-only households.

While there is no single comprehensive estimate of homeless unaccompanied youth in Clackamas County, estimates from an informal 2002 survey by the Oregon Homeless and Runaway Youth Coalition reported an estimated 25,000 Oregon youth are runaway or homeless in one year’s time.¹² Applied to Clackamas County, this would mean that approximately 2,500 unaccompanied youth were homeless in 2002.

The results of the Count show that homeless persons are dispersed throughout the County. The following data show this geographic distribution for the number of homeless persons actually tallied in the 2005 Count:

Table 4. Geographic Distribution of Homeless Persons Counted

School District	# Homeless Counted	% of Total Counted
Canby	726	28.4
Colton + Estacada	199	7.8
Gladstone	52	2.0
Lake Oswego	51	2.0
Molalla	122	4.8
North Clackamas	197	7.7
Oregon City	437	17.1
Oregon Trail (Sandy)	321	12.6
W. Linn/Wilsonville	75	2.9
Unable to allocate*	376	14.7

* No locator information provided on survey.
 Source: MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

“The geographic distribution of homeless persons provided in Table 3 reflects only the numbers of homeless persons who were counted the fourth week in January 2005. The figures should not be interpreted as being representative

¹¹ MacDougall and Associates. *Clackamas County Homeless Count 2005*. PowerPoint Presentation. October, 2005.

¹² Oregon Homeless and Runaway Youth Work Group. *From Out of the Shadows: Shedding Light on Oregon’s Homeless and Runaway Youth*. February, 2005.

of the numbers of homeless persons in any particular geographic area. This is because there were varying degrees of coverage by survey volunteers.”¹³

PLACES WHERE HOMELESS PERSONS USUALLY SLEEP

The 2005 homeless count survey questionnaire contained a list of places where people usually sleep. The list included:

- ☞ Own apartment/house
- ☞ Relatives/friends
- ☞ Hotel/motel
- ☞ Shelter
- ☞ Car/truck/van/camper
- ☞ Camp
- ☞ Multiple outdoors

People who stated that they slept in their own apartment or house accounted for 17% of those counted. People who sleep in their own house or apartment often are living in overcrowded conditions. It should also be noted that many people answered “yes” to this question because they consider their car or tent their own “space.”

The top three places where people without their own apartments or homes sleep are:

- ☞ “At a relative’s/friend’s place” - 35%
- ☞ “Car/truck/van/camper” - 17%
- ☞ “Camp” - 14%¹⁴

NEEDS OF HOMELESS PERSONS

The County’s Continuum of Care application identifies the types of housing needed, by percentage, by three categories of the homeless in Clackamas County. This information was obtained through the 2005 homeless count and uses the HUD’s report *Estimating the Need* as a methodology.

“I lived an upper-middle class life, with a nice house and good vacations. After going through a divorce and an auto accident, I slowly lost everything and was too humiliated to ask for help. I eventually had to sell my house to pay for medical costs. I stayed with friends I shouldn’t have, who took my remaining possessions. I need a safe, secure place to live with people who can help me manage my medication.”

¹³ MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

¹⁴ MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

Table 5. Housing Needs by Homeless Type

Type	Individuals	Families	Chronically Homeless
Emergency Shelter	25%	35%	25%
Transitional Housing	15%	35%	25%
Permanent Supported Housing	60%	30%	50%

Source: Clackamas County Community Development Department. 2005 Continuum of Care Application

“I’ve been homeless three times, once when I had small children. We lived in our car. We had to get up at 5:30 a.m. so that I could get them to a place where they could shower, get them to school and then get to work. I had just enough money to pay for housing but my boyfriend had messed up my credit so badly that no-one would rent to me. Some help with that could have kept me from being homeless then.”

In addition, the 2005 homeless count survey asked homeless people to identify what they need to get into permanent housing. The survey contained a list of needs to choose from, including:

- ☞ Safe, dry warm place to sleep
- ☞ Food
- ☞ Clothing
- ☞ Medical care
- ☞ Alcohol/drug treatment
- ☞ Mental health help
- ☞ Help with disability income
- ☞ Domestic Violence Assistance
- ☞ Transportation
- ☞ Help getting a job
- ☞ Money for rent
- ☞ Money for rent deposit

A relatively high percentage of survey respondents indicated that they needed multiple services and supports in order to get into permanent housing. In addition, a consistently high proportion of homeless persons said they need money for rent and money to help pay for rental deposits. Homeless persons interviewed also expressed a significant need for basic supports such as food, medical care and clothing. A large percentage of respondents indicated that they need a safe, dry, warm place to sleep.

The top things homeless persons said they need to get out of being homeless include: ¹⁵

- ☞ Money to help pay for rent – 56%
- ☞ Help getting a job – 42%
- ☞ Money for rent deposit – 43%
- ☞ Food – 35%
- ☞ A safe, warm, dry place to sleep – 32%

Families with children were more likely than homeless adults without children to identify needs for food and clothing in the survey. The chronically homeless identified a significantly higher need for medical and mental health care, addiction treatment and help with disability income relative to the rest of the homeless people surveyed.

The 1992 Clackamas County Homeless Youth Strategic Plan defined homeless youth as “youth 12-21 that are currently living in unstable or unsafe environments and have, for whatever reason, no viable family/social and/or economic support system.” The plan identified the following issues and needs specific to homeless youth which County staff indicate still hold true today:¹⁶

- ☞ Youth under 18 years of age need assistance in finding shelter as they are not eligible for public housing, landlords are less likely to rent to them and parental permission is needed to shelter youth.
- ☞ Youths have difficulty obtaining food stamps and other support services due to a lack of identification.
- ☞ Many youth are unaware of the services available to them.
- ☞ Access to services is an issue, especially for youths in rural areas without transportation.

The plan also recognizes that a significant number of youth are gay and lesbian and that services need to be able to address the needs of this population.

¹⁵ MacDougall and Associates, Clackamas County Homeless Count 2005, Fall 2005.

¹⁶ Clackamas County Children & Youth Coordinating Council. Clackamas County Homeless Youth Strategic Plan. December, 1992.

Services and Facilities for the Homeless and those Threatened with Homelessness

The Homeless Council is the primary planning group for addressing homelessness in Clackamas County. The Clackamas County Community Development Department provides staff support for the Homeless Council. Current County programs to address the problem of homelessness include:

- ☞ A federal HOPE Social Security Administration grant for outreach and case management to the chronically homeless, helping to secure SSI and other entitlements for people with disabilities.
- ☞ A Department of Labor grant to provide outreach to veterans in need of employment assistance and services to secure income and housing.
- ☞ Expanding the Drug Court from 30 to 45 clients per year, with the goal of diverting the chronically homeless from the Clackamas County Jail into services and housing.
- ☞ Expanding the Mental Health Court from 30 to 75 clients per year and developed a dual diagnosis track for those with both mental illness & addiction problems.
- ☞ A HUD Supportive Housing Program (SHP) grant to establish permanent scatter-site housing and support services for the chronically homeless people through the HOPE program.
- ☞ A HUD grant to develop permanent housing for clients of the Drug and Mental Health Courts to stem chronic homelessness and recidivism.
- ☞ Use of non-HUD funds to rehabilitate and open a home for six chronically homeless people with mental illness needing high-level, 24/7 supports.
- ☞ Providing full-time mental health workers to plan for housing and services for adults living with mental illness exiting the State Hospital system and the County Jail.
- ☞ Providing comprehensive training sessions on mainstream services to homeless providers.

Additional services and facilities for the homeless and those threatened with homelessness are provided by county and city agencies, local nonprofits, and faith-based organizations.

- ☞ **Assistance for Homeless Children** includes school district homeless liaisons that connect families with resources and help children with school continuity.
- ☞ **Community Service Centers** include Clackamas Service Center, Sandy Community Action, Estacada Family Resource Center and Molalla Service Center, all of which are part of the County's Information and Referral Networking System. They provide information and referral, food boxes, clothing, limited prescription assistance, and bus tickets. Many other organizations work with the County to provide similar services to targeted populations.
- ☞ **Domestic Violence Outreach** is provided by Clackamas Women's Services. Through this outreach program, homeless victims of domestic and sexual violence find out about emergency shelter and other housing services. Outreach is the first step from homelessness to shelter and supportive services. A 24 hour crisis line is available for homeless persons experiencing domestic violence.
- ☞ **Education and Employment Assistance** is available in various locations. Various organizations offer return-to-work basic skill building and specific occupational training in addition to connecting homeless people with educational resources.
- ☞ **Homeless Outreach** is provided by the County and a number of other agencies and organizations. By networking with law enforcement, code enforcement and other social and faith-based agencies, local agencies provide an essential link in locating homeless persons. This point of service can be the first step in placing a homeless person in appropriate housing, if such housing is available. A comprehensive information and referral system is available via a 211 phone number and on the County's Social Services Web site.
- ☞ **Homeless Prevention Services** are offered by a variety of organizations, including help with eviction, credit and/or criminal histories, rental assistance and education, subsidies for utility bills, mediation for landlord-tenant disputes, and assistance for youth aging out of foster

“It’s difficult to spend time with other people who are homeless when they don’t have a place to bathe or shower. It helps to have soap or shampoo that’s been donated but doesn’t do a lot of good if you don’t have a place to bathe. It’s also hard to find a job if you can’t make yourself presentable.”

care and for persons being released from mental health and correctional facilities.

- ☞ **Physical, Mental Health Alcohol and Drug Outreach** services are provided by the Clackamas County Mental Health Department at the Stewart Community Center in Oregon City and satellite clinics throughout the County. Services include outreach, intake and assessment for mentally ill persons who are homeless or at risk of becoming homeless, and a 24-hour crisis line. There are three health clinics that serve the homeless in Clackamas County.
- ☞ **Springwater** assists homeless youth. Outreach services include contact with referral sources in a variety of settings. Referrals come from area schools, including alternative schools, public and private nonprofit agencies, families, friends and the homeless youth themselves.
- ☞ **Teen Parent Outreach** is conducted by the Mt. Hood Council of Camp Fire. The program provides an essential link in locating homeless teens and facilitates movement from the streets to shelter.

EMERGENCY SHELTERS

Clackamas County’s Continuum of Care Application defines an emergency shelter as a facility that “provides a place to stay on a short-term basis, usually less than 30 days. An emergency shelter may serve the general population or limit itself to a specific group such as women and children fleeing domestic violence. Basic components include sleeping and hygiene facilities, food and meals, or a meal preparation facility. Most shelters have curfews and some require that residents leave during the day. Some offer storage facilities and case management. Emergency shelters may have hired staffed, be operated with volunteers, or a combination of both.”

The Continuum of Care Application identifies a total of 56 beds in emergency shelters. The following facilities provide those beds:

Table 6. Emergency Shelters

Shelter Type	Operator	# of Beds	Population
Home-based ¹⁷	Local churches	4 beds	Families with children

¹⁷ See the glossary for a definition of “home-based emergency shelter.”

Shelter Type	Operator	# of Beds	Population
Emergency mental health respite facility	Clackamas County	8 beds/ 5 hotel vouchers	Mentally ill
Evergreen	Clackamas Women's Services	18 beds	Individuals and families with children who are victims of domestic violence
Anne Ross House	Northwest Housing Alternatives	20 beds	Families with children
The Inn Home	Springwater	2 beds	Youth
Aurora Shelter Ministry	Local churches	4 beds	Families with children

Source: Clackamas County Consolidated Housing Plan, 2006.

