

**ORDINANCE NO. 2019-10**

**ORDINANCE AMENDING DEVELOPMENT CODE ARTICLE 2 LAND USE, ARTICLE 3 ZONING DISTRICTS, ARTICLE 5 SPECIAL PROVISIONS, AND ARTICLE 12 USE CATEGORIES AND DEFINITIONS, TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER CORE (TCC), TOWN CENTER TRANSITION (TCT) AND COMMUNITY COMMERCIAL (CC) ZONING DISTRICTS  
FILE NUMBER 311-19-000017-PLNG**

**WHEREAS**, the City recognizes that providing opportunities for shelter and services to persons experiencing homelessness within Washington County requires a high level of coordination between services, facilities, policies, and enforcement; and

**WHEREAS**, the City is committed to providing support for individuals experiencing homelessness to help ensure their safety and well-being; and

**WHEREAS**, no legally-sanctioned seasonal shelter is currently permitted in the city; and

**WHEREAS**, notice of the proposed amendments was provided to the Department of Land Conservation and Development on July 9, 2019; and

**WHEREAS**, the Planning Commission held a Public Hearing on the proposed amendments on August 19, 2019; and

**WHEREAS**, the Planning Commission adopted Planning Commission Findings and Decision Number 2019-11 recommending approval of the proposed amendments; and

**WHEREAS**, notice of the proposed amendments were published in the *Forest Grove News Times* on September 4, 2019; and

**WHEREAS**, the City Council held a duly-noticed Public Hearing on the proposed ordinance on September 9 and continued the hearing on September 23, 2019.

**NOW, THEREFORE, THE CITY OF FOREST GROVE ORDAINS AS FOLLOWS:**

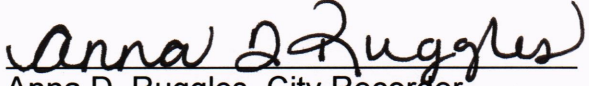
**Section 1:** The City Council of the City of Forest Grove hereby adopts the text amendments to Development Code Article 2 *Land Use Reviews*, Article 3 *Zoning Districts*, Article 5 *Special Provisions*, and Article 12 *Use Categories and Definitions* as set forth in Exhibit A.

**Section 2:** The City Council hereby finds that the proposed amendments are consistent with and meet the provisions of Development Code §17.2.630 *Zoning Text Amendment Review Criteria* as set forth in Exhibit B.

**Section 3:** This ordinance is effective 30 days following its enactment by the City Council.

**PRESENTED AND PASSED** the first reading this 9<sup>th</sup> day of September, 2019.

**PASSED** the second reading this 23<sup>rd</sup> day of September, 2019.

  
\_\_\_\_\_  
Anna D. Ruggles, City Recorder

**APPROVED** by the Mayor this 23<sup>rd</sup> day of September, 2019.

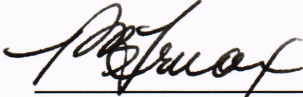
  
\_\_\_\_\_  
Peter B. Truax, Mayor

EXHIBIT A  
ORDINANCE NO. 2019-10

CITY OF FOREST GROVE DEVELOPMENT CODE

ARTICLE 2: LAND USE REVIEWS

**TEMPORARY USE PERMITS**

**§ 17.2.900 PURPOSE.** Temporary uses are short-term or seasonal in nature and do not make permanent changes to a site. Temporary uses are subject to review because they may have adverse effects or create nuisances. The temporary use review provides an opportunity to allow the use when there are minimal impacts, but impose conditions to address identified concerns, or to deny the use if the concerns cannot be resolved.

**§ 17.2.905 PROCEDURE.** A request for a temporary use permit shall follow a Type I process.

**§ 17.2.910 SUBMITTAL REQUIREMENTS.** The application must be submitted at least ten (10) days before the requested date for beginning the temporary use. The following plans and information are required for a temporary use permit review. The Director may waive specific submittal requirements, if warranted.

An application for a temporary use permit shall include the following:

- A. A written description of the proposed temporary use, including but not limited to an overview of the project, reason for use, duration, and day(s) and hour(s) of operation.
- B. A project site plan including the location of the temporary use, access and parking, all temporary signage, and project equipment and materials.
- C. If located within a building, a floor plan showing the location of the temporary use.
- D. The application must include the signature of the property owner, or a letter of authorization from the property owner.
- E. Additional information as determined by the Director.

**§ 17.2.920 REVIEW CRITERIA.** The Director shall review and approve, conditionally approve, or deny an application for a temporary use based on the following criteria:

- A. The temporary use complies with applicable clear and objective standards of the base zoning district and any overlay district.
- B. The temporary use complies with the Access and Circulation, Off-Street Parking and Loading, and Sign standards of Article 8.
- C. The temporary use complies with applicable fire and life safety building codes.

**§ 17.2.925 CONDITIONS OF APPROVAL.**

- A. The Director may impose conditions to ensure land use compatibility and to minimize the adverse effects on nearby uses, including requirements for hours of operation, frequency of use, parking, traffic circulation, screening, enclosure, and cleanup.
- B. The use shall be required to be removed and the site restored to its original condition following expiration of the permit.

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**ARTICLE 3: ZONING DISTRICTS**

**COMMERCIAL AND MIXED USE ZONES**

**§ 17.3.320 USE REGULATIONS**

**TABLE 3-10: Commercial and Mixed Use Zones Use Table**

| <b>USE CATEGORY</b>                   | <b>NC</b> | <b>CC</b>               | <b>NMU</b>        |
|---------------------------------------|-----------|-------------------------|-------------------|
| <b>RESIDENTIAL</b>                    |           |                         |                   |
| CIVIC / INSTITUTIONAL                 |           |                         |                   |
| Basic Utilities                       | P         | P                       | P                 |
| Major Utility Transmission Facilities | C         | C                       | C                 |
| Colleges                              | N         | C                       | N                 |
| Community Recreation                  | N         | P                       | L <sup>[16]</sup> |
| Cultural Institutions                 | P         | P                       | L <sup>[16]</sup> |
| Day Care                              | P         | P                       | L <sup>[16]</sup> |
| Emergency Services                    | C         | C                       | L <sup>[16]</sup> |
| Postal Services                       | C         | P                       | L <sup>[16]</sup> |
| Religious Institutions                | C         | P                       | L <sup>[16]</sup> |
| Schools                               | C         | C                       | L <sup>[16]</sup> |
| Seasonal Shelters                     | <u>N</u>  | <u>L<sup>[19]</sup></u> | <u>N</u>          |
| Social/ Fraternal Clubs / Lodges      | C         | P                       | L <sup>[16]</sup> |
|                                       |           |                         |                   |
| <b>COMMERCIAL</b>                     |           |                         |                   |
|                                       |           |                         |                   |
| <b>INDUSTRIAL</b>                     |           |                         |                   |
|                                       |           |                         |                   |
| <b>OTHER</b>                          |           |                         |                   |

P = Permitted

L = Limited

C = Conditional Use

N = Not Permitted

Footnotes:

[19] Seasonal Shelters must be located consistent with the provisions of § 17.2.900 et. seq. and §17.5.600 et. seq. of this Code.



## TOWN CENTER ZONES

### § 17.3.420 USE REGULATIONS

**TABLE 3-12: Town Center Zones Use Table**

| <b>USE CATEGORY</b>                   | <b>TC – Core</b>        | <b>TC – Transition</b>  |
|---------------------------------------|-------------------------|-------------------------|
| RESIDENTIAL                           |                         |                         |
|                                       |                         |                         |
| CIVIC / INSTITUTIONAL                 |                         |                         |
| Basic Utilities                       | P                       | P                       |
| Major Utility Transmission Facilities | C                       | C                       |
| Colleges                              | C                       | C                       |
| Community Recreation                  | N                       | P                       |
| Cultural Institutions                 | P                       | P                       |
| Day Care                              | P                       | P                       |
| Emergency Services                    | C                       | C                       |
| Postal Services                       | C                       | P                       |
| Religious Institutions                | C                       | P                       |
| Schools                               | C                       | C                       |
| Seasonal Shelters                     | <u>L<sup>[16]</sup></u> | <u>L<sup>[16]</sup></u> |
| Social/ Fraternal Clubs / Lodges      | C                       | P                       |
|                                       |                         |                         |
| COMMERCIAL                            |                         |                         |
|                                       |                         |                         |
| INDUSTRIAL                            |                         |                         |
|                                       |                         |                         |
| OTHER                                 |                         |                         |

P = Permitted    L = Limited    C = Conditional Use    N = Not Permitted

Footnotes:

[16] Seasonal Shelters must be located consistent with the provisions of § 17.2.900 et. seq. and §17.5.600 et. seq. of this Code.

## ARTICLE 5: SPECIAL PROVISIONS

### SEASONAL SHELTERS

#### **§ 17.5.600 INTENT.**

The purpose of this Code is to allow charitable organizations in the TCC, TCT and CC zoning districts to operate seasonal shelters.

#### **§ 17.5.605 PERMITTING OF SEASONAL SHELTERS**

- A. A seasonal shelter may be open from November 1 through March 31.
- B. A seasonal shelter may be open not more than an annual maximum of 45 days.
- C. A temporary use permit is required before operating a seasonal shelter. The Director is authorized to issue a temporary use permit. Operation of a seasonal shelter shall not extend beyond the time period specified in the permit.
- D. Notice of a temporary use permit issuance for a seasonal shelter shall be provided to emergency service providers such as the Washington County Department of Housing Services, police and fire departments, other emergency response agencies and social service organizations serving the homeless at the City's discretion.

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## ARTICLE 12: USE CATEGORIES AND DEFINITIONS

#### **§ 17.12.120 CIVIC USE CATEGORY.**

The civic use category includes utility, educational, recreational, cultural, protective, governmental, and other uses strongly vested with public or social importance.

- A. *Basic Utilities:*
- B. *Major Utilities Transmission Facilities:*
- C. Charitable Organization: A 501(c)(3) non-profit organization whose primary objectives are philanthropy and social well-being (e.g. charitable, educational, religious or other activities serving the public interest or common good.
- ~~C.~~ D. *Colleges:*
- ~~D.~~ E. *Community Recreation:*
- ~~E.~~ F. *Cultural Institutions:*
- ~~F.~~ G. *Day Care:*
- ~~G.~~ H. *Emergency Services:* Facilities that provide protection to a district or entity, together with the incidental storage and maintenance of necessary vehicles. Typical uses include fire stations, police stations and ambulance services.
- ~~H.~~ I. *Postal Service:*
- ~~I.~~ J. *Religious Institutions:* Places of religious worship such as synagogues, temples, mosques, meeting houses, churches and other nonresidential places of worship<sup>1</sup>. They may include related accessory uses such as offices, classrooms, auditoriums, social halls, gymnasiums,

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<sup>1</sup> ~~Consistent with~~ ORS 215.441(1)

meal programs, child care, affordable housing or space for affordable housing in a building that is detached from the place of worship as defined by ORS 215.441(1)(A), provided the housing or space for housing complies with the applicable land use regulations and meets the standards and criteria for residential development in the underlying zone.

~~J.~~ K. Seasonal Shelter. A building or portion thereof operated for the purpose of providing temporary shelter for people experiencing homelessness.

~~J.~~ L. Schools:

~~K.~~ M. Social/Fraternal Clubs/Lodges: Typical uses include meeting places for civic clubs, lodges, or fraternal or veteran organizations.

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#### **§ 17.12.210 MEANING OF SPECIFIC WORDS AND TERMS.**

T1. **TEMPORARY USE.** A use that is: 1) seasonal or directed toward a specific event; 2) occasioned by an unforeseen event; or 3) sales offices and model homes for the sale of homes.

T2. **TEMPORARY USE PERMIT.** A permit for a use that is temporary in nature. Temporary Use Permits are required for uses such as seasonal shelters and seasonal businesses (including Christmas tree lots and firework stands).

~~T2.~~ T3. **TRANSIT STREET.**

~~T3.~~ T4. **TRANSIT-ORIENTED USES.**

~~T4.~~ T5. **TREE-RELATED DEFINITIONS.**

## EXHIBIT B – ZONING TEXT AMENDMENT REVIEW CRITERIA

Development Code §17.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

**A. The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and**

No specific Comprehensive Plans goals or policies pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Forest Grove Comprehensive Plan - Community Sustainability Goals and Policies**

Community Sustainability Goal #21: Promote efforts to improve access to housing meeting household needs.

Community Sustainability Policy Measure #11: Ensure that needed housing for all segments of the population in the community is met through land use policy.

Finding: Providing a seasonal shelter would provide short-term temporary housing to those in need due to economic or other circumstances.

**Forest Grove Comprehensive Plan - Housing Goals and Policies**

Housing Goal #4: Provide and maintain an adequate supply of affordable housing opportunities.

Policy 4.2: Promote the provision of housing assistance to low- and moderate-income individuals in Forest Grove through the Washington County Community Development Block Grant and HOME Investment Partnership programs.

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

**B. The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.**

No specific statewide and regional planning goals, programs or rules pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Statewide Planning Goal 10 Housing – To provide for the housing needs of citizens of the state.**

**Metro Regional Framework Plan Policy 1.3 Housing Choices and Opportunities**

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

## EXHIBIT B

Planning Commission Findings and Decision #2019-11

**Planning Commission Findings and Decision Number 2019-11  
To Recommend Approval of an Ordinance to Amend Forest Grove  
Development Code Article 3 *Zoning Districts*, Article 5 *Special Provisions*, and  
Article 12 *Use Categories and Definitions* to Permit Seasonal Shelters in the Town  
Center and Community Commercial Zoning Districts**

File Number 311-19-000017-PLNG

**WHEREAS**, the City recognizes that providing opportunities for shelter and services to persons experiencing homelessness within Washington County requires a high level of coordination between services, facilities, policies, and enforcement; and

**WHEREAS**, the City is committed to providing support for individuals experiencing homelessness to help ensure their safety and well-being; and

**WHEREAS**, no legally-sanctioned seasonal shelter is currently permitted in the city; and

**WHEREAS**, notice of the proposed Development Code amendments were provided to the Department of Land Conservation and Development (DLCD) on July 9, 2019; and

**WHEREAS**, notice of the Planning Commission hearing on this ordinance was published in the *Forest Grove News-Times* on August 14, 2019; and

**WHEREAS**, the Planning Commission held a public hearing on the proposed amendments on August 19, 2019; and

The City of Forest Grove Planning Commission does hereby recommend to the City Council approval of the Development Code amendments as provided in Exhibit A, making the following specific findings in support of this decision:

Development Code §17.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

**A. The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and**

No specific Comprehensive Plans goals or policies pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Forest Grove Comprehensive Plan - Community Sustainability Goals and Policies**

Community Sustainability Goal #21: Promote efforts to improve access to housing meeting household needs.

Community Sustainability Policy Measure #11: Ensure that needed housing for all segments of the population in the community is met through land use policy.

Finding: Providing a seasonal shelter would provide short-term temporary housing to those in need due to economic or other circumstances.

**Forest Grove Comprehensive Plan - Housing Goals and Policies**

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Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

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*Statewide Planning Goal 10 Housing – To provide for the housing needs of citizens of the state.*

**Metro Regional Framework Plan Policy 1.3 Housing Choices and Opportunities**

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.



TOM BECK, Chair

8-21-19

Date



Date: **SEPTEMBER 23, 2019**

Agenda Item: **6. A.**

Subject: **CONTINUE PUBLIC HEARING AND SECOND READING OF ORDINANCE NO. 2019-10 AMENDING DEVELOPMENT CODE ARTICLE 2 LAND USE, ARTICLE 3 ZONING DISTRICTS, ARTICLE 5 SPECIAL PROVISIONS, AND ARTICLE 12 USE CATEGORIES AND DEFINITIONS, TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER CORE (TCC), TOWN CENTER TRANSITION (TCT) AND COMMUNITY COMMERCIAL (CC) ZONING DISTRICTS; FILE NO. 311-19-000017-PLNG**

## **CITY COUNCIL MEETING**

### **Request to Testify at Public Hearing**

**Public Hearings – Public hearings are held on each matter required by state law or City policy. Anyone wishing to testify should sign-in for the Public Hearing prior to the meeting. The Mayor or presiding officer will review the complete hearing instructions prior to testimony. The Mayor or presiding officer will call the individual or group by the name given on the sign-in form. When addressing the Mayor and Council, please move to the witness table (center front of the room). Each person should speak clearly into the microphone and must state their first and last name and provided a mailing address for the record. All testimony is electronically recorded. In the interest of time, Public Hearing testimony is limited to three minutes unless the Mayor or presiding officer grants an extension. Written or oral testimony is heard prior to any Council action.**

*Please sign-in below to testify:*

**PROPOSERS:** (Please print legibly)

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

*Kenneth*

**OPPOSERS:** (Please print legibly)

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

**OTHERS:** (Please print legibly)

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

*Please continue on Page 2:*



| <u>CITY RECORDER USE ONLY:</u> |                              |
|--------------------------------|------------------------------|
| AGENDA ITEM #:                 | Item 8. A.                   |
| MEETING DATE:                  | 09/09/2019                   |
| FINAL ACTION:                  | First Reading<br>ORD 2019-10 |

## **CITY COUNCIL STAFF REPORT**

**TO:** *City Council*

**FROM:** *Jesse VanderZanden, City Manager*

**MEETING DATE:** *September 9, 2019*

**PROJECT TEAM:** *James Reitz (AICP), Senior Planner  
 Dan Riordan, Senior Planner  
 Bryan Pohl, Community Development Director*

**SUBJECT TITLE:** *Public Hearing and Ordinance First Reading to Amend the Development Code to Permit Seasonal Shelters in the Town Center and Community Commercial Zoning Districts*

**ACTION REQUESTED:**

|   |           |  |       |  |            |  |        |  |               |
|---|-----------|--|-------|--|------------|--|--------|--|---------------|
| X | Ordinance |  | Order |  | Resolution |  | Motion |  | Informational |
|---|-----------|--|-------|--|------------|--|--------|--|---------------|

*X all that apply*

**ISSUE STATEMENT:** At present, no legally-sanctioned seasonal shelter is permitted in the city. The proposed ordinance would allow seasonal shelters for the five-month period between November 1 and March 31.

**BACKGROUND:** For the past several years, some local religious institutions have opened their doors once or twice a week to provide shelter to the homeless over the November through March period. However, the City does not at present have any code defining what constitutes a seasonal shelter and under what circumstances such a shelter should be allowed.

The proposed ordinance would create a new Development Code land use review process for *Temporary Uses*. They would be defined as “seasonal or short-term in nature” and would be processed using a Type I procedure. A seasonal shelter would be one such temporary use. Shelters would be allowed in both Town Center zoning districts (TCC and TCT) and the Community Commercial (CC) zoning district. The City would have authority to impose conditions to address potential impacts on adjoining properties.

At the August 19 Planning Commission hearing, two people spoke in favor of the amendments (see draft minutes, attached). No one spoke in opposition. As a result of the testimony, several changes were incorporated into the proposed ordinance. These include:

1. Changing the host organization from “religious institution” to “501(c)(3) charitable organization”. This revision would allow additional organizations to potentially host seasonal shelters. In addition to the four religious institutions located in the TCC, TCT and CC zoning districts, this revision could

allow Pacific University to host a shelter on one of its Town Center-zoned properties, although if the university wished to do so, an amendment to the Campus Master Plan would first be required.

Other charitable organizations that are tax exempt and located in the TCC, TCT or CC zoning districts include the Holbrook Lodge on Main Street, the American Legion on 21<sup>st</sup> Avenue, and the Elks Lodge on Pacific Avenue. These are Fraternal Societies and are tax exempt under IRS code 501(c)(8) or 501(c)(10). The Forest Grove Grange on "B" Street is an agricultural organization and is tax exempt under IRS code 501(c)(5). As these are not 501(c)(3) tax exempt, they would not be eligible to host shelters under the proposed ordinance.

2. Extending the overall timeframe from the start of November to the end of March. The original draft included a November 15 - March 15 period. The testimony received at the Planning Commission hearing was that the inclement weather period can begin earlier and extend later than the time frame in the original proposal.
3. Eliminating the cap on the number of days per week a shelter could be open. The testimony received at the Planning Commission hearing was that host facilities are periodically unavailable due to their regularly-scheduled activities. To make up for that shortfall, other facilities might need to be available for greater than the usual 1-2 days per week they would normally be open.
4. Extending the number of days any one shelter could be open to 45 days. The original draft had a 35-day cap, but if the overall period is extended, then a higher cap would be logical. If a shelter were open two days a week, it would be open 42 days over the November through March period.

Recognizing that extreme weather events can occur outside the winter season, a separate ordinance has been developed to adopt code for severe weather shelters. This code would be placed in Forest Grove Code Title III and is described in a separate memo.

**FISCAL IMPACT:** Adoption of the ordinance will have no fiscal impact on the City.

**STAFF RECOMMENDATION:** Staff recommends adoption of the attached ordinance to amend the Forest Grove Development Code.

**ATTACHMENTS:**

- Ordinance to Amend Forest Grove Development Code
- Planning Commission Findings and Decision #2019-11
- Planning Commission Meeting Minutes (draft) of August 19, 2019
- Planning Commission Staff Report dated August 19, 2019



# Seasonal and Severe Weather Shelter Code Amendments

James Reitz, AICP  
Senior Planner

# BACKGROUND

- Some religious institutions have been operating shelters once or twice a week from November through March.
- City code does not define “seasonal shelter” or define where and under what circumstances such a shelter should be allowed.
- To address this issue, two ordinances are proposed:
  - A seasonal shelter ordinance; and
  - A severe weather shelter ordinance.

# SEASONAL SHELTER ORDINANCE

- The seasonal shelter ordinance would allow seasonal shelters in the Town Center (TCC & TCT) and Community Commercial zoning districts.
- Each shelter could be open for up to 45 days during the 5-month period between November 1 and March 31.
- Shelters would be operated by charitable organizations.
- At present, four sites in the TCC, TCT and CC zoning districts could host a shelter. Additional sites are possible if they meet the criteria.
- An annual Temporary Use Permit would be required.
- Permits would be issued under a Type I process.
- The City could impose conditions to address potential issues including parking, signage, and fire/life safety codes.



# SEVERE WEATHER SHELTER ORDINANCE

- The severe weather shelter ordinance would define what constitutes a severe weather event based on temperature (hot and cold) and snowfall.
- Severe weather shelters would be allowed in the Town Center and Community Commercial zoning districts.
- They would be open as needed year-round.
- Shelters would be operated by charitable organizations.
- Operators would pre-register with the City so that the shelters could open immediately upon a severe weather declaration.

# PLANNING COMMISSION

## RECOMMENDATION

- The Planning Commission reviewed the proposals on August 19, 2019.
- Two people testified, both in favor of the proposals.
- The Planning Commission voted unanimously to recommend approval of the proposed amendments.

# RECOMMENDATION

Adopt both ordinances as recommended by the Planning Commission and staff.

**ORDINANCE NO. 2019-10****ORDINANCE AMENDING DEVELOPMENT CODE ARTICLE 2 LAND USE, ARTICLE 3 ZONING DISTRICTS, ARTICLE 5 SPECIAL PROVISIONS, AND ARTICLE 12 USE CATEGORIES AND DEFINITIONS, TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER CORE (TCC), TOWN CENTER TRANSITION (TCT) AND COMMUNITY COMMERCIAL (CC) ZONING DISTRICTS  
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**WHEREAS**, the City recognizes that providing opportunities for shelter and services to persons experiencing homelessness within Washington County requires a high level of coordination between services, facilities, policies, and enforcement; and

**WHEREAS**, the City is committed to providing support for individuals experiencing homelessness to help ensure their safety and well-being; and

**WHEREAS**, no legally-sanctioned seasonal shelter is currently permitted in the city; and

**WHEREAS**, notice of the proposed amendments was provided to the Department of Land Conservation and Development on July 9, 2019; and

**WHEREAS**, the Planning Commission held a Public Hearing on the proposed amendments on August 19, 2019; and

**WHEREAS**, the Planning Commission adopted Planning Commission Findings and Decision Number 2019-11 recommending approval of the proposed amendments; and

**WHEREAS**, notice of the proposed amendments were published in the *Forest Grove News Times* on September 4, 2019; and

**WHEREAS**, the City Council held a duly-noticed Public Hearing on the proposed ordinance on September 9 and continued the hearing on September 23, 2019.

**NOW, THEREFORE, THE CITY OF FOREST GROVE ORDAINS AS FOLLOWS:**

**Section 1:** The City Council of the City of Forest Grove hereby adopts the text amendments to Development Code Article 2 *Land Use Reviews*, Article 3 *Zoning Districts*, Article 5 *Special Provisions*, and Article 12 *Use Categories and Definitions* as set forth in Exhibit A.

**Section 2:** The City Council hereby finds that the proposed amendments are consistent with and meet the provisions of Development Code §17.2.630 *Zoning Text Amendment Review Criteria* to as set forth in Exhibit B.