TRANSITIONAL HOUSING

Clackamas County's Continuum of Care Application defines transitional housing as a facility with "a limited-term program that includes housing with supports to help a person 'transition' to community living after being homeless. A typical length of stay is less than 24 months. The housing is usually a private room or apartment with meal preparation and laundry facilities. Transitional housing programs provide wrap-around case management and life skill training to prepare a resident for permanent housing and self-sufficiency."

The Continuum of Care Application identifies a total of 126 beds in transitional housing. The following facilities provide those beds:

Table 7. Transitional Housing

Shelter	Operator	# of Beds	Population
Clackamas Women's Services	Clackamas Women's Services	11 beds	Victims of domestic violence
Haven House	Clackamas Women's Services	15 beds	Families with children and individuals
Jannsen Road Apartments	Housing Authority of Clackamas County	24 beds	Families with children
The Inn Home	Springwater	9 beds	Homeless youth

Shelter	Operator	# of Beds	Population
Northwest Housing Alternatives	Transitional Program	23 beds	Families with children
The Inn Home	Homesafe	14 beds	Homeless families
Swan House	Swan House	5 beds	Adults with HIV/AIDS
Longbourn	Northwest Housing Alternatives	5 beds	Women and children alcohol/drug addiction recovery
Jackson Place	Clackamas County Social Services	12 beds	Individuals or childless couples
Lake Oswego Transitional Shelter Ministry	Coalition of 11 churches	8 beds	Families with children

Source: Clackamas County Consolidated Housing Plan, 2006.

PERMANENT SUPPORTIVE HOUSING

Clackamas County’s Continuum of Care Application defines permanent supportive housing as “clean, safe, affordable long-term service-enriched rental housing for persons with disabilities. The type, level of intensity and method of delivery of the supportive services vary according to the needs of the residents. The resident is not required to accept the supportive services offered.”

There are a total of 76 year-round permanent supportive housing beds for individuals, and 8 for families. These are provided by Central City Concern and the Housing Authority of Clackamas County’s Shelter + Care program.

Table 8. Permanent Supportive Housing

Operator	# of Beds	Population
Central City Concern	40	Mentally ill
Clackamas County Housing Authority	8	Families with children
Clackamas County Housing Authority	36	Single adults

Source: Clackamas County Consolidated Housing Plan, 2006.

Impacts on Local Communities

Homelessness has a direct impact on communities as County resources are used to prevent homelessness, transition people from homelessness and counter the adverse effects of homelessness. In addition to the support the County gives to housing programs (see page 15), County funds are used for:

- ☞ Respond to complaints to local governments by law and code enforcement officers.
- ☞ Provide health care services for health issues caused or made worse by homelessness.
- ☞ Clean up unsanitary conditions in and around homeless camps.
- ☞ Provide for increased populations in jails and prisons.

Homelessness also adversely affects or exacerbates unstable family situations, children in school, and youth and adults with mental illness or drug and alcohol problems.

Prevention and elimination of homelessness can result in significant cost savings for public services needed to mitigate the impacts of homelessness.

- ☞ Nationally, the monthly cost of emergency shelter for a homeless family is \$1,255 and the cost of transitional housing for that family is \$1,411.¹⁸ If this figure is applied to the 2006 Clackamas County Homeless Count, it would cost taxpayers approximately \$1.5 million per month just to provide shelter for all the homeless families in Clackamas County.
- ☞ A recent study found that the average person experiencing chronic homelessness costs taxpayers \$40,440 in public resources each year. Moving that person into permanent supportive housing would save \$16,282 annually.¹⁹
- ☞ People who are homeless are more likely to access health care services and have a longer average stay. On average, it costs jurisdictions an estimated \$2,000 more per hospital admission for a homeless person

¹⁸ Based on an unpublished analysis conducted by Dennis P. Culhane, University of Pennsylvania.

¹⁹ Culhane, Dennis P., Stephen M. Metraux, and Trevor R. Hadley. 2002. "Public Service Reductions Associated With Placement of Homeless Persons With Severe Mental Illness in Supportive Housing." *Housing Policy Debate* 13(1):107-63.

than for a non-homeless person.²⁰ A 2004 national study by San Diego State University found that it costs communities more than \$65,000 per homeless person, per year for emergency medical costs.

- ☞ Homeless persons typically spend more time in jail and prison. A survey administered by the University of Texas shows that each person costs the taxpayers \$14,480 per year, primarily for overnight jail.²¹
- ☞ Emergency shelter beds cost approximately \$8,000 more than the average annual cost of a Section 8 Housing Certificate.²²

Strategies to Prevent, Reduce or Address Homelessness

Following is a list of strategies to address homelessness identified through interviews, focus groups, the homeless needs questionnaire, and a review of relevant County reports.

Anti-NIMBY (Not In My Backyard) initiatives.

- ☞ Establish policies to ensure that shelters and transitional and affordable housing are sited in areas in which they are needed.
- ☞ Educate communities about the needs of the homeless population.

Coordination and collaboration.^{a b} Work effectively together to coordinate services and programs among different service providers, communicate available services and programs to people who are homeless, and pool resources, where possible, to improve overall cost-effectiveness and efficiency.

Credit counseling/financial education. Offer homeless persons financial education as well as assistance in “cleaning up” their credit.

²⁰ Culhane, Dennis P., Stephen M. Metraux, and Trevor R. Hadley. 2002. "Public Service Reductions Associated With Placement of Homeless Persons With Severe Mental Illness in Supportive Housing." *Housing Policy Debate* 13(1):107-63.

²¹ Diamond, Pamela and Steven B. Schneid, *Lives in the Shadows: Some of the Costs and Consequences of a "Non-System" of Care*. Hogg Foundation for Mental Health, University of Texas, Austin, TX, 1991

²² Office of Policy Development and Research, U.S. Department of Housing and Urban Development, *Evaluation of the Emergency Shelter Grants Program, Volume 1: Findings* September 1994. p 91.

^a Best Practice – *Home Again: A 10-Year Plan to End Homelessness in Portland and Multnomah County*.

Criminalization of homelessness.

- ☞ Do not allow the arrest of homeless persons for performing life-sustaining activities in public if appropriate shelter beds or other housing options are unavailable.
- ☞ Develop places for homeless persons to go when shelters close in order to access showers, laundry facilities and food. These centers also can connect homeless persons to local service providers.
- ☞ Develop training and protocols to govern interactions between police officers and homeless persons.

Economic Opportunities. ^{a b c} Offer workforce assistance and other economic opportunities to homeless people.

Education. Increase access to education.

- ☞ Engage in extensive outreach to homeless families to ensure that homeless children are enrolled in and attend school, including preschool.
- ☞ Relax waitlist requirements that have a negative impact on highly mobile students.
- ☞ Create education policies that fit the needs of highly mobile students.

“First-contact/wrap-around” services. ^c Provide “wrap-around” services for homeless persons upon their first contact with the Clackamas County Department of Human Services, including assistance determining needs and goals and referral to support services.

Homeless awareness. Inform the general public about the causes of homelessness to help garner support for homeless prevention legislation.

Homeless persons with serious mental illnesses. Provide support services to homeless with serious mental illnesses before, during and after they obtain permanent housing.

Homeless prevention services. ^{b c} Support programs like “Ready to Rent” that provide assistance to families and individuals in need, and help the homeless overcome barriers to renting.

^b Best Practice – *The Knoxville and Knox County Ten-Year plan to End Chronic Homelessness.*

^c Best Practice – *Ending Homelessness in Ten Years: A County-Wide Plan for the Communities of Contra Costa County.*

“Peer outreach can be very helpful – having someone to talk to who’s been there and experienced what you’re going through. Someone who can give you a “head check” to make sure what you’re experiencing is reality. That can be really important for people with mental health issues.”

Homelessness and incarceration. ^{a b} Offer income assistance and housing resources to prevent formerly incarcerated people from becoming homeless:

- ☞ Change public housing policies to accept housing assistance to more people with criminal records.
- ☞ Encourage prerelease eligibility arrangements that allow soon-to-be-released prisoners to apply for SSI and food stamps
- ☞ Provide structured post-release housing and transitional housing for ex-offenders.

Housing and services for recovering drug/alcohol addicts. Provide clean, safe and sober housing and addiction services for homeless persons recovering from drug/alcohol abuse.

Housing for domestic violence survivors. Adopt fair housing law provisions that protect domestic violence survivors from discrimination on the basis of their status as victims of domestic or sexual violence.

Housing First. ^{a b c} Address the lack of permanent housing first. Other services and programs directed at homeless people and families will support and maintain homeless people in permanent housing.

Living-wage jobs. Support legislation that raises minimum wages to levels sufficient for individuals and families to acquire basic needs.

Medical, dental and mental health coverage and services.

- ☞ Provide health insurance for homeless persons.
- ☞ Ensure access to medical, dental and mental health services for homeless persons.

Mentors. Hire formerly homeless individuals to serve as mentors for homeless persons as they transition from homelessness.

Outreach. ^{a c} Link homeless persons with services and/or housing through coordinated outreach and engagement.

Permanent affordable housing. ^a Support state and local legislation to increase the supply of affordable housing.

^b Best Practice – *The Knoxville and Knox County Ten-Year plan to End Chronic Homelessness.*

^c Best Practice – *Ending Homelessness in Ten Years: A County-Wide Plan for the Communities of Contra Costa County.*

^a Best Practice – *Home Again: A 10-Year Plan to End Homelessness in Portland and Multnomah County.*

Personal identification acquisition. Support policies that make it easier for homeless persons to re-establish their identity.

Social services. Improve access to services provided by Clackamas County Department of Human Services.

- ☞ Expand DHS hours.
- ☞ Provide mobile or satellite services.
- ☞ Provide transportation because public transportation to Oregon City is inefficient from other areas within the County.
- ☞ Improve response time and information via telephone.
- ☞ Improve access to information and services online.

Support services. Provide supportive services (case management, transportation vouchers, childcare, etc.) coupled with permanent housing.

Surplus federal property. Encourage the use of surplus federal properties to provide housing for homeless persons.

- ☞ Contact the Interagency Council on Homelessness and ask to be notified if federal property becomes available in the county.
- ☞ Enact legislation to allow surplus property to be used for homeless purposes.

Transitional and emergency shelters. Increase the number of shelters throughout the county, especially shelters that house single adults.

PRIORITY STRATEGIES

The following strategies were identified as relatively higher priorities through interviews, surveys, and the homeless needs questionnaire. Priority strategies are organized by specific populations.

Families with children

- ☞ **Provide homeless prevention services such as emergency rental assistance to prevent evictions.** Survey respondents identified these types of services and programs (e.g., eviction prevention) as the most effective strategy to address homelessness for families with children.
- ☞ **Increase the stock of affordable housing.** 78.7% of respondents stated that increasing the stock of permanent affordable housing is an effective strategy for homeless families with children.

- ☞ **Provide more job opportunities and training.** 70.8% of respondents identified these programs as effective in addressing homelessness for families with children.
- ☞ **Increase the supply of permanent affordable housing.** 69.7% of respondents identified coupling housing with social services as an effective strategy to address homelessness for families with children.

Chronically homeless

- ☞ **Provide addiction services for homeless persons recovering from drug/alcohol abuse.** Addiction services were identified as the most effective strategy to address homelessness for chronically homeless persons (75.3%).
- ☞ **Provide permanent affordable housing with social service support.** 62.9% of respondents indicated that this strategy is effective in aiding the chronically homeless persons.
- ☞ **Provide transitional housing with services for treatment.** 59.6% of respondents identified transitional housing and services as an effective strategy to address homelessness for chronically homeless persons.
- ☞ **Provide support services.** 53.9% of respondents indicated that support services are an effective strategy in aiding chronically homeless persons.