**Section 3:** This ordinance is effective 30 days following its enactment by the City Council.

**PRESENTED AND PASSED** the first reading this 9<sup>th</sup> day of September, 2019.

**PASSED** the second reading this 23<sup>rd</sup> day of September, 2019.

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Anna D. Ruggles, City Recorder

**APPROVED** by the Mayor this 23<sup>rd</sup> day of September, 2019.

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Peter B. Truax, Mayor



EXHIBIT A  
ORDINANCE NO. 2019-10

CITY OF FOREST GROVE DEVELOPMENT CODE

ARTICLE 2: LAND USE REVIEWS

**TEMPORARY USE PERMITS**

**§ 17.2.900 PURPOSE.** Temporary uses are short-term or seasonal in nature and do not make permanent changes to a site. Temporary uses are subject to review because they may have adverse effects or create nuisances. The temporary use review provides an opportunity to allow the use when there are minimal impacts, but impose conditions to address identified concerns, or to deny the use if the concerns cannot be resolved.

**§ 17.2.905 PROCEDURE.** A request for a temporary use permit shall follow a Type I process.

**§ 17.2.910 SUBMITTAL REQUIREMENTS.** The application must be submitted at least ten (10) days before the requested date for beginning the temporary use. The following plans and information are required for a temporary use permit review. The Director may waive specific submittal requirements, if warranted.

An application for a temporary use permit shall include the following:

- A. A written description of the proposed temporary use, including but not limited to an overview of the project, reason for use, duration, and day(s) and hour(s) of operation.
- B. A project site plan including the location of the temporary use, access and parking, all temporary signage, and project equipment and materials.
- C. If located within a building, a floor plan showing the location of the temporary use.
- D. The application must include the signature of the property owner, or a letter of authorization from the property owner.
- E. Additional information as determined by the Director.

**§ 17.2.920 REVIEW CRITERIA.** The Director shall review and approve, conditionally approve, or deny an application for a temporary use based on the following criteria:

- A. The temporary use complies with applicable clear and objective standards of the base zoning district and any overlay district.
- B. The temporary use complies with the Access and Circulation, Off-Street Parking and Loading, and Sign standards of Article 8.
- C. The temporary use complies with applicable fire and life safety building codes.

## EXHIBIT B – ZONING TEXT AMENDMENT REVIEW CRITERIA

Development Code §17.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

**A. The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and**

No specific Comprehensive Plans goals or policies pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Forest Grove Comprehensive Plan - Community Sustainability Goals and Policies**

Community Sustainability Goal #21: Promote efforts to improve access to housing meeting household needs.

Community Sustainability Policy Measure #11: Ensure that needed housing for all segments of the population in the community is met through land use policy.

Finding: Providing a seasonal shelter would provide short-term temporary housing to those in need due to economic or other circumstances.

**Forest Grove Comprehensive Plan - Housing Goals and Policies**

Housing Goal #4: Provide and maintain an adequate supply of affordable housing opportunities.

Policy 4.2: Promote the provision of housing assistance to low- and moderate-income individuals in Forest Grove through the Washington County Community Development Block Grant and HOME Investment Partnership programs.

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

**B. The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.**

No specific statewide and regional planning goals, programs or rules pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Statewide Planning Goal 10 Housing – To provide for the housing needs of citizens of the state.**

**Metro Regional Framework Plan Policy 1.3 Housing Choices and Opportunities**

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

**§ 17.2.925 CONDITIONS OF APPROVAL.**

- A. The Director may impose conditions to ensure land use compatibility and to minimize the adverse effects on nearby uses, including requirements for hours of operation, frequency of use, parking, traffic circulation, screening, enclosure, and cleanup.
- B. The use shall be required to be removed and the site restored to its original condition following expiration of the permit.

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**ARTICLE 3: ZONING DISTRICTS**

***COMMERCIAL AND MIXED USE ZONES***

**§ 17.3.320 USE REGULATIONS**

***TABLE 3-10: Commercial and Mixed Use Zones Use Table***

| <b><i>USE CATEGORY</i></b>            | <b><i>NC</i></b> | <b><i>CC</i></b>        | <b><i>NMU</i></b> |
|---------------------------------------|------------------|-------------------------|-------------------|
| <b>RESIDENTIAL</b>                    |                  |                         |                   |
| CIVIC / INSTITUTIONAL                 |                  |                         |                   |
| Basic Utilities                       | P                | P                       | P                 |
| Major Utility Transmission Facilities | C                | C                       | C                 |
| Colleges                              | N                | C                       | N                 |
| Community Recreation                  | N                | P                       | L <sup>[16]</sup> |
| Cultural Institutions                 | P                | P                       | L <sup>[16]</sup> |
| Day Care                              | P                | P                       | L <sup>[16]</sup> |
| Emergency Services                    | C                | C                       | L <sup>[16]</sup> |
| Postal Services                       | C                | P                       | L <sup>[16]</sup> |
| Religious Institutions                | C                | P                       | L <sup>[16]</sup> |
| Schools                               | C                | C                       | L <sup>[16]</sup> |
| Seasonal Shelters                     | <u>N</u>         | <u>L<sup>[19]</sup></u> | <u>N</u>          |
| Social/ Fraternal Clubs / Lodges      | C                | P                       | L <sup>[16]</sup> |
|                                       |                  |                         |                   |
| <b>COMMERCIAL</b>                     |                  |                         |                   |
|                                       |                  |                         |                   |
| <b>INDUSTRIAL</b>                     |                  |                         |                   |
|                                       |                  |                         |                   |
| <b>OTHER</b>                          |                  |                         |                   |

P = Permitted

L = Limited

C = Conditional Use

N = Not Permitted

Footnotes:

[19] Seasonal Shelters must be located consistent with the provisions of § 17.2.900 et. seq. and §17.5.600 et. seq. of this Code.

## **TOWN CENTER ZONES**

### **§ 17.3.420 USE REGULATIONS**

***TABLE 3-12: Town Center Zones Use Table***

| <b><i>USE CATEGORY</i></b>            | <b><i>TC – Core</i></b> | <b><i>TC – Transition</i></b> |
|---------------------------------------|-------------------------|-------------------------------|
| RESIDENTIAL                           |                         |                               |
|                                       |                         |                               |
| CIVIC / INSTITUTIONAL                 |                         |                               |
| Basic Utilities                       | P                       | P                             |
| Major Utility Transmission Facilities | C                       | C                             |
| Colleges                              | C                       | C                             |
| Community Recreation                  | N                       | P                             |
| Cultural Institutions                 | P                       | P                             |
| Day Care                              | P                       | P                             |
| Emergency Services                    | C                       | C                             |
| Postal Services                       | C                       | P                             |
| Religious Institutions                | C                       | P                             |
| Schools                               | C                       | C                             |
| Seasonal Shelters                     | <u>L<sup>[9]</sup></u>  | <u>L<sup>[9]</sup></u>        |
| Social/ Fraternal Clubs / Lodges      | C                       | P                             |
|                                       |                         |                               |
| COMMERCIAL                            |                         |                               |
|                                       |                         |                               |
| INDUSTRIAL                            |                         |                               |
|                                       |                         |                               |
| OTHER                                 |                         |                               |

P = Permitted    L = Limited    C = Conditional Use    N = Not Permitted

Footnotes:

[9] Seasonal Shelters must be located consistent with the provisions of § 17.2.900 et. seq. and § 17.5.600 et. seq. of this Code.

## ARTICLE 5: SPECIAL PROVISIONS

### SEASONAL SHELTERS

#### § 17.5.600 INTENT.

The purpose of this Code is to allow charitable organizations in the TCC, TCT and CC zoning districts to operate seasonal shelters.

#### § 17.5.605 PERMITTING OF SEASONAL SHELTERS

- A. A seasonal shelter may be open from November 1 through March 31.
- B. A seasonal shelter may be open not more than an annual maximum of 45 days.
- C. A temporary use permit is required before operating a seasonal shelter. The Director is authorized to issue a temporary use permit. Operation of a seasonal shelter shall not extend beyond the time period specified in the permit.
- D. Notice of a temporary use permit issuance for a seasonal shelter shall be provided to emergency service providers such as the Washington County Department of Housing Services, police and fire departments, other emergency response agencies and social service organizations serving the homeless at the City's discretion.

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## ARTICLE 12: USE CATEGORIES AND DEFINITIONS

#### § 17.12.120 CIVIC USE CATEGORY.

The civic use category includes utility, educational, recreational, cultural, protective, governmental, and other uses strongly vested with public or social importance.

- A. *Basic Utilities:*
- B. *Major Utilities Transmission Facilities:*
- C. Charitable Organization: A 501(c)(3) non-profit organization whose primary objectives are philanthropy and social well-being (e.g. charitable, educational, religious or other activities serving the public interest or common good.
- ~~C.~~ D. Colleges:
- ~~D.~~ E. Community Recreation:
- ~~E.~~ F. Cultural Institutions:
- ~~F.~~ G. Day Care:
- ~~G.~~ H. Emergency Services: Facilities that provide protection to a district or entity, together with the incidental storage and maintenance of necessary vehicles. Typical uses include fire stations, police stations and ambulance services.
- ~~H.~~ I. Postal Service:
- ~~I.~~ J. Religious Institutions: Places of religious worship such as synagogues, temples, mosques, meeting houses, churches and other nonresidential places of worship<sup>1</sup>. They may include related accessory uses such as offices, classrooms, auditoriums, social halls, gymnasiums,

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<sup>1</sup> Consistent with ORS 215.441(1)



meal programs, child care, affordable housing or space for affordable housing in a building that is detached from the place of worship as defined by ORS 215.441(1)(A), provided the housing or space for housing complies with the applicable land use regulations and meets the standards and criteria for residential development in the underlying zone.

~~J.~~ K. Seasonal Shelter. A building or portion thereof operated for the purpose of providing temporary shelter for people experiencing homelessness.

~~J.~~ L. Schools:

~~K.~~ M. Social/Fraternal Clubs/Lodges: Typical uses include meeting places for civic clubs, lodges, or fraternal or veteran organizations.

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#### **§ 17.12.210 MEANING OF SPECIFIC WORDS AND TERMS.**

T1. **TEMPORARY USE.** A use that is: 1) seasonal or directed toward a specific event; 2) occasioned by an unforeseen event; or 3) sales offices and model homes for the sale of homes.

T2. **TEMPORARY USE PERMIT.** A permit for a use that is temporary in nature. Temporary Use Permits are required for uses such as seasonal shelters and seasonal businesses (including Christmas tree lots and firework stands).

~~T2.~~ T3. **TRANSIT STREET.**

~~T3.~~ T4. **TRANSIT-ORIENTED USES.**

~~T4.~~ T5. **TREE-RELATED DEFINITIONS.**

## EXHIBIT B

Planning Commission Findings and Decision #2019-11

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**Planning Commission Findings and Decision Number 2019-11  
To Recommend Approval of an Ordinance to Amend Forest Grove  
Development Code Article 3 *Zoning Districts*, Article 5 *Special Provisions*, and  
Article 12 *Use Categories and Definitions* to Permit Seasonal Shelters in the Town  
Center and Community Commercial Zoning Districts**

File Number 311-19-000017-PLNG

**WHEREAS**, the City recognizes that providing opportunities for shelter and services to persons experiencing homelessness within Washington County requires a high level of coordination between services, facilities, policies, and enforcement; and

**WHEREAS**, the City is committed to providing support for individuals experiencing homelessness to help ensure their safety and well-being; and

**WHEREAS**, no legally-sanctioned seasonal shelter is currently permitted in the city; and

**WHEREAS**, notice of the proposed Development Code amendments were provided to the Department of Land Conservation and Development (DLCD) on July 9, 2019; and

**WHEREAS**, notice of the Planning Commission hearing on this ordinance was published in the *Forest Grove News-Times* on August 14, 2019; and

**WHEREAS**, the Planning Commission held a public hearing on the proposed amendments on August 19, 2019; and

The City of Forest Grove Planning Commission does hereby recommend to the City Council approval of the Development Code amendments as provided in Exhibit A, making the following specific findings in support of this decision:

Development Code §17.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

**A. The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and**

No specific Comprehensive Plans goals or policies pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Forest Grove Comprehensive Plan - Community Sustainability Goals and Policies**

Community Sustainability Goal #21: Promote efforts to improve access to housing meeting household needs.

Community Sustainability Policy Measure #11: Ensure that needed housing for all segments of the population in the community is met through land use policy.

Finding: Providing a seasonal shelter would provide short-term temporary housing to those in need due to economic or other circumstances.