Single adults

- ☞ **Provide more job opportunities and training.** This program was identified as the most effective strategy to address homelessness for single adults.
- ☞ **Increase the stock of affordable housing.** 66.3% of respondents stated that increasing the supply of affordable housing is an effective strategy to address homelessness for single adults.
- ☞ **Provide permanent affordable housing.** 62.9% of respondents indicated increasing permanent affordable housing as an effective strategy to address homelessness for single adults.
- ☞ **Increase transitional housing with services for treatment.** 61.8% stated that is an effective strategy to aid homeless unaccompanied youth.

Unaccompanied youth

- ☞ **Provide transition and emergency shelters.** Questionnaire respondents indicated this strategy as the most effective in addressing homelessness for unaccompanied youth (70.8%).
- ☞ **Provide more job opportunities and training.** 70.8% of respondents identified these programs as effective in addressing homelessness for unaccompanied youth.
- ☞ **Provide homeless persons with support services.** 65.2% of respondents stated that providing unaccompanied youth with support services such as transportation vouchers is an effective strategy to address homelessness.
- ☞ **Offer addiction services to homeless persons.** 62.9 % of respondents indicated that offering addiction services to unaccompanied youth is an effective strategy to address homelessness.

Conclusions & Implementation

Clackamas County's Ten Year Plan to Address Homelessness includes a detailed set of actions, timelines and responsibilities. To ensure that the plan meets its goal of reducing the number of Clackamas County residents who do not have a safe place to call home, active implementation, along with regular monitoring, reporting and refinement, is essential.

The Action Plan is a comprehensive set of goals that will require collaborative action among a number of entities, including schools, the judicial system, county operated and non-profit housing and service providers. It is essential that one or more entities assumes the lead for strengthening existing collaborative efforts, identifying champions who will encourage key entities not currently active in the effort to address homelessness to become active, collect data on how the plan's goals are being achieved, and to make biennial reports to the Board of County Commissioners.

The following process has been recommended by the project Steering Committee and is expected to be refined through further discussion with the Clackamas County Homeless Coordinating Council (Homeless Council) and the Clackamas County Departments of Community Development and Social Services:

- ☞ A sub-committee of the Homeless Council will have the responsibility of monitoring implementation of the plan, including specific actions and strategies as identified in the Action Plan component. The subcommittee may enlist other people to participate on such subcommittees (e.g., representatives of the banking industry, County Housing Authority staff or others). Staff from the Social Services and/or Community Development Department will support the work of the sub-committee, including assisting with providing data or analyses needed to help monitor and report on implementation (see below).
- ☞ County staff in the Social Services and/or Community Development Departments will provide assistance in obtaining funding for selected actions or strategies identified in the Plan. One of these departments ultimately may need to be identified as the lead department for purposes of managing funds provided through federal or state programs if required by specific agencies.
- ☞ County staff will provide support in implementing selected strategies and actions, in partnership with the Homeless Council and other organizations.
- ☞ At least every three years, the Homeless Council subcommittee and County staff will work together to assess and report on progress implementing specific actions strategies and achieving overall goals. In addition, they will prepare a brief annual summary report for the County Board of Commissioners regarding progress in completing short-term or priority actions identified in the Plan during that year. This annual report will be tied to specific measurable goals, where possible, but will also be a manageable process which does not require significant data compilation or analysis.
- ☞ The more intensive report prepared every three years will be used to revisit Plan priorities, timeframes and responsibilities for specific strategies and actions.
- ☞ Reporting and implementation processes will be tied to other programs and related goals, such as the Continuum of Care and Consolidated Plan processes. The objective of integrating these processes is to avoid duplication and simplify (rather than complicate) monitoring and implementation of the Homeless Plan.

The process described above requires a strong partnership between Clackamas County, other local jurisdictions, the Homeless Council and the

many organizations represented by its members. It is likely to entail the need some additional County staffing support. The County recognizes that the efforts of non-profit and private organizations working to address the needs of the homeless represent a significant leveraging of non-governmental resources. Contributions by County staff and officials can continue to increase the ability to leverage these resources. They also will increase the ability to leverage state, federal and private (foundation) resources which will continue to help meet County goals and ensure successful implementation of this Plan.

Action Plan

Clackamas County will set realistic expectations of using available resources to have an impact on the causes and conditions of homelessness. In doing so, the County will maintain its financial support for existing programs that are showing success and will exhibit political leadership in the area of addressing homelessness. County departments will be charged with preparing themselves organizationally to respond to opportunities to create new programs and expand existing programs that prevent or address homelessness. Following is a ten-year action plan for addressing homelessness. It is organized by the following primary goals:

- ☞ **Goal 1.** Prevent homelessness
- ☞ **Goal 2.** Reduce educational impacts of homelessness on children
- ☞ **Goal 3:** Transition from homelessness to stable living situations
- ☞ **Goal 4.** Create/expand permanent supportive housing (PSH), affordable housing and accompanying services
- ☞ **Goal 5.** Reduce impacts of homelessness on local communities

Each goal includes a series of strategies. Each strategy includes one or more action items and associated desired outcomes, recommended responsible parties and a timelines for completion. Short term actions are expected to be completed within 12 – 18 months. Medium term actions are expected to be accomplished within 18 months and five years. Long term actions are proposed to take five to 10 years. Many actions are ongoing. Some actions have short, medium and long-term outcomes associated within them. In many cases, timelines include specific, measurable targets or benchmarks.

GOAL I: PREVENT HOMELESSNESS

Action/Task	Desired Outcome	Responsible Party	Timeline
Strategy 1. Enhance access to supportive services.			
Action 1: All providers who serve the homeless and those at risk of homelessness will offer comprehensive case management services that specialize in the unique needs of the homeless and at-risk population.	Number of agencies offering comprehensive case management services increases each year.	All providers of services to homeless and at-risk individuals and families	<u>Short Term</u> - Identify programs that do not offer case management <u>Medium Term</u> - Identify and secure funding for case management <u>Long Term</u> - 100% of programs offer case management services
Action 2: Case managers who work with the homeless and those at risk of homelessness will participate in Case Managers Skill Group and perform exit interviews.	Case management skills improved by sharing best practices. Improve outcomes by analyzing why some clients fail to complete program.	Homeless Council	<u>Short Term</u> - Case Manager Skill Group established <u>Ongoing</u> - Annual Skill Group meetings
Action 3: Explore the use of a centralized application system with a standardized application for all applicants.	Implement a centralized application system, which allows for more efficient service provision, resulting in fewer people becoming homeless and those who are already homeless quickly moving to stable housing.	All county service providers	<u>Short Term</u> - Develop the centralized application system <u>Medium Term</u> - all county-run programs use standardized application <u>Long Term</u> - All programs operating in the county use standardized application
Action 4: Provide information to County Librarians.	Improved access to information at typical point-of-contact.	Homeless Council; Libraries	<u>Short Term</u> - Identify contacts and approach <u>Medium Term</u> - provide information at least annually

Short Term is 12 - 18 months; Medium Term is 18 months - 5 years; Long Term is 5 - 10 years

Action/Task	Desired Outcome	Responsible Party	Timeline
Strategy 2. Ensure access to mainstream resources, alcohol and drug treatment services, and employment assistance.			
Action 1: Ensure all homeless and at-risk individuals have access to mainstream resources including food stamps and Medicaid.	Improve access to mainstream resources in order to avert a housing crisis for at risk individuals and reduce the length of homeless for those already without a home.	Homeless Council	<u>Ongoing</u> - Training provided at Homeless Council meetings
Action 2: Expand access to drug and alcohol treatment.	Addictions are treated so fewer people become homeless due to untreated addiction.	Stakeholders, Clackamas County Community Health; Local Alcohol & Drug Coordinating Project	<u>Long Term</u> - Increased funding and availability for Alcohol and Drug Treatment
Action 3: Help the homeless get qualified for Social Security Disability.	Increase access to SSD benefits to prevent homelessness.	HOPE project/SOAR SSI/SSDI Outreach, Access, and Retention Group	<u>Ongoing</u> - 50 people served each year
Action 4: Increase number of homeless people living in supportive housing who are employed.	Increased housing stability due to employment income.	Clackamas County Community Health, Vocational Rehabilitation, Community Solutions of Clackamas County	<u>Short Term</u> - Establish base line number of people living in supportive housing programs who are employed <u>Medium Term</u> - Number of people employed increased by 7% <u>Long Term</u> - Number of people employed increased by 11%

Action/Task	Desired Outcome	Responsible Party	Timeline
Strategy 3. Provide eviction prevention services.			
Action 1: Implement Ready to Rent program.	<ul style="list-style-type: none"> Homeless individuals and families, and those at risk of becoming homeless, learn about their rights and responsibilities as renters. Individuals graduating from the program have increased access to adequate housing. 	Clackamas County Social Services	<p><u>Short Term</u> - Develop reporting tools and program structure/materials</p> <p><u>Medium Term</u> - By end of Year 2, 100 individuals will have graduated from the Ready to Rent Program</p> <p>36% of program graduates secure adequate housing</p> <p><u>Long Term</u> - Serve 10% additional individuals in program</p>
Action 2: Investigate funding sources for an Eviction Prevention Fund for at-risk individuals and families.	Individuals and families at risk of homelessness avert falling into homelessness by receiving short term rental assistance and associated case management services.	Clackamas County Social Services	<p><u>Short Term</u> - Identify possible funding sources</p> <p><u>Medium Term</u> - Secure funding</p> <p><u>Long Term</u> - Successful program in operation serves 20 households per year</p>
Action 3: Provide legal services for the prevention of homelessness through eviction defense and other housing rights remedies.	Fewer people become homeless due to eviction.	Legal Aid, Clackamas County Social Services, Fair Housing Program	<u>Ongoing</u> - Ensure continuation of this important resource

Action/Task	Desired Outcome	Responsible Party	Timeline
Strategy 4. Improve discharge planning for people exiting institutions, including youth aging out of foster care.			
Action 1: Secure additional funding to expand the HOPE Program. HOPE works with homeless and disabled inmates to plan post-discharge housing.	Fewer people exiting county jails are released into homelessness.	Clackamas County Social Services, Community Corrections, Clackamas County Jail	<p><u>Short Term</u> - Secure Funding and establish baseline number of those exiting county jails into homelessness</p> <p><u>Medium Term</u> - At least 10% of homeless offenders are housed upon release</p> <p><u>Long Term</u> - At least 20% of homeless offenders are housed upon release</p>
Action 2: Maintain the Community Health Department’s protocol with the jail, requiring Community Health staff to conduct active discharge planning with mentally ill inmates, including: re-entry services, medications, housing, entitlement applications and case management.	Fewer mentally ill people exiting county jails are released into homelessness.	Clackamas County Community Health , Community Corrections, Clackamas County Jail	<p><u>Short Term</u> - Establish baseline number of mentally ill people exiting county jails into homelessness</p> <p><u>Medium Term</u> - At least 10% of homeless mentally ill offenders are housed</p> <p><u>Long Term</u> - At least 20% of homeless mentally ill offenders are housed</p>
Action 3: Maintain the new Mental Health Housing Coordinator position.	Programs for homeless and disabled individuals are well managed and administered, collaborative programs are developed, care coordinators have a resource for client needs, and applicants to community mental health housing programs are screened.	Community Health	<p><u>Short Term</u> - 60 persons served each year</p> <p><u>Medium Term</u> - Increase number of persons served each year by 10%</p> <p><u>Long Term</u> - Increase number of persons served each year by 10%</p>