**Forest Grove Comprehensive Plan - Housing Goals and Policies**

Housing Goal #4: Provide and maintain an adequate supply of affordable housing opportunities.

Policy 4.2: Promote the provision of housing assistance to low- and moderate-income individuals in Forest Grove through the Washington County Community Development Block Grant and HOME Investment Partnership programs.

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

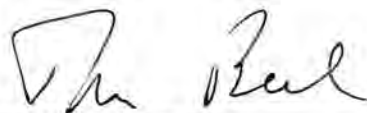
**B. The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.**

No specific statewide and regional planning goals, programs or rules pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

*Statewide Planning Goal 10 Housing – To provide for the housing needs of citizens of the state.*

**Metro Regional Framework Plan Policy 1.3 Housing Choices and Opportunities**

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.



TOM BECK, Chair

8-21-17

Date

## EXHIBIT C

Planning Commission Meeting Minutes  
(draft) of August 19, 2019



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**Planning Commission  
Community Auditorium  
1915 Main Street, Forest Grove, OR  
Monday, August 19<sup>th</sup>, 2019, 7:00 pm**

**1. CALL TO ORDER:**

Chair Tom Beck called the meeting to order at 7:00 p.m. Roll Call:

**Planning Commission Present:** Tom Beck, Chair; Commissioners Lisa Nakajima, Ginny Sanderson, and Dale Smith.

**Planning Commission Excused:** Phil Ruder, Vice Chair; Commissioners Sebastian Bannister Lawler and Hugo Rojas.

**Staff Present:** James Reitz, Senior Planner; Dan Riordan, Long Range Planner; Bryan Pohl, Community Development Director; Cassi Bergstrom, Planning Commission Coordinator

**2. PUBLIC MEETING:**

**A. PUBLIC COMMENT PERIOD FOR NON-AGENDA ITEMS:**

None.

**B. PUBLIC HEARING:**

**(1.) File No. 311-19-000017-PLNG – Amendment to Development Code Article 3 Zoning Districts, Article 5 Special Provisions, and Article 12 Use Categories and Definitions to permit Seasonal Shelters in the Town Center and Community Commercial zoning districts**

Chair Beck opened the legislative public hearing at 7:00 p.m., calling for the staff report.

Senior Planner James Reitz gave the staff report, informing the Commissioners that City Council has directed staff to prepare an ordinance to regulate temporary seasonal shelters as currently there is no Development Code to regulate and define temporary uses and seasonal shelters specifically. Severe weather shelters are not incorporated into the Development Code, but will be drafted and prepared to be defined and regulated within the Forest Grove City Code for the City Manager's review. The City's goal is to make the permitting process for the shelter as simple and timely as possible.

Mr. Reitz went over the submittal requirements for the temporary use permits. Review criteria include parking, access/circulation, compliance with fire life safety building codes, and located within the Community Commercial (CC) or Town Center (TC) zoning districts. These temporary use permits are applicable to stands as well, such as Christmas tree stands, firework stands, etc. Seasonal shelters exclusively will be defined as to their intent and permitting conditions within Article 5 and 12 of the Development Code for clarity.

Chair Tom Beck questioned the definition of seasonal shelters, the time limit suggested, and the limited zoning districts the City was imposing due to the fact that some churches are not located within the allowable zoning districts. Community Development Director Bryan Pohl explained that staff has been directed by City Council to allow temporary use permits in the TC and CC zoning districts.

Commissioner Nakajima commented that a seasonal shelter has the risk of operating for profit as it is currently defined. Commissioners discussed the civic use category and including a condition of being non-profit.

Chair Beck suggested similar language for conditional use permits be used regarding returning the condition of the site back to its original use.

#### **CORRESPONDENCE:**

A handout was received at the meeting with information regarding the West Washington County Winter Shelter.

#### **PROPOSERS:**

##### **Michael Terhorst, Cherry Grove, OR:**

Mr. Michael Terhorst came to the front, informing the Commission that he is the Site Coordinator for the United Church of Christ in Forest Grove. Mr. Terhorst is very grateful for this review process of the ministry. The suggestion of running the seasonal shelters to the end of the month would be helpful, as well as increasing the annual maximum of days from 35 to 40 days. Sometimes there is a conflict with events happening at the shelter locations, and the various churches will substitute for one another. The permitting condition stating "a seasonal shelter may be open not more than two (2) days per week" could provide a barrier to the ministry they are providing. Having seasonal shelters available will benefit everyone in the community, with a broader focus being affordable housing and working towards a solution.

Commissioner Nakajima asked Mr. Terhorst to explain the 'Family Promise' organization. Mr. Terhorst explained that it is an organization with a focus on family that can stay for up to a week at a time with roots in Community Action.

Commissioner Sanderson asked Mr. Terhorst if he had any comments on the permitting process the City is proposing, and Mr. Terhorst responded that they can do it rather easily.

**Celeste Goulding, Gaston, OR:**

Ms. Celeste Goulding came to the front, explaining that she is the manager for seasonal shelters in the western Washington County area. Ms. Goulding agrees with all of Mr. Terhorst's suggestions and comments. Ms. Goulding gave her background, explaining she is a Masters level social worker.

Ms. Goulding explained that most of the staff for seasonal shelters are volunteers, and having more options available to host the shelters would be the most humane action. The 'Family Promise' organization would not fall under the temporary seasonal shelter ordinance.

**OPPONENTS:**

None.

**OTHER:**

None.

Chair Beck closed the public hearing at 7:44 p.m.

**COMMISSIONER DISCUSSION:**

Chair Beck questioned the City as to why a temporary shelter only qualifies during the winter and not the rest of the year.

Director Bryan Pohl explained that the City Council has directed staff to focus on the seasonal shelters and their locations. There are other avenues to address year-round sheltering for homelessness.

Commissioner Nakajima suggested omitting the two day limitation, and extending the maximum number of days to 45 days. Commissioners discussed the location of the temporary seasonal shelters, and the limitation of the zoning. Commissioners had Ms. Celeste Goulding come forward and explain the release procedure. Ms. Goulding explained they do "sweeps" within 2-4 blocks of the shelter to make sure the homeless population are not gathering in residential areas. It is almost never a problem as the homeless head straight to the transit lines, and transit lines need to be close by for their homeless guests with disabilities and difficulties walking.

Commissioners discussed the options and concluded amending these conditions:

- Extend the maximum number of days for a seasonal shelter to be open to 45 days;
- Omit the limitation of two (2) days per week a shelter can be open in one location;
- Change the open dates to November 1 – March 31<sup>st</sup>;
- Include language from conditional use permit to restore site to its original condition when the temporary use ends;



- To include all 501(c)3 charitable organizations for allowance to operate seasonal shelters

**Commissioner Sanderson moved a motion to recommend to City Council with the discussed amendments for file number 311-19-000017-PLNG – Amendment to Development Code Article 3 *Zoning Districts*, Article 5 *Special Provisions*, and Article 12 *Use Categories and Definitions* to permit seasonal shelters in the Town Center and Community Commercial zoning districts. Commissioner Nakajima seconded the motion.**

**Roll Call Vote on Motion: AYES: Chair Beck; Commissioners Nakajima, Sanderson, and Smith. NOES: None. ABSENT: Vice Chair Ruder; Commissioners Bannister-Lawler and Rojas. MOTION CARRIED 4-0.**

**(2.) File No. 311-19-000016-PLNG – Comprehensive Plan text amendment to add the 2019 Housing Needs Analysis Update as a technical appendix**

Long Range Planner Dan Riordan gave a staff report using a Power Point presentation, explaining the purpose of having a public hearing for the update to the Housing Needs Analysis (HNA) that was adopted in 2009. The City was provided funding for a consultant with expertise to prepare the HNA update, and tonight the Planning Commission will make a recommendation whether City Council should accept the update.

Mr. Riordan gave the background of the project and the participants selected for the advisory committee. An inventory of the housing types and demand projections was provided, and the HNA update covers the period from 2019 to 2039. The population in Forest Grove is expected to increase by about 9,600 people over the next 20 years, making an additional 3,400 housing units needed for the expected growth. Overall, the UGB appears adequate to address housing needs during the 20 year planning period.

Currently, expanding the supply of approved subdivision lots is constrained by the lack and cost of infrastructure needed to serve the areas, as well as the lack of desire for property owners to annex into the City. Mr. Riordan went over some policy considerations to help promote needed housing. Policy considerations include establishing a Construction Excise Tax to incentivize affordable housing, revising System Development Charge methodology, cottage/cluster housing development standards, reduce parking requirements, and reduce the cost of development. Director Bryan Pohl explained the calculation of the Construction Excise Tax and how it is utilized.

Staff recommends the Planning Commission approve a motion recommending City Council acceptance of the HNA update and Council adopt an ordinance amending the Forest Grove Comprehensive Plan to include the HNA update as a technical appendix. Commissioner Nakajima recommended the City address within the HNA

the new apartment units that were built in 2017-2018 with a footnote.

**Commissioner Nakajima moved a motion to recommend to City Council for file number 311-19-000016-PLNG – Acceptance of the Housing Needs Analysis update with the edit in the footnote and Council adopt ordinance for amendment of the Comprehensive Plan text to add the 2019 Housing Needs Analysis Update as a technical appendix. Commissioner Sanderson seconded the motion.**

**Roll Call Vote on Motion: AYES: Chair Beck; Commissioners Nakajima, Sanderson, and Smith. NOES: None. ABSENT: Vice Chair Ruder; Commissioners Bannister-Lawler and Rojas. MOTION CARRIED 4-0.**

**C. ACTION ITEMS:**

None.

**D. WORK SESSION ITEMS:**

None.

**3. BUSINESS MEETING:**

**A. APPROVAL OF MINUTES:**

Commissioner Smith moved to approve the minutes of the July 1<sup>st</sup>, 2019 meeting. Commissioner Nakajima seconded. Motion passed 4-0.

**B. REPORTS FROM COMMISSIONERS/SUBCOMMITTEES:**

None.

**C. DIRECTOR'S REPORT:**

Director Bryan Pohl gave an update from the City Council meeting on August 12<sup>th</sup> regarding the appeal of the Dollar General. The appeal was upheld, and in speaking with the applicant they will not be appealing the decision. City Council has indicated to staff that the Neighborhood Mixed Use zoning definition needs to be clarified as far as a Village Center. There will be a work session held on September 23<sup>rd</sup> to discuss next steps.

Chair Beck suggested the Council think about what the City can do when a project might result in greater pedestrian traffic is applied for, but the street is not within City jurisdiction. The City needs to allocate funds for a solution to the pedestrian traffic.

James Reitz gave an update on the fence variance at Ivy Crest Court, stating the issue is resolved.

Mr. Reitz informed the Commission that there is a pre-application meeting scheduled regarding a proposed subdivision at Thatcher Road/Watercrest Road. Staff is not sure if this will be a subdivision or a planned development as of yet.

**D. ANNOUNCEMENT OF NEXT MEETING:**

The next meeting is to be determined.

**E. ADJOURNMENT:**

The meeting was adjourned at 8:39 p.m.

Respectfully submitted by:

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Cassi Bergstrom  
Planning Commission Coordinator



## EXHIBIT D

Planning Commission Staff Report dated August 19, 2019



# Development Code Text Amendments Staff Report and Recommendation

Community Development Department, Planning Division

**REPORT DATE:** August 9, 2019

**HEARING DATE:** August 19, 2019

**REQUEST:** Legislative amendments to the Forest Grove Development Code To Permit Seasonal Shelters in the Town Center and Community Commercial Zoning Districts

**FILE NUMBER:** 311-19-000017-PLNG

**PROPERTY LOCATION:** Not applicable

**LEGAL DESCRIPTION:** Not applicable

**APPLICANT:** City of Forest Grove

**APPLICABLE STANDARDS AND CRITERIA:** City of Forest Grove Development Code:  
§17.1.700 et. seq. *Legislative Land Use Decision*  
§17.2.600 et. seq. *Development Code Text Amendment*

**REVIEWING STAFF:** James Reitz, AICP, Senior Planner  
Dan Riordan, Senior Planner  
Bryan Pohl, Community Development Director

**RECOMMENDATION:** Staff recommends approval of the proposed amendments listed in the attached Exhibit A, as well as any revisions found appropriate by the Planning Commission.

## I. BACKGROUND

For the past several years, some local religious institutions have regularly opened their doors once or twice a week to provide shelter to the homeless over the November through March period. However, the City does not at present have any code defining what constitutes a seasonal shelter and under what circumstances such a shelter should be allowed.

The proposed ordinance would create a new land use review process for Temporary Uses. They would be defined as "seasonal or short-term in nature" and would be processed using a Type I procedure.

A seasonal shelter would be one such temporary use. The proposed ordinance would also allow shelters hosted by religious institutions in both Town Center zoning districts and the Community Commercial zoning district, for a four-month period between November 15 and March 15.

Public notice of this proposal was provided to the Department of Land Conservation and Development (DLCD) on July 9, 2019, and was published in the *News Times* on August 14, 2019. As of the date of this report, DLCD staff has not commented, and no comments have been received from the public.

## II. PROPOSED AMENDMENTS

Proposed new text in attached Exhibit A is underlined, while text proposed to be deleted is ~~struck through~~.

In summary, the proposed Development Code amendments would:

1. Create a new Land Use Review process in Article 2 for *Temporary Uses*. They would be processed using a Type I procedure.
2. Submittal Requirements and Review Criteria would be established. The Director would have authority to impose conditions to minimize adverse effects.
3. Temporary Uses would be defined in Article 12 as "a use that is temporary in nature..." Examples include seasonal shelters and seasonal businesses. The City has long issued permits for seasonal businesses (such as fireworks stands and Christmas tree vendors) without having a formal process in place to do so.
4. Seasonal Shelters hosted by religious institutions would be Limited Uses in the Town Center and Community Commercial zoning districts. In addition to the Land Use Review process, shelters would have to comply with new §17.5.600 *Seasonal Shelters*. They could only be open two days a week between November 15 and March 15, for a maximum of 35 days annually. At present, there are four religious institutions in the TCC, TCT and CC zoning districts where a seasonal shelter could locate under this proposal.

Recognizing that extreme weather events can occur outside the November 15 - March 15 period, additional language has been proposed to amend the Forest Grove Code (FGC) to provide for severe weather shelters. These would be open only on an as-needed basis, during both extreme cold and hot weather events, and would not be restricted to use by the homeless (e.g., during a heat wave a shelter could offer relief to anyone without home air conditioning). Due to their very limited duration, and because the City's approval action would need to be taken quickly, this code would not be included in the Development Code, but would instead become new FGC Title IX Chapter 94 *Severe Weather Shelters*. As the Planning Commission does not make recommendations regarding the FGC, the proposed text is included in Exhibit B only for reference purposes.

## III. APPROVAL CRITERIA AND FINDINGS

Development Code §17.2.630 *Review Criteria* lists two standards to be satisfied to adopt a text amendment:

- A. **The text amendment is consistent with relevant goals and policies of the Forest Grove Comprehensive Plan; and**

No specific Comprehensive Plans goals or policies pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Forest Grove Comprehensive Plan - Community Sustainability Goals and Policies**

Community Sustainability Goal #21: Promote efforts to improve access to housing meeting household needs.

Community Sustainability Policy Measure #11: Ensure that needed housing for all segments of the population in the community is met through land use policy.

Finding: Providing a seasonal shelter would provide short-term temporary housing to those in need due to economic or other circumstances.

**Forest Grove Comprehensive Plan - Housing Goals and Policies**

Housing Goal #4: Provide and maintain an adequate supply of affordable housing opportunities.

Policy 4.2: Promote the provision of housing assistance to low- and moderate-income individuals in Forest Grove through the Washington County Community Development Block Grant and HOME Investment Partnership programs.

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

**B. The text amendment is consistent with relevant statewide and regional planning goals, programs and rules.**

As above, no specific statewide and regional planning goals, programs or rules pertain directly to the provision of seasonal shelters. The following goals and policies tangentially apply.

**Statewide Planning Goal 10 Housing – To provide for the housing needs of citizens of the state.**

**Metro Regional Framework Plan Policy 1.3 Housing Choices and Opportunities**

Finding: Providing a seasonal shelter in Forest Grove would, in combination with shelters provided by other Washington County cities, provide short-term temporary housing assistance to low-income individuals.

**IV. ALTERNATIVES**

The Planning Commission may recommend that the City Council approve the proposal as submitted, approve it with modifications, deny it, or the Commission may continue deliberations to a date certain.

## **V. RECOMMENDATION**

Based on the findings above, staff recommends approval of the proposed amendments listed in attached Exhibit A as well as any revisions found appropriate by the Planning Commission.

## **VI. LIST OF EXHIBITS**

The following exhibits were received, marked, and entered into the record as evidence for this application at the time this staff report was written. Exhibits received after the date of this report will be marked beginning with the next consecutive letter and will be entered into the record at the time the public hearing is opened, prior to oral testimony.

|                  |                                                              |
|------------------|--------------------------------------------------------------|
| <b>Exhibit A</b> | Proposed Development Code Text Amendments                    |
| <b>Exhibit B</b> | Proposed Severe Weather Shelter Forest Grove Code Amendments |

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## **NOTICE OF PUBLIC HEARINGS FOREST GROVE CITY COUNCIL**

**NOTICE IS HEREBY GIVEN** that the Forest Grove City Council will hold a Public Hearing on **Monday, September 9, 2019, 7:00 p.m.** or thereafter, in the Community Auditorium, 1915 Main Street, Forest Grove, to consider enacting the following proposals. The proposed ordinances, if enacted by the City Council, would take effect 30 days immediately after enactment unless City Council declares an emergency; **File No. 311-19-000017-PLNG**

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- ORDINANCE TO AMEND DEVELOPMENT CODE ARTICLE 3 *ZONING DISTRICTS*, ARTICLE 5 *SPECIAL PROVISIONS*, AND ARTICLE 12 *USE CATEGORIES AND DEFINITIONS* TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER AND COMMUNITY COMMERCIAL ZONING DISTRICTS

The City Council will consider this proposal and base its decision on the following review criteria. Comments in response to this proposal must address these specific review criteria:

Development Code Text Amendments (DC §17.2.630)

- A. The text amendment is consistent with the relevant goals and policies of the Forest Grove Comprehensive Plan.
  - B. The text amendment is consistent with the relevant statewide and regional planning goals, program and rules.
- 

- ORDINANCE TO AMEND FOREST GROVE CODE TITLE III *ADMINISTRATION* TO ADOPT NEW CHAPTER 38 *SEVERE WEATHER SHELTERS*. SEVERE WEATHER SHELTERS WOULD BE PERMITTED IN THE TOWN CENTER AND COMMUNITY COMMERCIAL ZONING DISTRICTS
- 

The hearings are open to the public and interested parties are encouraged to attend. A copy of the staff report and proposed ordinances are available for inspection seven days prior to the hearing at the City Recorder's Office or by visiting the City's website at [www.forestgrove-or.gov](http://www.forestgrove-or.gov). Written comments or testimony may be submitted at the hearing or sent to the attention of the City Recorder's Office, P. O. Box 326, 1924 Council Street, Forest Grove, OR 97116, prior to the hearing. Information pertaining to these proposals may be obtained from Senior Planner James Reitz, Community Development Department, 1924 Council Street, (503) 992-3233, between 9 a.m. and 5 p.m. ([jreitz@forestgrove-or.gov](mailto:jreitz@forestgrove-or.gov)).

Anna D. Ruggles, CMC, City Recorder  
City of Forest Grove

**FG NewsTimes 09/04/2019**

# Pamplin MediaGroup

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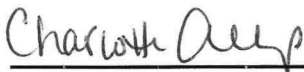
## AFFIDAVIT OF PUBLICATION

State of Oregon, County of Washington, SS I,  
Charlotte Allsop, being the first duly sworn,  
depose and say that I am the Accounting  
Manager of the **Forest Grove News Times**,  
a newspaper of general circulation, serv-  
ing Forest Grove in the aforesaid county  
and state, as defined by ORS 193.010 and  
193.020, that

**City of Forest Grove**  
**NOTICE OF PUBLIC HEARINGS FOREST**  
**GROVE CITY COUNCIL Monday, September**  
**9, 2019, 7:00 p.m.**

**Ad#: 126307**

A copy of which is hereto annexed, was  
published in the entire issue of said  
newspaper(s) for 1 week(s) in the  
following issue(s):  
**09/04/2019**



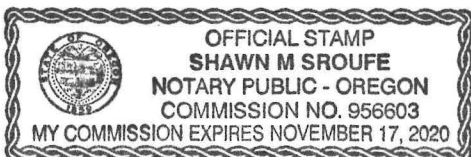
Charlotte Allsop (Accounting Manager)

Subscribed and sworn to before me this  
09/04/2019.



NOTARY PUBLIC FOR OREGON

Acct #: 104052  
**Attn: Anna Ruggles**  
FOREST GROVE, CITY OF  
PO BOX 326  
FOREST GROVE, OR 97116



## NOTICE OF PUBLIC HEARINGS FOREST GROVE CITY COUNCIL

**NOTICE IS HEREBY GIVEN** that the Forest Grove  
City Council will hold a Public Hearing on **Monday, September 9, 2019, 7:00 p.m.** or thereafter, in the Community Auditorium, 1915 Main Street, Forest Grove, to consider enacting the following proposals. The proposed ordinances, if enacted by the City Council, would take effect 30 days immediately after enactment unless City Council declares an emergency; **File No. 311-19-000017-PLNG**

- **ORDINANCE TO AMEND DEVELOPMENT CODE ARTICLE 3 ZONING DISTRICTS, ARTICLE 5 SPECIAL PROVISIONS, AND ARTICLE 12 USE CATEGORIES AND DEFINITIONS TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER AND COMMUNITY COMMERCIAL ZONING DISTRICTS**

The City Council will consider this proposal and base its decision on the following review criteria. Comments in response to this proposal must address these specific review criteria:

### Development Code Text Amendments (DC §17.2.630)

- A. The text amendment is consistent with the relevant goals and policies of the Forest Grove Comprehensive Plan.
- B. The text amendment is consistent with the relevant statewide and regional planning goals, program and rules.

- **ORDINANCE TO AMEND FOREST GROVE CODE TITLE III ADMINISTRATION TO ADOPT NEW CHAPTER 38 SEVERE WEATHER SHELTERS. SEVERE WEATHER SHELTERS WOULD BE PERMITTED IN THE TOWN CENTER AND COMMUNITY COMMERCIAL ZONING DISTRICTS**

The hearings are open to the public and interested parties are encouraged to attend. A copy of the staff report and proposed ordinances are available for inspection seven days prior to the hearing at the City Recorder's Office or by visiting the City's website at [www.forestgrove-or.gov](http://www.forestgrove-or.gov). Written comments or testimony may be submitted at the hearing or sent to the attention of the City Recorder's Office, P. O. Box 326, 1924 Council Street, Forest Grove, OR 97116, prior to the hearing. Information pertaining to these proposals may be obtained from Senior Planner James Reitz, Community Development Department, 1924 Council Street, (503) 992-3233, between 9 a.m. and 5 p.m. ([jreitz@forestgrove-or.gov](mailto:jreitz@forestgrove-or.gov)).