Action/Task	Desired Outcome	Responsible Party	Timeline
<p>Action 4: Ensure the statewide Home for Good program is active in Clackamas County by identifying and overcoming barriers preventing program from flourishing in Clackamas County</p>	<p>Decreased recidivism and homelessness for people exiting jail and prison.</p>	<p>Stakeholders, including Community Corrections and Oregon Department of Corrections</p>	<p><u>Short Term</u> - Establish baseline of current activity of Home for Good in Clackamas County</p> <p><u>Medium Term</u> - Increase participation by 10% of Home for Good Program in County</p> <p><u>Long Term</u> - Increase participation by 20% of Home for Good Program in County</p>
<p>Action 5: Maintain the Hospital Liaison position that screens and places all Clackamas County mental health clients being discharged from local and state hospitals.</p>	<p>Fewer mentally ill people are discharged from local and state hospitals into homelessness.</p>	<p>Clackamas County Community Health</p>	<p><u>Short Term</u> - Establish baseline number of mentally ill people discharged from local and state hospitals into homelessness</p> <p><u>Medium Term</u> - Decrease by 10% number of mentally ill people discharged from local and state hospitals into homelessness</p> <p><u>Long Term</u> - Decrease by 20% number of mentally ill people discharged from local and state hospitals into homelessness</p>

Action/Task	Desired Outcome	Responsible Party	Timeline
<p>Action 6: Ensure that every teenager aging out of the foster care system has access to the Independent Living Program, which provides life skills training and transition readiness assessment.</p>	<p>More teens moving from foster care have an opportunity to participate in the Independent Living Program thereby reducing the number of children aging out of foster care who fall into homelessness.</p>	<p>State DHS – Child Welfare; Courts</p>	<p><u>Short Term</u> - Identify and overcome barriers to participation. Establish baseline number of individuals served by Independent Living Program <u>Medium Term</u> - Increase by 10% number of people served by Independent Living Program <u>Long Term</u> - Increase by 20% number of people served by Independent Living Program</p>
<p>Action 7: Explore the benefits and feasibility of conducting drug and alcohol assessment of people exiting correctional institutions while they are still incarcerated.</p>	<p>Assess conditions to improve recovery or avoid relapse.</p>	<p>Corrections; County Courts</p>	<p><u>Short Term</u> - Investigate benefits and costs <u>Medium Term</u> - Implement if warranted</p>
<p>Strategy 5. Divert the homeless and those at risk of homelessness from the criminal justice system.</p>			
<p>Action 1: Maintain and expand the Mental Health Court. The Mental Health Court diverts mentally ill persons from the criminal justice system into intensive mental health services and housing.</p>	<p>Fewer homeless and at-risk mentally ill persons get a criminal conviction, thereby increasing their ability to secure adequate housing.</p>	<p>Clackamas County Community Health Division; Clackamas County Courts</p>	<p><u>Short Term</u> - 65 individuals diverted each year <u>Medium Term</u> - Investigate ways to expand the system and increase by 10% the number of individuals served each year <u>Long Term</u> - Increase by 20% the number of individuals served each year</p>

Action/Task	Desired Outcome	Responsible Party	Timeline
Action 2: Maintain and expand Community Court services.	Fewer homeless and at-risk persons get a criminal conviction, thereby increasing their ability to secure adequate housing.	Clackamas County Courts	<p><u>Short Term</u> - Establish baseline number of homeless persons served and total number served by Community Court Services</p> <p><u>Medium Term</u> - Investigate ways to expand the system and increase number served by 10%</p> <p><u>Long Term</u> - Increase number served by Community Court Services by 20%</p>

GOAL 2: REDUCE EDUCATIONAL IMPACTS OF HOMELESSNESS ON CHILDREN

Action/Task	Desired Outcome	Responsible Party	Timeline ²³
Strategy 1. Provide extra support services for homeless and highly-mobile children and families including after school activity programs, meals and tutoring.			
Action 1: Work with the Volunteer Connection to recruit volunteers to tutor homeless students at schools in order to respond to the difficulties many homeless children have succeeding in school.	Homeless and highly-mobile children don't fall behind their "housed" peers.	Homeless School Liaisons, Clackamas County Office of Children and Families; the Volunteer Connections	<p><u>Short Term</u> - Develop program with Volunteer Connection Staff</p> <p>Recruit 10 volunteers each year to reach 100 students</p> <p><u>Medium Term</u> - Develop performance measures to track effectiveness of tutor program</p> <p><u>Long Term</u> - Increase number of students served by 10%</p>

²³ Short Term is 12 - 18 months; Medium Term is 18 months – 5 years; Long Term is 5 – 10 years

Action/Task	Desired Outcome	Responsible Party	Timeline ²³
<p>Action 2: Encourage all school districts in the county to create a group to advocate for the needs of children. Stand for Children has a chapter in North Clackamas that could be a model for other areas.</p>	<p>All school districts in Clackamas County have an active and effective group advocating for the needs of disadvantaged children.</p>	<p>Homeless School Liaisons, School Districts, Office and Children and Families/ Stand for Children</p>	<p><u>Short Term</u> - Advocate with local jurisdictions to create at least one advocacy groups</p> <p><u>Medium Term</u> - The majority of school districts in the County have an active and effective advocacy group for disadvantaged children</p> <p><u>Long Term</u> - All school districts in the County have an active and effective advocacy group for disadvantaged children</p>
<p>Action 3: Provide food for children participating in after school programs.</p>	<p>Children, including homeless children, who participate in after school programs are not hungry.</p>	<p>After school program coordinators, Food Bank, Hunger Relief Task Force</p>	<p><u>Short Term</u>- Establish baseline of number of school programs and number of children receiving food in after school programs</p> <p><u>Medium Term</u> - Increase number of after school programs providing food by 10% each year</p> <p><u>Long Term</u> - 100% of after school programs offer food</p>
<p>Action 4: Create and distribute information on resources available to homeless and at-risk families.</p>	<p>Parents, children and advocates are aware of resources.</p>	<p>Office of Children and Families</p>	<p><u>Short Term</u> - Develop and distribute materials to at least 100 households per year</p> <p><u>Medium Term</u> - Increase distribution level by 10%</p> <p><u>Long Term</u> - Increase distribution level by 20%</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²³
Action 5: Offer support groups to parents and kids in low-income and homeless families.	Homeless children and their parents are supported and are connected to resources.	Office of Children and Families	<p><u>Short Term</u> - Develop support group program</p> <p><u>Medium Term</u> - A minimum of three support groups established</p> <p><u>Long Term</u> - Expand support groups availability to all areas of the county</p>
Strategy 2. Support school districts' Homeless Liaisons programs and services.			
Action 1: Expand Homeless School Liaison program.	More homeless children are assisted, stay in school, have a successful educational experience and have more stability in their lives.	Office of Children and Families; local school districts	<p><u>Short Term</u> - Identify funding opportunities and establish baseline for number of children served in county</p> <p><u>Medium Term</u> - Secure funding so that number of Homeless Liaisons increased by 10% and expand the number of children who receive services by 10%</p> <p><u>Long Term</u> - Increase number of Homeless Liaisons by 20% and expand the number of children who receive services by 20%</p>
Action 2: Qualify and train Homeless liaisons to conduct intakes and authorize services using standardized application and information release forms.	<ul style="list-style-type: none"> Families are more willing to apply for services because they are able to work with someone they already know and trust. More children and families enrolled in programs. 	Clackamas County Social Services	<p><u>Short Term</u> - Explore feasibility of training homeless liaisons to conduct intakes</p> <p><u>Medium Term</u> - Identify appropriate program and needed training</p> <p><u>Long Term</u> - Implement training program and train a minimum of 3 homeless liaisons</p>

GOAL 3: TRANSITION FROM HOMELESSNESS TO STABLE LIVING SITUATIONS

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
Strategy 1. Reach out to, and build new program capacity for the homeless.			
Action 1: Provide outreach and connect homeless to mainstream resources.	Increase awareness in chronically homeless population of available services and facilities.	Clackamas County Social Services;	<u>Short Term</u> - Expand outreach service capacity by 20% in the HOPE program <u>Medium Term</u> - Expand outreach service capacity by 30% for the HOPE program <u>Long Term</u> - Expand outreach service capacity by at least 50% for the HOPE program from the initial target of 50 people

²⁴ Short Term is 12 - 18 months; Medium Term is 18 months – 5 years; Long Term is 5 – 10 years

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
Action 2: Expand outreach to homeless veterans.	Link homeless veterans with entitlement and vocational services.	Community Solutions	<p><u>Short Term</u> - Develop/display local, wide-spread bumper sticker, billboard and VA advertisements for this outreach program. Establish baseline number for display boards and number of people reached through campaign</p> <p><u>Medium Term</u> - Meet with mainstream (including VA) providers to strengthen connections to outreach and facilitate the referral process. Conduct at least 3 meetings.</p> <p><u>Long Term</u> - Evaluate and expand outreach program by at least 10%</p>
Action 3: Expand overlapping clinical programming for people with both mental illness and drug addiction.	Interrupt cycle of chronic homelessness and recidivism.	Integrated Treatment Court	<p><u>Short Term</u> - Establish baseline number for those currently served by Integrated Treatment Court Program</p> <p><u>Medium Term</u> - Expand the number of people served by at least 10%</p> <p><u>Long Term</u> - Expand the number of people served by at least 20%</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
Strategy 2. All homeless populations have adequate and consistent client assessment systems.			
Action 1: Analyze and publicize the methodology and outcome of local unsheltered counts of homeless persons.	Establish a baseline and track progress in reducing homelessness.	Clackamas County Social Services	<p><u>Short Term</u> - Conduct homeless counts at least every other year, consult with data analysts to craft comprehensive reports; publicize results</p> <p><u>Medium Term</u> - Expand publicity efforts for the homeless count</p> <p><u>Long Term</u> - Develop media and public relations campaign in conjunction with the homeless count with specified target goals</p>
Action 2: Analyze current systems for assessing client needs with a goal of better identifying and quantifying homeless populations and their needs.	<ul style="list-style-type: none"> • Better documentation of need will result in more resources coming into the county. • Better understanding of needs of specific populations will result in more effective and efficient programs and service deliver. 	Homeless Council, Community Development (in their role as lead agency for HMIS)	<p><u>Short Term</u> - Develop procedures and tool to better document, monitor and measure client need</p> <p><u>Medium Term</u> - Investigate expanding the use of HMIS to more providers and include assessment tools</p> <p>Improve homeless count procedures to better quantify the number of people with specific needs</p> <p><u>Long Term</u> - All providers operating in Clackamas County use newly developed tools</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
Action 3: Based on data collected from improved assessment system, identify needed resources, programs and possible funding streams.	Additional funding is secured for programs assisting homeless and at-risk individuals and families, including runaway and homeless youth.	Homeless Council, Housing Providers	<p><u>Short Term</u> - Collect data from assessment system</p> <p><u>Medium Term</u> - Analyze data from improved assessment system</p> <p>Increase funding for homeless programs, countywide, by 10% each year</p> <p><u>Long Term</u> - Increase funding for homeless programs, countywide, by 20% each year</p>
Strategy 3. Stabilization.			
Action 1: Maintain and expand all current emergency, transitional and permanent supportive housing programs that are showing effective results.	Current system is supported and expanded.	Homeless Council, Service Providers	<p><u>Short Term</u> - Annual Continuum of Care application is fully funded</p> <p><u>Medium Term</u> - Develop funding strategies to expand housing programs</p> <p><u>Long Term</u> - Secure funding to expand programs to serve more people</p>
Action 2: Design placement continuum for all populations of homeless people.	<ul style="list-style-type: none"> • Reduce gaps in stabilization systems across all populations. • Maximize number of participants that can be served and minimize length of time from homelessness to permanent housing. 	Homeless Council, Service Providers	<p><u>Short Term</u> - Create baseline date for number of participants served and length of time from homelessness to permanent housing</p> <p><u>Medium Term</u> - Conduct research on best practices</p> <p>Propose Placement Continuum for adoption by all service providers</p> <p><u>Long Term</u> - Implement full range of transitional and housing first models</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
<p>Action 3: Prioritize resources and funding to make case management and wrap around services available to participants of emergency and transitional shelter programs.</p>	<p>Maximize success rate of permanent housing placements by ensuring that people moving from shelter to permanent housing have the resources they need to succeed.</p>	<p>Homeless Council, Service Providers</p>	<p><u>Short Term</u> - Establish baseline for success rate among programs for those moving from shelter to permanent housing <u>Medium Term</u> - Evaluate programs with high success rates and develop practices to increase permanent housing placements county wide <u>Long Term</u> - 100% of shelter programs offer case management services</p>
<p>Action 4: Link at risk and homeless individuals to permanent housing.</p>	<p>People in need of permanent housing are able to access it.</p>	<p>Service Providers</p>	<p><u>Short Term</u> - Ensure adequate funds to support and sustain Ready to Rent program capacity & Bridges to Housing Program. <u>Medium Term</u> - Expand use of Housing Connections Web site Number of affordable housing units advertised on Housing Connections increases by 10% each year <u>Long Term</u> - A minimum of 61% of graduates from transitional housing programs move to permanent housing</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁴
Action 5: Measure ongoing stability of persons transitioning from homelessness.	<ul style="list-style-type: none"> Data is available on stability indicators, including; duration of permanent housing, income and other measures. Data is used to support requests for increased funding. 	Homeless Council, Service Providers	<p><u>Short Term</u> - Establish indicators and baseline numbers</p> <p><u>Medium Term</u> - Develop monitoring procedures</p> <p>All service providers report at least annually on indicators</p> <p><u>Long Term</u> - Evaluate and show improved performance on established stability indicators</p>

GOAL 4: CREATE/EXPAND PERMANENT SUPPORTIVE HOUSING (PSH), AFFORDABLE HOUSING AND ACCOMPANYING SERVICES

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁵
Strategy 1. Increase number of PSH sites and populations served.			
Action 1: Ensure services are connected to housing.	People maintain their supportive housing.	Homeless Council, Service Providers	<p><u>Short Term</u>- Establish baseline number of supportive housing units connected with services</p> <p><u>Medium Term</u> - The number of housing units that include supportive services is increased by 25 beds by Year 3</p> <p><u>Long Term</u> - The number of housing units that include supportive services is increased by 60 beds by Year 5. An additional 69 beds are available by Year 10</p>

²⁵ Short Term is 12 - 18 months; Medium Term is 18 months – 5 years; Long Term is 5 – 10 years

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁵
Action 2: Continue to support existing Permanent Supportive Housing (PSH) projects including; Chez Ami, Fisher Ridge, Clackamas Apartments, Villebois, Shelter + Care, and HOPE.	Successful programs are sustained.	Homeless Council, Service Providers, Community Development, funding streams	<p><u>Short Term</u> - Establish baseline number of those served in PSH projects</p> <p><u>Medium Term</u> - Expand number served in PSH projects by 10%</p> <p><u>Long Term</u> - Expand number served in PSH projects by 20%</p>
Action 3: Support Bridges to Housing and other new permanent supportive housing programs including Housing First models.	Reduce the number of homeless individuals and homeless families with children in Clackamas County.	Homeless Council, Service Providers, Community Development	<p><u>Short Term</u> - Continue involvement in planning and development for Bridges to Housing and other new permanent supportive housing programs</p> <p><u>Medium Term</u> - Develop and implement a Bridges to Housing Program by year 5</p> <p><u>Long Term</u> - Expand program capacity for new permanent housing programs and Bridges to Housing Program by 10%</p>
Action 4: Prioritize Permanent Supportive Housing for CDBG & Home Funds.	More funds available for PSH projects.	Board of County Commissioners, Community Development	<p><u>Short term</u> - Develop baseline number of permanent supportive housing units</p> <p><u>Medium Term</u> - Incorporate policies to prioritize PSH programs in adoption of Consolidated Plan</p> <p><u>Long Term</u> - Expand number of permanent supportive housing units by 10%</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁵
Strategy 2. Expand/preserve affordable housing stock.			
Action 1: Consider strategies that would include affordable housing in new single and multi-family developments.	More affordable housing is built.	Local Government, Metro	<u>Short Term</u> - Develop affordable housing strategies <u>Medium Term</u> - Adopt strategies <u>Long Term</u> - Increase affordable housing stock by 10%
Action 2: Encourage and promote transit oriented developments.	Low income families and individuals are able to use public transportation, thereby increasing their ability to meet other basic needs.	Local Government, Metro	<u>Short Term</u> - Develop base line of the number of new transit oriented developments in the county <u>Medium Term</u> - Establish strategies and materials to promote transit orient developments <u>Long Term</u> - Increase the number of transit oriented developments in the county
Action 3: Explore strategies to preserve mobile home parks & protect tenants.	Mobile home parks offer low income residents an affordable housing option.	Local Government, Metro	<u>Short Term</u> - Develop strategies to protect tenants of mobile home parks <u>Medium Term</u> - Pass resolutions similar to Wilsonville's in all local jurisdictions by year 5
Action 4: Support full continuum of affordable housing options, from subsidized low rent apartments to assisting first time home owners.	More affordable housing results in less homelessness.	Stakeholders	<u>Short Term</u> - Establish baseline number of affordable housing options in the county <u>Medium Term</u> - Increase affordable housing stock by 10% <u>Long Term</u> - Establish one additional housing model type each biennium

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁵
Strategy 3. Expand resources for affordable housing.			
Action 1: Support the Housing Alliance plan for generating \$100 Million in additional funds for affordable housing. Potential tools could include Real Estate Transfer Tax, document recording fee, or fee associated with short-term turnover in housing ownership (flipping fee).	Increase in funding dedicated to affordable housing.	Stakeholders	<p><u>Short Term</u> - Housing Alliance will take proposal to 2007 Legislative Session</p> <p><u>Medium Term</u>- Implement at least one strategy from Housing Alliance proposal</p> <p><u>Long Term</u> - Implement at least two strategies from Housing Alliance proposal</p>
Action 2: Offer County surplus and/or tax foreclosed properties for affordable housing projects.	Policy change to make county surplus properties available at below market price.	Stakeholders, Board of County Commissioners	<p><u>Short Term</u> - Work with BCC to develop parameters</p> <p><u>Medium Term</u> - Implement new policy on county surplus properties</p> <p><u>Long Term</u> - Monitor and evaluate new surplus property policy</p>
Action 3: Consider property tax exemptions for affordable housing projects.	More affordable housing can be built.	Stakeholders, Board of County Commissioners	<p><u>Short Term</u> - Develop recommendations for program parameters with the BCC</p> <p><u>Medium Term</u> - Implement recommended program</p> <p><u>Long Term</u> - Evaluate and monitor program and determine number of housing units developed through the process</p>

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁵
<p>Action 4: Explore other housing models: volunteer, sweat equity, donated labor & supplies, youth employment.</p>	<p>More affordable housing.</p>	<p>Stakeholders</p>	<p><u>Short Term</u> - Conduct research and identify best practice housing models</p> <p><u>Medium Term</u> - Prioritize which housing models to use to develop more affordable housing</p> <p><u>Long Term</u> - Secure funding and develop more affordable housing units</p>
<p>Action 5: In collaboration with the State Office of Mental Health and Addiction Services and local private sector partners, identify funds to provide time-limited rent subsidies for adults with mental illness living at Villebois.</p>	<ul style="list-style-type: none"> • Integrated, affordable housing for disabled people in Wilsonville. • Fewer homeless mentally ill persons in Clackamas County. 	<p>Community Health</p>	<p><u>Short Term</u> - Secure funding for new units for adults with mental illness living in Villebois</p> <p><u>Medium Term</u> - 26 new units by summer 2008</p> <p><u>Long Term</u> - 24 additional units by summer, 2010</p>

GOAL 5: REDUCE IMPACTS OF HOMELESSNESS ON LOCAL COMMUNITIES

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁶
Strategy 1. Raise awareness among community members about homelessness.			
Action 1: Establish a speakers' bureau.	Citizens more aware of homeless issue and interested to make a difference.	Homeless Council, CHAN	<p><u>Short Term</u> - Speakers, materials, and targeted community groups identified</p> <p><u>Medium Term</u> - Up to 10 presentations made each year</p> <p><u>Long Term</u> - Increase number of presentations by 10%</p>
Action 2: Hold a "Homeless Connect" event.	Homeless people are connected with resources.	Clackamas County Social Services	<p><u>Short Term</u> - Develop work plan and resources to conduct Homeless connect event</p> <p><u>Medium Term</u> - Hold first Connect event by Year 3</p> <p><u>Long Term</u> - Events held biennially and evaluated to determine event success</p>
Action 3: Identify advocates who can help address community concerns about where to site facilities.	Developers can successfully site facilities.	Clackamas County Community Solutions Dispute Resolution Center	<p><u>Short Term</u> - Identify advocates who will assist with developers when communities raise concerns about siting facilities</p> <p><u>Medium Term</u> - Develop advocate work group and informational material</p>

²⁶ Short Term is 12 - 18 months; Medium Term is 18 months - 5 years; Long Term is 5 - 10 years

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁶
Action 4: Support local formal and informal referral networks.	At risk and homeless individuals and families know about available resources.	Local Communities	<u>Short Term</u> - Identify need for information <u>Medium Term</u> - Provide needed information Update and distribute resource tools and website based information about available resources
Action 5: BCC considers affirming housing as a basic right.	County leaders show support for housing rights.	Board of County Commissioners	<u>Short Term</u> - Board adopts resolution
Action 6: Production of a county cable program on homelessness.	Citizens more aware of homeless issue and interested to make a difference.	Clackamas County Social Services in cooperation with County Cable	<u>Short Term</u> - Video completed by June 2007 <u>Medium Term</u> - Develop media campaign to show video in community
Action 7: Produce biennial reports on the state of homelessness in Clackamas County. Report will be based on success accomplishing the goals set forth in the 10 Year Plan to Address Homelessness.	Report will be presented to the Board of County Commissioners and made available to the entire community.	Clackamas County Social Services	<u>Short Term</u> - Develop Action Team to monitor implementation of 10 year plan <u>Medium Term</u> - First report due in January of 2009. Plan modified as needed <u>Long Term</u> - Biennial reports submitted to BCC
Strategy 2. Assist homeless people to have fewer negative impacts on their communities.			
Action 1: Ensure people without homes know about existing service centers where they can address personal hygiene and obtain clean clothes, sleeping bags and food.	Basic needs of the homeless are met.	Stakeholders	<u>Short Term</u> - Resources identified; Information piece developed and distributed

Action/Task	Desired Outcome	Responsible Party	Timeline ²⁶
<p>Action 2: Increase number of providers who provide clean up services.</p>	<p>Homeless individuals are able to get their basic needs met throughout the county.</p>	<p>Stakeholders</p>	<p><u>Short Term</u> - Identify funding sources and develop programmatic outcomes for service centers <u>Medium Term</u> - Secure funding for service centers <u>Long Term</u> - Number of service centers increased by 50% countywide</p>
<p>Action 3: Establish a peer mentoring program.</p>	<p>People without homes are supported by their peers and move quickly out of homelessness.</p>	<p>Stakeholders</p>	<p><u>Short Term</u> - Identify entity to coordinate peer mentoring program <u>Medium Term</u> - Successful program reaches 25 people each year <u>Long Term</u> - Expand program by 10%</p>

Appendix A. Glossary of Terms and Acronyms

Some of the following terms and acronyms are used in this Ten Year Plan to Address Homelessness. Others are used in related documents. This glossary of terms and acronyms is intended to be a useful resource for people reviewing this Plan and/or other housing and community development planning documents. Many of the following terms are defined in federal or state law and their legal definitions have been included here.