Anna D. Ruggles, CMC, City Recorder  
City of Forest Grove  
Publish September 4, 2019

FGNT126307



Date: **SEPTEMBER 9, 2019**

Agenda Item: **8. A.**

Subject: **PUBLIC HEARING AND FIRST READING OF ORDINANCE NO. 2019-10 AMENDING DEVELOPMENT CODE ARTICLE 2 LAND USE, ARTICLE 3 ZONING DISTRICTS, ARTICLE 5 SPECIAL PROVISIONS, AND ARTICLE 12 USE CATEGORIES AND DEFINITIONS, TO PERMIT SEASONAL SHELTERS IN THE TOWN CENTER CORE (TCC), TOWN CENTER TRANSITION (TCT) AND COMMUNITY COMMERCIAL (CC) ZONING DISTRICTS; FILE NO. 311-19-000017-PLNG**

## **CITY COUNCIL MEETING**

### **Request to Testify at Public Hearing**

**Public Hearings – Public hearings are held on each matter required by state law or City policy. Anyone wishing to testify should sign-in for the Public Hearing prior to the meeting. The Mayor or presiding officer will review the complete hearing instructions prior to testimony. The Mayor or presiding officer will call the individual or group by the name given on the sign-in form. When addressing the Mayor and Council, please move to the witness table (center front of the room). Each person should speak clearly into the microphone and must state their first and last name and provided a mailing address for the record. All testimony is electronically recorded. In the interest of time, Public Hearing testimony is limited to three minutes unless the Mayor or presiding officer grants an extension. Written or oral testimony is heard prior to any Council action.**

*Please sign-in below to testify:*

**PROPOSERS:**

*(Please print legibly)*

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

*Eric Cannon ✓*  
*Michael Ferhous ✓*  
*DR RUSS DONDERO*  
*Brian Schimmel*  
*Celeste Stouling*

*1923 Elm ST FG*  
*9600 SW Summit Gaston 97119*  
*1506 Limpas Ln FG*  
*1166 33<sup>RD</sup> AVE*  
*13800 SW 40<sup>TH</sup> - GASTON*

**OPPONENTS:**

*(Please print legibly)*

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

**OTHERS:**

*(Please print legibly)*

**First & Last Name:**

**Address:**

**City, State & Zip Code:**

*Please continue on Page 2:*



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## OR Statewide Shelter Report

Winter/warming shelters are part of a crisis response system

### BEST PRACTICES | self assessment

References: 5 keys to Effective Emergency Shelter (diagram); Housing First Checklist

- ✓ Housing First: everyone experiencing homelessness who is in need of shelter can access it without prerequisites
- ✓ Housing-focused: work to assist all of those accessing shelter to secure permanent housing as expediently as possible
- ✓ Low-barrier approach: no barriers such as sobriety standards, pet restrictions, restrictions based on identification, income, background checks, and/or requirements for participation in programming
  - ✓ accommodate couples, those with pets, and secure guests' belongings.
  - ✓ "screen in" those who have higher needs
  - ✓ on-site services offered to engage shelter users into the mainstream housing and service system
- ✓ Screen shelter staff and volunteers using criminal background checks and interviews (no drug screens)
- ✓ Staffing sufficient to document data and service elements that help inform outcomes
- ✓ Staffing ratios sufficient to meet the needs of shelter guests; no fewer than two staff during over night shifts (1:15)
- Staff should be representative of the racial, ethnic, and gender identities of shelter users \*
- ✓ Staff competently trained and supervised in both culturally responsive and trauma-informed practices.
- ✓ Standards of practice around the recruitment, screening, training, and supervision of volunteers. (need to document)
- ✓ job descriptions outlining duties and schedule so that volunteers understand their permitted scope of work.
- ✓ Chains of command and communication clear when volunteers are requested perform duties outside of those listed.
- ✓ Volunteers receive orientation training that includes a crisis response protocol

and culturally responsive, trauma-informed practices

- ✔ Volunteers supervised regularly to promote efficacious delivery of services and modify duties if problems arise.
- ✔ Siting shelter consulted with local government zoning and land use authorities, fire marshals, emergency management agencies, police departments, and health authorities
- ✔ Reached out to neighborhood association and business community where the shelter will be located.
- ✔ Clear and accessible communication protocol when issues arise, shelter operator availability for regular meetings
- A documented plan for continuous monitoring and maintenance of public areas adjacent to the shelter (to date: job descriptions; permit)
- ✔ Plan for transporting guests to and from the shelter (via Trimet - bus passes provided to guests)

#### External design of the shelter

- ✔ • Adequate outside space to prevent guests from congregating on the sidewalk
- ✔ • Sufficient parking spaces
- ✔ • Windows and surveillance cameras to provide staff with clear lines of sight
- ✔ • Off-street areas for both smoking and pets
- ✔ • Adequate but non-intrusive exterior lighting
- ✔ • An exterior design that does not have an institutional appearance
- ✔ • Play area for children, as appropriate

#### Interior design

- ✔ • Accessibility issues for those with disabilities
- ✔ • Safe, clean, and secure places for sleeping, including some that can accommodate pets
- ✔ • Storage spaces for guests' belongings
- ✔ • Facilities for hygiene including bathrooms with sinks and showers
- ✔ • Office and meeting spaces that offer privacy for guests to meet with service staff
- ✔ • Spaces where nutritious food can be stored, prepared, and served in accordance to state and local laws
- ✔ Bonus: offer on-site laundry area, or identify alternatives nearby.

\* Attending to these considerations will better prepare shelter staff to address racial and other disparities among those seeking shelter.



# Item 6. A. & 6. B. Written Testimony 09/23/2019

**Anna Ruggles**

---

**From:** Brian Schimmel <[REDACTED]>  
**Sent:** Thursday, September 12, 2019 6:30 AM  
**To:** Anna Ruggles  
**Subject:** ORDINANCE NO. 2019-10  
**Attachments:** Council Letter - Shelter Ordinance Sep2019.pdf; OR Statewide Shelter Report FINAL 07.29.19 (002)[1].pdf; OR Statewide Shelter Report-Best Practices assessment[1].pdf; SEVERE-WEATHER-SHELTER-RESPONSE-PLAN.pdf

Hi Anna. I assume that written testimony for a public hearing goes through you. I would like to submit the attached references as written testimony for the second public hearing regarding ORDINANCE NO. 2019-10.

- Cover letter to the City Council
- Oregon Statewide Shelter Report
- Forest Grove Winter Shelter self-assessment of best practices reflected in the report
- WA Co. SWS Response Plan

Let me know if you have questions or could refer me to the appropriate process.

I've also shared these references with Bryan Pohl.

Brian Schimmel

**September 12, 2019**

Mayor and City Council  
1924 Council St  
Forest Grove, OR 97116



2224 15<sup>th</sup> Ave  
Forest Grove, OR 97116  
503-536-6755

**Dear Mayor and City Council,**

This letter is intended as written testimony and a follow up to Councilor Rippe's question at the September 9 hearing regarding Ordinance NO. 2019-10. Specifically, the definition or qualifications for a seasonal or severe weather shelter.

The State and County have established definitions for shelter in the following references (enclosed): Oregon Statewide Shelter Report (August 2019) and the Washington County SWS Response Plan. These documents can simply be referred to through the city's permit process.

The Forest Grove Winter Shelter already adheres to the SWS Plan and has implemented best practices outlined in the Statewide Shelter Report. A cursory self-assessment of those best practices was shared at the first public hearing and the summary is included in this testimony.

It is reasonable to expect that 'charitable organizations' interested in hosting a shelter should rely on these documents and reach out to the current Winter Shelter program for support. However, full compliance should not preclude an organization from opening a shelter.

I welcome the opportunity to further discuss the shelter references with the Council and/or City staff and look forward to enriching the outcomes of our local shelter program. Let me know if you have any questions or concerns.

Sincerely,

*Brian Schimmel*

Brian Schimmel  
Outreach Director  
Old Town Forest Grove  
(fiscal sponsor to Winter Shelter)

## OR Statewide Shelter Report

Winter/warming shelters are part of a crisis response system

### BEST PRACTICES | self assessment

References: 5 keys to Effective Emergency Shelter (diagram); Housing First Checklist

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and culturally responsive, trauma-informed practices

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- ✓ • An exterior design that does not have an institutional appearance
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- ✓ • Office and meeting spaces that offer privacy for guests to meet with service staff
- ✓ • Spaces where nutritious food can be stored, prepared, and served in accordance to state and local laws
- ✓ Bonus: offer on-site laundry area, or identify alternatives nearby.

\* Attending to these considerations will better prepare shelter staff to address racial and other disparities among those seeking shelter.





# OREGON STATEWIDE SHELTER STUDY

**August 2019**

Technical Assistance Collaborative  
31 St James Ave, Suite 950  
Boston, MA 02116





# Oregon Statewide Shelter Study

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# EXECUTIVE SUMMARY

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In the fall of 2018, Oregon Housing and Community Services (OHCS) contracted with the Technical Assistance Collaborative (TAC) to conduct a statewide shelter study. Among the goals of the study, OHCS hoped to better understand how to strengthen shelter policies and services in order to improve outcomes for people experiencing homelessness. As part of the study, TAC conducted focus groups in five different parts of the state, an online stakeholder survey, a webinar focused on rural/frontier areas, individual interviews with key stakeholders, a survey of winter/warming shelters, as well as analyzing over seven different sets of data.

Nationally, Hawaii, California, and Oregon had the highest rates of individuals experiencing homelessness, with 50 or more individuals experiencing homelessness per 10,000 individuals. According to HUD's 2018 Annual Homelessness Assessment Report, Oregon is one of four states in which more than half (61 percent) of all people experiencing homelessness were found in unsheltered locations.

The study found a gap in shelters for both families with children and individuals experiencing homelessness; this gap is best illustrated by the number of families with children and individuals experiencing unsheltered homelessness. To ensure no one remains unsheltered, TAC estimated an additional 5,626 beds would be needed. TAC also found particular need among certain subpopulations including people of color, persons who do not have documentation of citizenship, youth, families where one parent is male, and people who are LGBTQ.

In alignment with the OHCS Statewide Housing Plan, this report emphasizes that shelters should be part of an efficient and effective crisis response system that includes other components critical to preventing and ending homelessness including street outreach, diversion, rapid re-housing, coordinated entry, and permanent supportive housing, in addition to general expansion of affordable rental housing. When each of these components is available and working effectively as part of a local or regional Continuum of Care, a greater number of households are prevented from becoming homeless, will have shorter stays in shelters, and are less likely to return to homelessness. Some sheltering will likely always be needed, but the number of shelter beds necessary will decrease as the crisis response system becomes more effective.

In order to address the needs of families with children and individuals experiencing homelessness, the report makes recommendations including:

- Strategies for shelter expansion including navigation centers in Eugene and Salem, permanent shelters in counties with more than 100 people experiencing homelessness in the unsheltered PIT count, hotel/motel vouchers in rural counties with fewer households experiencing homelessness, and strategies to enhance winter/warming shelters.
- Strategies to support local expansion of shelters in exploring the Governor's declaration of emergency to OHCS and other state agencies, and providing technical assistance and training for local public and private entities seeking to expand their shelter capacity, as well as improve existing shelters.
- Strategies to enhance intergovernmental collaboration to end homelessness, including securing services for the significant subpopulations of those with serious mental illnesses and substance use disorders who are experiencing chronic and unsheltered homelessness.
- Strategies to support Community Action Agencies and Continuums of Care (CoC) to achieve best practices in homeless services delivery and optimal outcomes for people experiencing homelessness.
- Strategies to ensure OHCS' internal systems support best practices to end homelessness including recommendations regarding the EHA and SHAP programs.

These strategies are consistent with the OHCS's Statewide Housing Plan (SWHP), and will move the state forward on the specific SWHP priorities of addressing equity and racial justice, homelessness, and permanent supportive housing.

# BACKGROUND

---

In June 2018, the Oregon Housing and Community Services (OHCS) department issued a request for proposals (RFP) for a statewide shelter study that would accomplish three purposes:

- Assess the inventory of shelters, needs, and gaps in the system across Oregon.
- Study the associated costs, services, lengths of stay, subpopulations served, and shelter types, including year-round and seasonal shelter.
- Highlight best practices in Oregon and in other state, regional, and local systems, underscoring areas for future statewide training opportunities.

The department's goals in conducting the study included:

- Gaining a better understanding of how to strengthen shelter policies and services across local and regional crisis response systems to improve housing outcomes for people experiencing homelessness.
- Identifying barriers and opportunities in implementing a system-wide approach that includes both emergency shelters and alternative resources used as emergency shelters in communities with limited shelter capacity — aligning state goals for emergency shelters with community goals to end homelessness by encouraging low-barrier, safe, and housing-focused shelter.
- Gaining information and tools to form a more robust network of shelter providers that work collaboratively, share promising practices, and are synced with the broader affordable housing community.
- Incorporating recommendations on how OHCS, as a State Housing Finance Agency and provider of homeless services, can nurture a statewide shelter system that helps vulnerable individuals and families transition into permanent and sustainable affordable housing.

The Technical Assistance Collaborative (TAC) responded to the RFP and was selected to conduct this study.



# METHODOLOGY

TAC conducted a comprehensive assessment and analysis of Oregon's emergency shelter system using all available data from a range of stakeholders representing diverse emergency shelter systems and regions.

## DATA SOURCES

TAC used data from the following sources to inform this study:

- OHCS Shelters In Oregon (SIO): An inventory of shelters in Oregon with some descriptive information, compiled by OHCS Homeless Services staff.
- Point-in-time (PIT) 2018: A count of sheltered and unsheltered homeless persons on a single night in January. The U.S. Department of Housing and Urban Development requires that Continuums of Care (CoCs) conduct this count of sheltered and unsheltered homeless individuals and families biennially.
- Housing Inventory Count (HIC) 2018: A point-in-time inventory of beds and units that are dedicated by programs in a given CoC to serve persons experiencing homelessness. Specific program types include: emergency shelter, transitional housing, rapid re-housing (RRH), safe havens, permanent supportive housing, and other permanent housing.
- Systems performance data (2015–2018): HUD has developed seven system-level performance measures to help communities gauge their progress in preventing and ending homelessness.
- Emergency Housing Assistance (EHA)/State Housing Assistance Program (SHAP) spending and related information for the 2017–2019 biennium.
- Homelessness Management Information System (HMIS) data for Community Action Agencies (CAAs) and CAA recipient programs funded with EHA/SHAP monies.

## FOCUS GROUPS

TAC and its subcontractor, the Human Services Research Institute (HSRI), conducted five focus groups across the state in December 2018. OHCS invited to these focus groups all known emergency, warming, and winter operators; CAAs; and CoC administrators. Table 1 shows the location, date, and attendance of each focus group.

**Table 1: Oregon Statewide Shelter Study Focus Groups – December 2018**

| Location  | Date      | Participants                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|-----------|-----------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Pendleton | 12/5/2018 | Nine participants total, including individuals associated with the Rural Oregon CoC, a housing manager, a housing advocate, a representative from a winter shelter, and a representative from an all-volunteer warming shelter.                                                                                                                                                                                                                   |
| Portland  | 12/6/2018 | Fifteen participants total. This session divided into two groups: one serving Multnomah County and the other serving Clackamas and Washington counties. Participants were associated with the warming, severe weather, domestic violence shelters and family shelters, a faith-based family shelter, a youth shelter, and emergency shelters. Staff members from OHCS and Multnomah County's Joint Office on Homeless Services also participated. |
| Newport   | 12/7/2018 | Ten participants total, associated with area CAAs; emergency shelters for families, singles, women, and men; a warming center; a domestic violence shelter; transitional housing operators; and a men's seasonal shelter.                                                                                                                                                                                                                         |

# METHODOLOGY

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| Location | Date       | Participants                                                                                                                                                                                                                                                                     |
|----------|------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Roseburg | 12/11/2018 | Four participants total, associated with an area CAA and CoC; winter shelters; a warming center; youth shelters; youth host homes; transitional housing; a tiny home village; and recovery housing.                                                                              |
| Bend     | 12/12/2018 | Eight participants total, associated with emergency shelters for families, men, women, and those fleeing domestic violence or sex abuse and trafficking; warming shelters; transitional and supportive housing operators; a homeless Veterans service provider; and an area CAA. |

## ONLINE SURVEYS OF CAA AND COC STAKEHOLDERS

In order to gather information from those who were unable to attend a focus group, TAC developed an online survey instrument that OHCS disseminated to all CAAs and CoCs. During the two-week period in which the survey was open, 27 individuals participated.

## RURAL WEBINAR

TAC hosted an additional webinar in an effort to ensure input from rural CAAs, CoCs, and homeless providers. TAC asked the 12 webinar participants the same questions used in the focus groups and in the online survey. TAC combined this information with other input gathered to inform the findings in this report.

## ONLINE SURVEY OF PEOPLE WITH LIVED EXPERIENCE

OHCS conducted an online survey of people with lived experience. OHCS received 232 completed surveys from people with lived experience of homelessness. In addition to the 232 responses to the survey from people with lived experience, OHCS received 61 responses from allies or advocates. The information gathered in the survey is summarized later in this report, with additional information included in Appendix C.

## STAKEHOLDER INTERVIEWS

TAC conducted structured interviews with 15 key stakeholders with a state level perspective as identified by OHCS. TAC conducted these interviews via telephone and in-person between January 23 and February 15, 2019.

**Table 2: Stakeholder Interviews**

| Name                     | Organization                                       |
|--------------------------|----------------------------------------------------|
| Doug Carlson             | Community Planning & Development, Oregon HUD       |
| Annette Evans            | Washington County                                  |
| Sybil Hebb               | Oregon Law Center                                  |
| Molly Heiss              | Neighbor Impact (CAA)                              |
| Barb Higginbotham        | Community in Action (CAA)                          |
| Marc Jolin               | Multnomah County Joint Office of Homeless Services |
| Jimmy Jones              | Mid-Willamette Valley Community Action (CAA)       |
| Steve Manela             | Lane County Human Services                         |
| Representative Pam Marsh | Oregon Legislature                                 |

# METHODOLOGY

---

| Name              | Organization                                        |
|-------------------|-----------------------------------------------------|
| Janet Merrell     | Community Action Partnership of Oregon              |
| Matthew Rasmussen | Oregon Department of Human Services                 |
| Margaret Salazar  | Oregon Housing and Community Services               |
| Claire Seguin     | Oregon Housing and Community Services               |
| Vanessa Timmons   | Oregon Coalition Against Domestic & Sexual Violence |
| Jim Walker        | Oregon State Fire Marshall                          |

**Survey of Winter and Warming Shelters:** TAC completed a telephone survey with known winter and warming shelters in mid-November and early December 2018, with a 78 percent response rate (46 of 59). The survey instrument was developed in collaboration with OHCS staff and included 34 questions to gather information to classify the shelters by type and to catalogue the dates each facility opens and closes, hours of operation, number of beds, populations served, amenities, types of services and referrals made, staffing patterns, sources of funding, and client data tracked.

# STUDY FINDINGS

---

## HOW MANY SHELTER BEDS ARE THERE IN OREGON CURRENTLY?

**Table 3: Oregon Shelter Beds — 2018 Point In Time**

| Continuum of Care                                 | Emergency Shelter | Transitional Housing | Safe Haven |
|---------------------------------------------------|-------------------|----------------------|------------|
| OR-500 Eugene, Springfield/Lane County CoC        | 410               | 96                   | 0          |
| OR-501 Portland, Gresham/Multnomah County CoC     | 1742              | 587                  | 0          |
| OR-502 Medford, Ashland/Jackson County CoC        | 171               | 177                  | 0          |
| OR-503 Central Oregon CoC                         | 253               | 51                   | 0          |
| OR-505 Oregon Balance of State CoC                | 1495              | 1165                 | 0          |
| OR-506 Hillsboro, Beaverton/Washington County CoC | 97                | 120                  | 10         |
| OR-507 Clackamas County CoC                       | 6                 | 39                   | 0          |
| <b>Total 2018</b>                                 | <b>4174</b>       | <b>2235</b>          | <b>10</b>  |

As indicated in Table 3, the 2018 Oregon statewide Housing Inventory Count (HIC) reports 4,174 permanent emergency shelter beds. These include 1,234 beds for homeless households with at least one child, 2,837 beds for households without children, and 103 beds for children only.<sup>1</sup>

It is important to note that there is a significant range among the CoCs, with the Multnomah County (42 percent) and Balance of State (36 percent) CoCs accounting for over 75 percent of shelter beds. In the focus groups, there were complaints that the Clackamas and Washington Counties' lack of shelter beds "funneled" people experiencing homelessness into Multnomah County, with nearly 17 times the number of shelter beds.

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<sup>1</sup> 2018 HIC

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## SHELTER TYPES AND DEFINITIONS

**Emergency Shelter (ES):** A facility with the primary purpose of providing temporary shelter for people experiencing homelessness.

**Overflow Beds:** This is a term used by HUD in the Housing Inventory Chart (HIC). Overflow beds are available on an ad hoc or temporary basis during the year in response to demand that exceeds planned (year-round or seasonal) bed capacity.

**Safe Haven<sup>2</sup>:** A safe haven is a form of supportive housing that serves hard-to-reach homeless persons with severe mental illness who are on the street and have been unable or unwilling to participate in supportive services.

**Seasonal Beds:** This is a term used by HUD in the Housing Inventory Chart (HIC). Seasonal beds are not available year-round, but instead are available on a planned basis, with set start and end dates, during an anticipated period of higher demand.

**Winter Shelter:** Shelter beds that are open during the fall, winter, and spring, and are open night after night, no matter the forecast.

**Warming Shelter:** Additional shelter beds that open when severe weather hits to keep unsheltered people safe. Each community has differing weather forecast thresholds that determine when these open.

### Data Sources

The **Housing Inventory Count** (HIC) is an inventory of housing conducted annually by each CoC in the country during the last ten days in January. The HIC provides the number of beds and units available on the night designated for the count by program type, and includes beds dedicated to serve persons who are experiencing homelessness as well as persons in permanent supportive housing. Beginning in 2018, the HIC also identifies beds dedicated to serve specific sub-populations of persons. The HIC data for each CoC is available in Appendix D.

The **Shelters In Oregon** (SIO) report is a more informal report compiled by OHCS Homeless Programs staff which involves conducting a survey of known shelters. Staff do not require shelters to participate, and shelters do not provide all of the requested information. So, for example, the SIO provides the number of beds in some but not all shelters. The SIO provides information by county (which is important for state funding considerations), while the HIC provides information by CoC (which is important for HUD Homeless Assistance Program funding). The most updated SIO is available in Appendix E.

Each of these reports has been useful to understanding more about shelter in Oregon.

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<sup>2</sup> Note that HUD no longer supports this model.

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The HIC identified 608 “seasonal” shelter beds in addition to those listed in Table 3. However, TAC’s winter/warming shelter survey suggests that this number significantly undercounts winter/warming beds. The 46 programs surveyed<sup>3</sup> can accommodate at least 2,694 people (70 percent in warming shelters, 30 percent in winter shelters), or more than four times the number identified in the HIC. *Winter and warming shelters represent more than 40 percent of the shelter beds in Oregon.*

The OHCS Shelters In Oregon (SIO survey (see box and Appendix E indicates that 14 counties do not have emergency shelter programs, and that 10 of these counties also lack warming or winter shelters. However, nine of the ten reported fewer than 20 homeless households in the 2018 PIT. It is important to note that the SIO is likely not comprehensive, and that winter/warming shelters may have opened after the SIO survey results were compiled.

OHCS reports that zoning issues and community battles plague these warming shelters in multiple localities, and that local government is not always willing to support community-driven sheltering efforts. Legal Aid is taking note of communities with discriminatory or illegal practices related to siting shelters.

## HOW MANY PERSONS WERE EXPERIENCING HOMELESSNESS IN OREGON IN 2018?

As illustrated in Table 4, the 2018 PIT identified 3,757 households in emergency shelters including 2,752 individuals without children, 935 persons in households with children, and 70 unaccompanied children. Note that the PIT data for each CoC is available in the CoC Profile provided in Appendix D.

**Table 4: Persons Experiencing Homelessness – 2018 Point in Time Count**

| Population                               | Emergency Shelter |            | Transitional Housing |            | Unsheltered |            | Total        |             |
|------------------------------------------|-------------------|------------|----------------------|------------|-------------|------------|--------------|-------------|
| Persons in Households without children   | 2752              | 73%        | 1177                 | 66%        | 6891        | 77%        | 10820        | 75%         |
| Persons in Households with children      | 935               | 25%        | 589                  | 33%        | 1813        | 20%        | 3337         | 23%         |
| Persons in Households with only Children | 70                | 2%         | 28                   | 2%         | 221         | 3%         | 319          | 3%          |
| <b>Total</b>                             | <b>3757</b>       | <b>26%</b> | <b>1794</b>          | <b>12%</b> | <b>8925</b> | <b>62%</b> | <b>14476</b> | <b>100%</b> |

The PIT found more than twice as many unsheltered households (7,092) as households in emergency shelters. Of the 7,092 unsheltered households, 6,266 (88 percent) were households without children, 606 (9 percent) were households with children, and 220 (3 percent) were unaccompanied children. Given the challenge of identifying all unsheltered persons in Oregon’s vast parks, it is likely the PIT undercounts people experiencing homelessness. Some national organizations estimate that the number of homeless individuals is 2.5 to 10.2 times greater than can be obtained using a PIT count.<sup>4</sup>

Nationally, Hawaii, California, and Oregon had the highest rates of individuals experiencing homelessness, with 50 or more individuals experiencing homelessness per 10,000 individuals.<sup>5</sup> According to HUD’s 2018 Annual Homelessness Assessment Report, Oregon is one of four states in which more than half (61 percent) of all people

<sup>3</sup> 59 total warming/winter shelter programs were identified, but only 46 responded to the survey.

<sup>4</sup> <https://nlchp.org/wp-content/uploads/2018/10/HUD-PIT-report2017.pdf>

<sup>5</sup> 2018 AHAR



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experiencing homelessness were found in unsheltered locations. Higher rates of unsheltered homelessness on the West Coast can be attributed to lack of shelter capacity, rising costs of rental housing, stagnant incomes for low-wage workers, and a decline in federal support for affordable housing. Whereas on the East Coast, climate and past litigation have influenced substantial investments into shelter bed capacity, and as such, these variables have not influenced the community's efforts to keep up with the need.<sup>6</sup>

## IS HOMELESSNESS CONCENTRATED IN PARTICULAR COUNTIES? DO ALL COUNTIES HAVE PEOPLE EXPERIENCING HOMELESSNESS?

Table 5 illustrates the number of sheltered and unsheltered households experiencing homelessness by county. While concentrated in certain counties, almost no county has escaped this issue. However, it is important to note that three counties have both the highest number and percentage of households experiencing homelessness: Multnomah (4,177 or 30 percent of homelessness statewide), Lane (1,529 or 11 percent) and Marion (1,049 or 8 percent). Other counties each range from zero to 5 percent.