ADA. Americans with Disabilities Act. A 1990 federal law that forbids discrimination against persons who are disabled and requires that “reasonable accommodation” be made in public accommodations, including the work place.

Affordable Housing. Affordable housing is generally defined as housing where the occupant is paying no more than 30 percent of gross income for gross housing costs, including utility costs.

AIDS and Related Diseases. The disease of acquired immunodeficiency syndrome or any conditions arising from the etiologic agent for acquired immunodeficiency syndrome.

Alcohol/Other Drug Addiction. A serious and persistent alcohol or other drug addiction that significantly limits a person's ability to live independently.

Anti-Camping Ordinance. Measures that target homeless persons by making it illegal to perform life-sustaining activities in public. These ordinances prohibit activities such as sleeping/camping, eating, sitting, and begging in public spaces, usually including criminal penalties for violation of these laws.

BCC. Board of County Commissioners.

Capture-Recapture Model. A method of statistical modeling commonly used in ecology and epidemiology to estimate population size. The count design incorporated a “pre-count,” including the surveying of homeless persons in

the month immediately preceding the count. During the point-in time count, persons interviewed were asked whether they had completed a similar survey in recent months, and if so, when. Surveys with a “yes” response to this question were classified in a “recapture” grouping. Assuming all criteria for statistical modeling could be met, the plan design provided for the development of projections of the total estimated number of persons in the County at the point-in-time of the count based on the pre-count, recapture and count tallies.

CDBG. The Community Development Block Grant Program that is authorized by Title I of the Housing and Community Development Act of 1974. CDBG funding allows communities to create flexible, locally designed, comprehensive community development strategies to enable them to develop viable urban communities.

CDC. Community Development Corporation. Nonprofit groups accountable to local residents that engage in a wide range of physical, economic and human development activities. CDCs rebuild their communities through housing, commercial, job development and other activities, normally focused on serving the needs of low and moderate income households.

Chronically Homeless Person. An unaccompanied individual with a disabling condition who has either been continuously homeless for one year or has had at least four episodes of homelessness in the last three years.

COC. Continuum of Care. A community plan to organize and deliver housing and services to meet the specific needs of people who are homeless as they move to stable housing and maximum self-sufficiency. It includes action steps to end homelessness and prevent a return to homelessness.

Community Facilities. Structure utilized to provide programs or services to an identified limited clientele group or to a pre-qualified low-income area.

Community Housing Development Organization (CHDO). A private, nonprofit organization that meets a series of qualifications prescribed in the HOME regulations. CHDOs must receive at least 15 percent of a participating

jurisdiction's annual allocation of HOME funds. CHDOs may own, develop, or sponsor HOME-financed housing.

Consolidated Plan (Con Plan). The document that is submitted to HUD that serves as the planning document (comprehensive housing affordability strategy and community development plan) of the jurisdiction and an application for funding under any of the Community Planning and Development formula grant programs (CDBG, ESG, HOME, or HOPWA), which is prepared in accordance with the process prescribed in 24 CFR part 91.

Coordinating Council for Homeless Programs (CCHP). A consortium of individuals and organizations with the common purpose of planning a housing and services continuum for people who are homeless. CCHP is not a formal advisory council to Clackamas County, although it does operate with County staff support. CCHP was originated to meet the Federal HUD requirement for Continuum of Care McKinney-Vento funds to flow into Clackamas County for people who are homeless.

Cost Burden > 30%. The extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data available from the U.S. Census Bureau.

Cost Burden > 50% (Severe Cost Burden). The extent to which gross housing costs, including utility costs, exceed 50 percent of gross income, based on data available from the U.S. Census Bureau.

DCC. Clackamas County Department of Community Corrections.

Developmental Disability (DD). Disability attributable to mental retardation, autism, cerebral palsy, or other neurological handicapped condition that requires training or support similar to that required by individuals with mental retardation, and the disability: (a) originates before the individual attains the age of 22 years, except that in the case of mental retardation the condition must be manifested before the age of 18, and (b) can be expected to continue, indefinitely, and (c) constitutes a substantial handicap to the ability of the person to function in society, or (d) results in significant sub average general intellectual functioning with concurrent deficits in adaptive behavior

which are manifested during the developmental period. Individuals of borderline intelligence may be considered to have mental retardation if there is also serious impairment of adaptive behavior.

Disabled Household. A household composed of one or more persons, at least one of whom is an adult (a person of at least 18 years of age) who has a disability. A person shall be considered to have a disability if the person is determined to have a physical, mental, or emotional impairment that: (1) is expected to be of long-continued and indefinite duration, (2) substantially impeded his or her ability to live independently, and (3) is of such a nature that the ability could be improved by more suitable housing conditions.

A person shall be considered to have a disability if he or she has a development disability as defined in the Developmental Disabilities Assistance and Bill of Rights Act (42 U.S.C. 6001-6006).

The term also includes the surviving member or members of any household described in the first sentence of this paragraph who were living in an assisted unit with the deceased member of the household at the time of his or her death.

Elderly Household. For HUD rental programs, a one- or two-person household in which the head of the household or spouse is at least 62 years of age.

Elderly Person. A person who is at least 62 years of age.

Emergency Shelter. Any facility with overnight sleeping accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Entitlement. Amount of CDBG, ESG, or HOME funds allocated by HUD to a city or urban county based on a formula computed according to population, levels of need, and other factors.

ESG. The Emergency Shelter Grants Program, authorized by Title IV, Subtitle B, of the Stewart B. McKinney Homeless Assistance Act. ESG grants are allocated by HUD to local jurisdictions based upon a needs formula. ESG

funds may be used for operations, services, and rehabilitation of homeless shelters and for prevention of homelessness.

Extremely Low-income Family. Family whose income is between 0 and 30 percent of the median income for the area, as determined by HUD, with adjustments for smaller and larger families.

Family. See definition in 24 CFR 812.2 (the National Affordable Housing Act definition required to be used in the CHAS rule differs from the Census definition). The Bureau of Census defines a family as a householder (head of household) and one or more other persons living in the same household who are related by birth, marriage, or adoption.

FMR. Fair Market Rent.

For Rent. Year-round housing units that are vacant and offered/available for rent (U.S. Census definition).

For Sale. Year-round housing units that are vacant and offered/available for sale only (U.S. Census definition).

Frail Elderly. An elderly person who is unable to perform at least three activities of daily living (i.e., eating, dressing, bathing, grooming, and household management activities). (See 24 CFR 889.105.)

HOME. The HOME Investment Partnerships Program, which is authorized by Title II of the National Affordable Housing Act. HOME provides funding to local jurisdictions through an entitlement formula for housing for low- and moderate-income households.

Homeless Count. During the fourth week of January, 2005, Clackamas County undertook an expanded point-in-time unsheltered homeless count. Homeless persons were personally interviewed and counted at various sites around the county. This expanded coverage of the County enabled statistical modeling to be used to estimate the number of homeless persons in Clackamas County at that time.

Homeless Family with Children. A family composed of the following types of homeless persons: at least one parent or guardian and one child under the age of 18; a pregnant woman; or a person in the process of securing legal custody of a person under the age of 18.

Homeless Person. A youth (17 years or younger) not accompanied by an adult (18 years or older) or an adult without children, who is homeless (not imprisoned or otherwise detained pursuant to an act of Congress or a state law), including the following:

- (1) an individual who lacks a fixed, regular, and adequate nighttime residence; and
- (2) an individual who has a primary nighttime residence that is:
 - (i) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
 - (ii) an institution that provides a temporary residence for individuals intended to be institutionalized; or
 - (iii) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

Homeless Unaccompanied Youth. Youth (under 21) in homeless situations not in the physical custody of a parent or guardian.

HOPE. Housing Opportunity for People Everywhere.

HOPWA. Housing Opportunity for Persons with AIDS. A program established by HUD to address the specific needs of persons living with HIV/AIDS and their families.

Home-based emergency shelter. One of four church-operated shelters that temporarily places homeless families with children in homes.

Household. One or more persons occupying a housing unit (U.S. Census definition). See also Family.

Housing First. A Housing First approach to homelessness differs from the traditional shelter-based response of homelessness by focusing on the root

causes of homelessness rather a reactionary response. A Housing First approach attempts to 1) prevent homelessness when possible and 2) provide permanent supportive housing to those who are homeless. A Housing First approach bypasses the traditional shelter-based model and moves a person who is homeless directly to permanent supportive housing.

Housing Problems. Households with housing problems include those that: (1) occupy units meeting the definition of Physical Defects; (2) meet the definition of Overcrowded; and (3) meet the definition of Cost Burden > 30%.

Housing Quality Standards (HQS). The performance standards for housing as established in 24 CFR Part 882 and amended by the Lead Paint Regulations in 24 CFR Part 35.

Housing Unit. An occupied or vacant house, apartment, or a single room (SRO housing) that is intended as separate living quarters (U.S. Census definition).

HUD. U.S. Department of Housing and Urban Development.

Income Payments. Direct payments to individuals, which are ineligible under CDBG, such as payments for income maintenance, housing allowances, down payments, and mortgage subsidies. HOME regulations permit direct payments to individuals such as tenant-based rental assistance, downpayment or closing costs assistance, and principal reduction or “gap” financing for home buyers.

Metro. Portland metropolitan area government, responsible for coordinating regional planning related to land use, growth management, transportation, solid waste management, parks and open spaces and other activities. Metro’s Council members are regionally elected.

MFI. Median Family Income. A measure of average family income that divides the family income distribution into two equal parts with one half below the median family income and one half above it.

Occupied Housing Unit. A housing unit that is the usual place of residence of the occupant(s).

Overcrowding. For purposes of describing relative housing needs, a housing unit containing more than one person per room, as defined by the U.S. Census Bureau, for which data are made available by the Census Bureau.

Owner. A household that owns the housing units it occupies (U.S. Census definition).

Permanent Supportive Housing. Affordable housing for those with low incomes that has no time limits and offers support services integrated into the housing.

Person with a Disability. See Disabled Household.

PHA. Public Housing Agency. In Clackamas County, the PHA is the Clackamas County Housing Authority.

Recidivism. Repetition of criminal behavior, often due or related to homelessness.

Rental Assistance. Rental assistance payments provided as either Project-Based (Rental) Assistance or Tenant-Based (Rental) Assistance.

Renter. A household that rents the housing unit it occupies, including both units rented for cash and units occupied without payment of cash rent (U.S. Census definition).

Renter-Occupied Unit. Any occupied housing unit that is not owner occupied, including units rented for cash and units occupied without payment of cash rent.

Residential Treatment Facility. Under CDBG, a residential facility, having round-the-clock supervision on premises, serving a qualified target population having special needs. CDBG funds may be utilized for capital improvements on residential treatment facilities, or for operations or services. (Local policies

prohibit use of CDBG funds for operations or maintenance in a facility acquired or constructed with CDBG assistance.)

Section 8 Existing Rental Assistance. A federal program that provides rental assistance to low-income families who are unable to afford market rents. Assistance may be in the form of vouchers or certificates.

Severe Cost Burden. See Cost Burden >50%.

Sheltered. Families and persons whose primary nighttime residence is a supervised publicly or privately operated shelter, including emergency shelters, transitional housing for the homeless, domestic violence shelters, residential shelters for runaway and homeless youth, and any hotel/motel/apartment voucher arrangement paid because the person is homeless. This term does not include persons living doubled up or in overcrowded or substandard conventional housing. Any facility offering permanent housing is not a shelter, nor are its residents homeless.

SRO. Single-Room Occupancy. A residential structure in which individuals and/or families share one of the following spaces: cooking, sanitary, and/or sleeping facilities.

Supportive Housing. Housing, including Housing Units and Group Quarters that have a supportive environment and includes a planned service component.

Supportive Services. Services provided to residents of supportive housing for the purpose of facilitating the independence of residents. Examples are case management, medical or psychological counseling and supervision, childcare, transportation, and job training.

Ten Year Plan to End Chronic Homelessness. The United States Interagency Council supports and encourages the development of local 10-year plans to end chronic homelessness. Planning to end homelessness – not to manage or maintenance – is new. Inspired by the President’s call to end this profile of homelessness and by city and county 10-year plans that have been

developed across our country, these planning processes have offered new resources, new collaborations, and new energy to create solutions.

Transitional Housing. A project that is designed to provide housing and appropriate supportive services to homeless persons to facilitate movement to independent living within 24 months, or a longer period approved by HUD. For purposes of the HOME program, there is no HUD-approved time period for moving to independent living.

Unsheltered. Families and individuals whose primary nighttime residence is a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings (e.g., streets, parks, alleys).

Vacant Housing Unit. Unoccupied year-round housing units that are available or intended for occupancy at any time during the year.

“Wrap Around” Services. Individualized, comprehensive, home-based mental health treatment and case management, including assistance determining needs and goals and referral to support services.

Appendix B. Annotated Bibliography

The following sources were used in the development of this Ten Year Plan to Address Homelessness.

Child Welfare League of America, et al. [A Matter of Definition: Responding to Homelessness Among Families, Children, and Youth.](#)

Through regulation, policy guidance, and specific statutory language, various federal agencies have adopted diverse definitions of homelessness. This report makes recommendations as to how the definition employed by HUD has created barriers for many families and youth experiencing homelessness. This disconnect excludes some of the most vulnerable individuals, especially, children (including infants), their parents, unaccompanied youth, and homeless people located in rural areas from essential services. The report recommends that the definition be amended to conform to the definition employed by the U.S. Department of Education (to include those doubled-up with friends or relatives and those living in motels).

Clackamas County Community Development Division. [2006-2009 Clackamas County Housing and Community Development Consolidated Plan.](#)

The 2006–2009 Consolidated Plan is a HUD required describes community needs and determines local priorities for using public resources to assist low and moderate-income residents of Clackamas County. The plan incorporates information contained in several related plan documents that include:

- ☞ Public Housing Agency (PHA) Plan (2005)
- ☞ Continuum of Care Strategy (2005)
- ☞ Analysis of Impediments of Fair Housing and Strategies to Address Them (2005)
- ☞ Housing Opportunities for Persons with AIDS (HOPWA) Plan (City of Portland, 2004)

The Consolidated Plan contains a homeless needs assessment and identifies goals, objectives and strategies for reducing homelessness.

Clackamas County Community Development Division. 2005 Continuum of Care Application Summary.

This document provides a comprehensive description of Clackamas County's Continuum of Care program. The application provides a complete description of the program, including participating agencies. It identifies goals, strategies, obstacles and priorities in ending chronic homelessness. Strategies include prevention, outreach and supportive services. The application also charts the homeless population and progress in reducing the number of homeless persons. Finally, the application reviews implementation of the homeless management information system.

The Clackamas County Community Development and Clackamas County Social Services Divisions. Clackamas County Homeless Count 2005. Fall 2005.

In 2005, Clackamas County undertook its most extensive homeless count to date. Expanded coverage of the County enabled statistical modeling to be used to project the estimated number of homeless persons in Clackamas County for the point-in-time at which the count was conducted. The first part of this report explains the methodology used for the homeless count, including a description of project design and implementation, data analysis, reporting, and limitations of the survey. The second portion of the report details the findings of the count.

Edited Transcript of the PATH National Presentation. Outreach and the "Housing First" Model: Offering Housing during the First Contact by Outreach Workers. March, 2004.

This telephone/Internet presentation covered numerous homeless topics, such as:

- ☞ Housing First, developing a Housing First Model and Housing First outreach, challenges and outcomes
- ☞ Chronic homelessness
- ☞ Continuum of Care vs. Housing First

- 🌀 Housing First program requirements
- 🌀 Treatment after housing

Foscarinis, Maria and Troth, Rebecca K. Reentry and Homelessness: Alternatives to Recidivism.

This article explores the cyclical relationship between incarceration and homelessness and the importance of housing in breaking that cycle. It discusses the limited resources and punitive public policies that drive the cycle, and presents strategies to help prevent homeless people from entering the criminal justices system and to increase housing opportunities for people leaving incarceration. Strategies include current federal legislative efforts to break the cycle of incarceration and homelessness.

The National Alliance to End Homelessness. Beyond Shelter, Inc. Housing First Program for Homeless Families in Los Angeles, California.

This Web site describes the efforts of Beyond Shelter to combat chronic poverty, welfare dependency and homelessness among families with children through a housing first approach. The Web site describes Beyond Shelter's target population, the Housing First program, funding sources, and available data. Other links include background and statistics, policy and legislation, best practices and profiles, publications/resources, and fact sheets for kids.

The National Alliance to End Homelessness. Housing First For Families: Research to Support the Development of a Housing First for Families Training Curriculum. March, 2004.

Housing First is one of two main strategies the National Alliance to End Homelessness (NAEH) has promoted to help people, especially families, rapidly move out of homelessness. Families with children comprise a large segment of the homeless population and there is a growing need to help homeless families become re-housed and reestablished. This document, based on interviews with providers who are using a Housing First approach and interviews with individuals who are likely candidates to implement a Housing First-type program in the near future, reports the initial findings of systematic research that will inform the development of Housing First

training curriculum and materials to support organizations implementing the program.

The National Coalition for the Homeless and The National Law Center on Homelessness & Poverty. [A Dream Denied: The Criminalization of Homelessness in U.S. Cities.](#) January 2006.

The report documents stories of criminal justice systems targeting homeless persons by making it illegal to perform life-sustaining activities in public, such as sleeping/camping, eating, sitting, and begging in public spaces, usually including criminal penalties for violation of these laws. It includes a survey of laws and practices in 224 cities across the country, as well as a survey of lawsuits from various jurisdictions in which those measures have been challenged. The data shows an increase in the criminalization of homelessness while cities do not have adequate shelter to meet the need to shelter the homeless population. Finally, the report documents constructive alternatives to the criminalization of homelessness.

Portland Project Homeless Connect. [Report to the Portland City Council.](#) January, 2006.

This report describes Portland's efforts to engage the community to be a part of the effort to end homelessness in the City of Portland and Multnomah County by 2015, through the implementation of the 10-Year Plan to End Homelessness. The objective was to demonstrate broad community support, connect Portland's homeless to needed services in a "one-stop" model, and connect service providers, the homeless and volunteers in a new and different way. The report provides a list of the services provided to the homeless, including medical care, housing counseling and legal advice. The event also was used to document the needs of the homeless population. More than 900 people participated in this effort. Finally, the report describes the lessons learned through this effort.

Clackamas County Social Services. [Procedures for Conducting a Count of Homeless Persons in Clackamas County.](#) October 2005.

This document details the procedures used in the Clackamas County Homeless Count 2005. Included are priorities for the count process,

general procedures for conducting the count, issues to explore in future counts, and sample survey forms.

Teen Living Programs. Creating a Housing First Framework to Meet the Needs of Homeless Youth: One Story, Teen Living Programs from One City, Chicago.

This paper discusses the efforts of youth service providers in Chicago's Continuum of Care to accommodate shifts in service delivery geared to addressing the issue of homelessness in a manner sensitive to the needs of youth. The report describes Chicago's Continuum of Care and 10-Year Plan to End Homelessness; the relationship between homeless youth, the Continuum of Care, and Housing First; the semantics of permanent housing; recommends specific components for Chicago's Housing First strategy and identifies essential program characteristics and outcomes to date.

United States Department of Housing and Urban Development. Strategies for Preventing Homelessness.

In 2003, HUD commissioned an exploratory study to identify and document effective and well-targeted community-wide homelessness prevention strategies and have data to illustrate their effectiveness. The study uses six case studies to identify elements that contribute to homelessness and prevention activities that could lead to reductions in homelessness and serve as the basis of a coherent community-wide strategy: 1) Supportive services coupled with permanent housing, particularly when combined with effective discharge from institutions (especially mental hospitals); 2) Mediation in Housing Courts; 3) Cash assistance for rent or mortgage arrears; and 4) Rapid exit from shelters.

United States Interagency Council on Homelessness. Innovations in 10-Year Plans to End Chronic Homelessness in Your Community.

This document offers guidance for communities creating a 10-year plan and includes a companion toolkit. The report documents Ten Elements to create great plans that are research-driven, performance-based and, and results-oriented. The elements are separated into Disciplined People, Disciplined Thought, and Disciplined Action.

The Toolkit is a step-by-step guide to create 10-year plans to end chronic homelessness. It defines chronic homelessness and the characteristics of individuals experiencing chronic homelessness, discusses how you can end chronic homelessness, describes the elements and results of a successful 10-year plan, and provides additional resources for creating a 10-year plan.

Appendix C. Chronic Homelessness

Chronically homeless persons are defined as unaccompanied homeless individuals with disabling conditions who have either been continuously homeless for one or more years or who have had at least four episodes of homelessness in the past three years. Chronically homeless persons often lack a support system and face a number of challenges in overcoming homelessness.

Point-in-time counts show there were 255 chronic homeless living in Clackamas County in 2004 and 229 in 2005. The 2005 Clackamas County Continuum of Care Applications provides a list of obstacles encountered in ending chronic homelessness, including:

- ☞ Loss of Medicaid eligibility and services
- ☞ Loss of Section 8 vouchers
- ☞ A discrepancy between Social Security Income and market rents
- ☞ Rental barriers, including problems with rental, criminal and/or credit history
- ☞ Methamphetamine and other drug and alcohol addictions
- ☞ There is no concentration of the chronically homeless due to the County's rural nature, resulting in a lack of public awareness about the problem²⁷

The intent of the Ten Year Plan is to develop a continuum of care of housing and services that provides sufficient opportunities to address all forms of homelessness, including chronic homelessness. The following actions in the Action Plan (page 28) are directed towards chronically homeless persons:

²⁷ Clackamas County Community Development. 2005 Continuum of Care Application.

Table 9. Priority Actions for Chronically Homeless Persons

GOAL 1: PREVENT HOMELESSNESS

Strategy 1. Enhance access to supportive services.

Action 1: All providers who serve the homeless and those at risk of homelessness will offer comprehensive case management services that specialized in the unique needs of the homeless and at-risk population.

Strategy 2. Ensure access to mainstream resources, alcohol and drug treatment services, and employment assistance.

Action 1: Ensure all homeless and at-risk individuals have access to mainstream resources including food stamps and Medicaid.

Action 2: Expand access to drug and alcohol treatment.

Action 3: Help the homeless get qualified for Social Security Disability.

Action 4: Increase the number of homeless people living in supportive housing who are employed.

Strategy 4. Improve discharge planning for people exiting institutions, including youth aging out of foster care.

Action 1: Secure additional funding to expand the HOPE Program. HOPE works with homeless and disabled inmates to plan post-discharge housing.

Action 2: Maintain the Community Health Department’s protocol with the jail, requiring Community Health staff to conduct active discharge planning with mentally ill inmates, including: re-entry services, medications, housing, entitlement applications and case management.

Action 3: Maintain the new Mental Health Housing Coordinator position.

Action 4: Ensure the statewide Home for Good program is active in Clackamas County.

Action 5: Maintain the Hospital Liaison position that screens and places all Clackamas County mental health clients being discharged from local and state hospitals.

GOAL 3: TRANSITION FROM HOMELESSNESS

Strategy 1. Reach out to, and build new program capacity for the homeless.

Action 1: Provide outreach and connect homeless to mainstream resources.

Action 2: Expand aggressive outreach to homeless veterans.

Action 3: Expand overlapping clinical programming for people with both mental illness and drug addiction.

Strategy 2. All homeless populations have adequate and consistent client assessment systems.

Action 1: Analyze and publicize the methodology and outcome of local unsheltered counts of homeless persons.

Action 2: Analyze current systems for assessing client needs with a goal of better identifying and quantifying homeless populations and their needs.

Strategy 3. Stabilization.

Action 1: Maintain and expand all current emergency, transitional and permanent supportive housing programs that are showing effective results.

Action 2: Design placement continuum for all populations of homeless people.

Action 3: Prioritize resources and funding to make case management and wrap around services available to participants of emergency and transitional shelter programs.

GOAL 5: REDUCE IMPACTS OF HOMELESSNESS ON LOCAL COMMUNITIES

Strategy 2. Assist homeless people to have fewer negative impacts on their communities.

Action 1: Ensure people without homes know about existing service centers where they can address personal hygiene and obtain clean clothes, sleeping bags and food.

Action 2: Increase number of providers who provide clean up services.

Action 3: Establish a peer mentoring program.

Appendix D. Homeless Families with Children

Homeless families with children represent the majority of homeless persons in Clackamas County.²⁸ The 2004 Clackamas County Homeless Count found that approximately 43 percent of homeless persons were children. The 2005 Clackamas County Homeless Count shows that of 2,556 homeless persons tallied as part of this point-in-time count, 2,001 or 78 percent of them were in families with children. More than 1,000 of those counted were children. Of the families surveyed, 44 percent were single-parent households. MacDougall and Associates utilized a statistical model to estimate the actual number of homeless persons. This process resulted in a reliable estimate of 7,841, including 5,325 persons (68 percent) in families with children, 2,516 of which are children.

Sources of homelessness for families with children include:

- ☞ Cost of housing increases/lack of affordable housing
- ☞ Domestic violence
- ☞ Lack of family-wage jobs
- ☞ Drug abuse/methamphetamines
- ☞ Lack of health insurance

There are a number of facilities that serve homeless families with children, summarized in the following table. A few facilities are geared towards special populations, such as victims of domestic violence or women and children in alcohol or drug addiction recovery.

²⁸ Clackamas County acknowledges that the 2004 Homeless Count effort resulted in an undercount.

Table 10. Homeless Facilities

Shelter Name	Operator	# of Beds	Facility Type
Home-based	Local churches	4	Emergency Shelter
Evergreen	Clackamas Women's Services	18	Emergency Shelter
Anne Ross House	Northwest Housing Alternatives	20	Emergency Shelter
Aurora Shelter Ministry	Local churches	4	Emergency Shelter
Haven House	Clackamas Women's Services	15	Transitional Housing
Jannsen Road Apartments	Housing Authority of Clackamas County	24	Transitional Housing
Northwest Housing Alternatives	Transitional Program	23	Transitional Housing
The Inn Home	Homesafe	14	Transitional Housing
Longbourn	Northwest Housing Alternatives	5	Transitional Housing
Lake Oswego Transitional Shelter Ministry	Coalition of 11 churches	8	Transitional Housing
Not Applicable	Clackamas County Housing Authority	8	Permanent Supportive Housing

Source: Clackamas County Consolidated Housing Plan, 2006.

The following strategies to address homelessness for families with children were identified as relatively higher priorities through interviews, surveys, and the homeless needs questionnaire.

- ☞ **Provide homeless prevention services such as emergency rental assistance to prevent evictions.** Survey respondents identified these types of services and programs (e.g., eviction prevention) as the most effective strategy to address homelessness for families with children.
- ☞ **Increase the stock of affordable housing.** 78.7% of respondents stated that increasing the stock of permanent affordable housing is an effective strategy for homeless families with children.
- ☞ **Provide more job opportunities and training.** 70.8% of respondents identified these programs as effective in addressing homelessness for families with children.

- ☞ **Increase the supply of permanent affordable housing.** 69.7% of respondents identified coupling housing with social services as an effective strategy to address homelessness for families with children.

Nearly all of the action steps from the Action Plan (page 31) will help to alleviate family homelessness in Clackamas County. The following actions specifically targeted to address the issues facing families who are homeless or are at risk of homelessness. Bridges to Housing, a four-county partnership to develop a housing-first model for families, is particularly focused on helping families with children gain permanent housing.

Table 11. Priority Actions for Homeless Families with Children

GOAL 1: PREVENT HOMELESSNESS
Strategy 3. Provide eviction prevention services.
Action 1: Provide Ready to Rent program.
Action 2: Investigate funding sources for an Eviction Prevention Fund for at-risk individuals and families.
Action 3: Provide legal services for the prevention of homelessness through eviction defense and other housing rights remedies.
GOAL 2: REDUCE EDUCATIONAL IMPACTS OF HOMELESSNESS ON CHILDREN
Strategy 1. Provide extra support services for homeless and highly-mobile children and families including after school activity programs, meals and tutoring.
Action 1: Work with the Volunteer Connection to recruit volunteers to tutor homeless students at schools in order to respond to the difficulties many homeless children have succeeding in school.
Action 2: Encourage all school districts in the county to create a group to advocate for the needs of children. Stand for Children has a chapter in North Clackamas that could be a model for other areas.
Action 3: Provide food for children participating in after school programs.
Action 4: Create and distribute information on resources available to homeless and at-risk families.
Action 5: Offer support groups to parents and kids in low-income and homeless families.
Strategy 2. Support school districts' Homeless Liaisons program and services.
Action 1: Expand Homeless School Liaison program.
Action 2: Qualify and train Homeless liaisons to conduct intakes and authorize services using standardized application and information release forms.

Appendix E. Homeless Policy

An Ordinance Amending the Clackamas County Code by Adding a New Chapter 6.10, Removal of Person from Unlawful Campsite

WHEREAS, ORS 203.077 requires the County to develop and implement a policy that recognizes the social nature of the problem of homeless individuals camping on public property; and

WHEREAS, this ordinance establishes a policy that will ensure the most humane treatment possible for the removal of homeless individuals and their belongings from public property; now, therefore;

The Board of Commissioners of Clackamas County ordains as follows:

Section 1: A new chapter 6.10, Removal of Person from Unlawful Campsite, is hereby added to the Clackamas County Code to read as follows:

6.10 Removal of Person from Unlawful Campsite

6.10.010 Definitions for Chapter 6.10:

- A. "Camp," "camps," "camped" or "camping" means to set up, or to remain in or at a campsite for the purpose of establishing or maintaining a temporary place to live.
- B. "Campsite" means any place where any bedding, sleeping bag, or other sleeping matter, or any stove or fire is placed, established, or maintained, whether or not such place incorporates the use of any tent, lean-to, shack, or any other structure, or any vehicle or part thereof.
- C. "Personal Property" means, for the purpose of this chapter, any item that is reasonably recognizable as belonging to a person and that has apparent utility.

- D. "Public Property" means public lands, premises and buildings, including but not limited to any building used in connection with the transaction of public business or any lands, premises or building owned or leased by the state or any political subdivision of the state, including any park, or under any bridge or viaduct.
- E. "Unlawful campsite" means a campsite where a notice of unlawful camping has been posted as provided in this Chapter, and where persons remain camped, or personal property remains at the campsite, five days after the posting of the notice.

6.10.020 Unlawful Camping; Removal from Public Property

It is unlawful for any person who camps in or upon any public property to remain camped for 5 days after having been provided a notice of unlawful camping as set forth in this chapter. Any person found to be camping unlawfully on public property may be removed from the unlawful campsite as provided by this Chapter.

6.10.030 Notice of Unlawful Camping

Subject to the exceptions set forth in this chapter, a notice of unlawful camping must be posted before the County removes persons from a campsite on public property, or before the County removes personal property from a campsite on public property. The notice must meet the following requirements:

- A. The notice must be posted at the campsite in English and Spanish and must:
 - 1. State that personal property will be removed five (5) days after the notice is posted.
 - 2. State that anyone remaining at the campsite five (5) days after the notice is posted may be subject to removal.
 - 3. Indicate the location where personal property can be retrieved if property was removed from the site for storage, and that it must be retrieved within thirty (30) days.

4. Include the telephone number for Clackamas County Social Services Information and Referral.
- B. The notice must be provided in writing to persons present at the campsite, allowing the person a minimum of five (5) days to vacate the area.
 - C. Officials posting and providing such notice shall inform Clackamas County Social Services at the time notice is posted that notice has been provided to the persons and/or has been posted on the public property and the location of the posting.
 - D. The notice required by this section may be reduced to not less than twenty-four (24) hours when expressly authorized in a particular case by the County Administrator or his designee.
 - E. Following the removal of persons from public property under the provisions of this chapter, law enforcement officials, local agency officials and outreach workers may meet to assess the notice and removal policy, to discuss whether the removals are occurring in a humane and just manner, and to determine if any changes are needed in the policy.

6.10.040 Enforcement

After the notice period provided in the notice of unlawful camping has elapsed, the County may remove any person from an unlawful campsite on public property, and may remove personal property left at the campsite as provided in section 6.10.060.

6.10.050 Exceptions

- A. The notice described in sections 6.10.030 and 6.10.040 is not required:
 1. When there are grounds for law enforcement officials to believe that illegal activities other than unlawful camping are occurring;
 2. In the event of an emergency such as possible site contamination by hazardous materials, or when there is immediate danger to human life

or safety, or when the Governor has declared an emergency under the provisions of ORS 131.715;

3. for a campground designated by the County, state or federal government which is occupied under an agreement between the occupant and the campground; or
4. for an area temporarily designated by the County Administrator for camping during an emergency or special event.

6.10.060 Personal Property

Personal property may be removed by the County from an unlawful campsite on public property. All unclaimed personal property removed from the campsite shall be given to law enforcement officials. The property shall be stored for a minimum of thirty (30) days during which it will be reasonably available to any individual claiming ownership. Any personal property that remains unclaimed for thirty (30) days may be disposed of in accordance with the provisions of County Code Chapter 2.02, Unclaimed Property. Personal property that has no apparent utility or is in unsanitary condition may be immediately discarded. Weapons, drug paraphernalia and items that appear to be stolen or evidence of a crime shall be given to law enforcement officials.