It is important to note that a “zero” means that the CoC or the CAA did not count homeless individuals or families on the particular night the Point In Time was conducted. This does not mean that there are no homeless families or individuals in that county, but may reflect a lack of capacity to conduct a complete count over a large area on that day. It may also mean that there are families or individuals who are lacking permanent housing but who are staying with friends or family – for example – and do not meet HUD’s homeless definition for purposes of the PIT count.

**Table 5: Sheltered and Unsheltered by CAA and County<sup>7</sup>**

| County     | CoC | CAA     | Sheltered |     | Unsheltered |      | Total | %   |
|------------|-----|---------|-----------|-----|-------------|------|-------|-----|
| Multnomah  | 501 | MULTCO  | 2509      | 60% | 1668        | 40%  | 4177  | 30% |
| Lane       | 500 | LANE    | 526       | 34% | 1003        | 66%  | 1529  | 11% |
| Marion     | 505 | MWVCAA  | 754       | 72% | 295         | 28%  | 1049  | 8%  |
| Jackson    | 502 | ACCESS  | 369       | 58% | 264         | 42%  | 633   | 5%  |
| Josephine  | 505 | UCAH    | 60        | 9%  | 590         | 91%  | 650   | 5%  |
| Clatsop    | 505 | CAT     | 18        | 3%  | 662         | 97%  | 680   | 5%  |
| Deschutes  | 503 | NIMPACT | 207       | 30% | 494         | 70%  | 701   | 5%  |
| Yamhill    | 505 | YCAP    | 223       | 45% | 270         | 55%  | 493   | 4%  |
| Clackamas  | 507 | CCSS    | 151       | 30% | 346         | 70%  | 497   | 4%  |
| Washington | 506 | CAO     | 175       | 32% | 369         | 68%  | 544   | 4%  |
| Coos       | 505 | ORCAA   | 0         | 0%  | 397         | 100% | 397   | 3%  |
| Douglas    | 505 | UCAH    | 233       | 50% | 230         | 50%  | 463   | 3%  |
| Tillamook  | 505 | CAT     | 86        | 37% | 145         | 63%  | 231   | 2%  |
| Benton     | 505 | CSC     | 139       | 48% | 148         | 52%  | 287   | 2%  |
| Hood River | 505 | MCCAC   | 31        | 44% | 39          | 56%  | 70    | 1%  |

<sup>6</sup> West Coast Homeless Rates (<https://www.oregoncf.org/Templates/media/files/reports/OregonHomelessness.pdf>) & Homelessness in Oregon in 2019 (<https://dailycaller.com/2018/06/21/unsheltered-homeless-west-coast/>)

<sup>7</sup> The data available by county is for 2017: [https://public.tableau.com/profile/oregon.housing.and.community.services#/vizhome/InformationDashboardPITCount\\_1/Point-in-TimeCount](https://public.tableau.com/profile/oregon.housing.and.community.services#/vizhome/InformationDashboardPITCount_1/Point-in-TimeCount). The data in Table 4 is from the 2018 Point in Time and is available for CoCs but not by county. This explains the variation in the data.

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| County        | CoC | CAA     | Sheltered   |     | Unsheltered |      | Total        | %           |
|---------------|-----|---------|-------------|-----|-------------|------|--------------|-------------|
| Polk          | 505 | MWVCAA  | 45          | 44% | 57          | 56%  | 102          | 1%          |
| Malheur       | 505 | CinA    | 43          | 28% | 108         | 72%  | 151          | 1%          |
| Columbia      | 505 | CAT     | 69          | 44% | 89          | 56%  | 158          | 1%          |
| Curry         | 505 | ORCAA   | 0           | 0%  | 161         | 100% | 161          | 1%          |
| Linn          | 505 | CSC     | 113         | 63% | 67          | 37%  | 180          | 1%          |
| Lincoln       | 505 | CSC     | 26          | 14% | 160         | 86%  | 186          | 1%          |
| Klamath       | 505 | KLCAS   | 114         | 59% | 78          | 41%  | 192          | 1%          |
| Wasco         | 505 | MCCAC   | 39          | 20% | 156         | 80%  | 195          | 1%          |
| Gilliam       | 505 | CAPECO  | 0           | 0 % | 0           | 0%   | 0            | 0%          |
| Morrow        | 505 | CAPECO  | 0           | 0%  | 0           | 0%   | 0            | 0%          |
| Wheeler       | 505 | CAPECO  | 0           | 0%  | 1           | 100% | 1            | 0%          |
| Sherman       | 505 | MCCAC   | 0           | 0%  | 1           | 100% | 1            | 0%          |
| Grant         | 505 | CCNO    | 0           | 0%  | 4           | 100% | 4            | 0%          |
| Baker         | 505 | CCNO    | 3           | 43% | 4           | 57%  | 7            | 0%          |
| Wallowa       | 505 | CCNO    | 4           | 50% | 4           | 50%  | 8            | 0%          |
| Lake          | 505 | KLCAS   | 0           | 0%  | 12          | 100% | 12           | 0%          |
| Harney        | 505 | CinA    | 1           | 5%  | 18          | 95%  | 19           | 0%          |
| Jefferson     | 503 | NIMPACT | 15          | 44% | 19          | 56%  | 34           | 0%          |
| Union         | 505 | CCNO    | 1           | 2%  | 42          | 98%  | 43           | 0%          |
| Crook         | 503 | NIMPACT | 8           | 19% | 35          | 81%  | 43           | 0%          |
| Umatilla      | 505 | CAPECO  | 24          | 44% | 31          | 56%  | 55           | 0%          |
| <b>TOTALS</b> |     |         | <b>5986</b> |     | <b>7967</b> |      | <b>13953</b> | <b>100%</b> |

## WHO IS SERVED BY SHELTERS? WHO IS NOT SERVED?

### Equity and Racial Justice

It is well established that people of color are more likely to experience homelessness than white people in the United States. While African American people account for only 13 percent of the general population, they account for 26 percent of those living in poverty and more than 40 percent of those experiencing homelessness. American Indian and Alaska Natives are similarly overrepresented among those experiencing homelessness. In 2016, those identifying as AI/AN made up 4.2 percent of unsheltered homeless while they represented 1 percent of the total U.S. population. While 22 percent of Hispanic/Latinx were counted in a 2016 one-night shelter and unsheltered count, researchers suspect this number to be underestimated given threats that exist for those with undocumented or mixed documented family statuses.<sup>8</sup> Oregon's CAAs and OHCS have raised concerns about the existence of racial and ethnic disparities in the state's crisis response system and have identified addressing these as a priority in the Statewide Housing Plan as well as in the OHCS report responding to the House Bill 5201 (2018) Budget Note. The Budget Note report addressing the adoption of outcome-oriented strategies for homeless services programs

<sup>8</sup> <https://center4si.com/wp-content/uploads/2018/03/SPARC-Phase-1-Findings-March-20181.pdf>

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that was submitted to the Oregon legislature in February 2019, indicates that OHCS plans to work with the CAAs to begin to address issues of racial equity and disparities in the next two biennia.

Participants in the shelter study's focus groups and stakeholder interviews, as well as respondents to the various online surveys and webinars, reinforced concerns about equal access to emergency shelters. The particular groups identified as underserved varied across geographic regions but included people of color, persons who do not have documentation of citizenship, families (especially when one parent is male), youth, and people who are LGBTQ. Shelters, including the winter and warming shelters, reported that they do not discriminate against people who are transgender or gender nonconforming. Focus group discussion indicated that some people who are transgender or gender nonconforming avoid shelter due to expressed concerns for safety and the potential for exposure to further discrimination by staff and/or other guests.

TAC used HUD's CoC Analysis Tool (see box below) to examine (1) the race/ethnicity of homeless Oregonians as compared to all Oregonians in that CoC who had incomes at or below the Federal poverty line (FPL), and (2) whether the state's crisis response system makes emergency shelter resources available equitably. HUD's tool draws on a CoC's PIT Count as well as poverty data from the American Community Survey (ACS) to facilitate analysis of racial disparities among people experiencing homelessness. HUD explains that by comparing racial distributions between persons experiencing homelessness and persons experiencing poverty, this data identifies racial disparities in homelessness that poverty alone cannot account for.

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## RACIAL EQUITY ANALYSIS TOOLS

### HUD's CoC Analysis Tool

HUD developed the CoC Analysis Tool to help CoCs assess the racial disparities among people experiencing homelessness. The CoC Analysis Tool draws on Point-In-Time (PIT) Count and American Community Survey data to facilitate analysis of racial disparities among people experiencing homelessness. The number of people experiencing homelessness represented in this tool is drawn from the 2017 PIT Count data reported in the Annual Homeless Assessment Report (AHAR) to the U.S. Congress. PIT Counts are unduplicated one-night estimates of sheltered and unsheltered homeless populations conducted by CoCs nationwide during the last week of January each year. The data for each CoC can be found here <https://www.hudexchange.info/resource/5787/coc-analysis-tool-race-and-ethnicity/>.

### NAEH's Racial Equity Network Toolkit

The National Alliance to End Homelessness has developed a toolkit to help CoCs measure whether the outcomes of their programs or system vary depending on the race or ethnicity of a homeless person or family. This is a simple dashboard measuring key portions of a homeless program or system. The difficulty is that this tool requires data for a full year (ideally).

TAC chose to use the HUD CoC Analysis Tool for this study as only the one-night Point In Time data for the CoCs was available, making the NAEH tool impractical for this study.

There are three caveats that are critical to consider prior to reviewing this data. **First**, ACS uses U.S. Census data. In reviewing the data below, it is important to note that Census data typically under-represents communities of color for the following reasons:

- Heads of households of color may experience distrust of government due to historical institutional racism.
  - The address on file with the U.S. Census Bureau may no longer be the current address of families who are living in or on the edge of poverty, who may therefore not receive the Census survey questionnaire. African Americans live in poverty at a rate that is 250 percent greater than white Americans, and Latinx Americans live in poverty at a rate that is 200 percent greater than white Americans, while Native Americans live in poverty at a rate that is 275 percent greater than white Americans. Living in poverty is correlated with greater housing instability.<sup>9</sup>
  - People living in poverty are more likely to be under stress and preoccupied, and therefore may not fill out the census survey by the deadline.
  - People of color living in poverty may not believe the census data findings truly influence their communities.
- Second**, it is important to also recognize the ways in which the PIT undercounts communities of color who are experiencing homelessness. In Oregon, the Coalition of Communities of Color (CCC) documented this phenomenon in its 2017 Memo to the Joint Office of Homeless Services in Multnomah County. CCC notes "Prevailing myths in white dominant narratives that people of color are not in imminently unsafe housing conditions since they are not on the streets or in shelters are false, and detrimental to communities of color accessing resources and services." (Memo, 2017.) CCC proposes that PIT counts include volunteers who are trusted members of communities of color and include race/ethnicity options in the survey forms that reflect the different communities of color who live in the surveyed areas. CCC also identifies that all those conducting PIT count interviews must go through equity training that focuses on race, institutionalized racism, and implicit bias. CCC further requests that the PIT count be

<sup>9</sup> <https://www.kff.org/other/state-indicator/poverty-rate-by-raceethnicity/?currentTimeframe=0&sortModel=%7B%22colId%22:%22Location%22,%22sort%22:%22asc%22%7D>.

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supplemented by partnering with service organizations that work with communities of color and culturally specific organizations to collect quarterly data that measures housing instability and prevalence of members who are doubled up or couch surfing. Additionally, CCC advises that government agencies track the impact of gentrification on housing stability and displacement of low income residents. The full CCC memo can be viewed in Appendix F.

*Third*, where the number of households in a data point is small for any reason, the data picture can be distorted.

## **Multnomah County CoC**

***Race/Ethnicity and Homelessness:*** Comparing Multnomah County residents with incomes at or below the Federal poverty line (FPL) with those who are homeless, the data indicates that 3 percent more Whites, 2 percent more African Americans, and 4 percent more Native American/Alaskans are homeless, while fewer Asian/Pacific Islanders, Other/Multi-Racial, and Hispanics are homeless than comparable groups who have incomes at or below the FPL. For homeless families, however, the disparities are greater. While African American Oregonians with children are 12 percent of those Oregonians who have incomes at or below the poverty line, 24 percent of this same group experience homelessness.<sup>10</sup> Two percent of Oregon families with incomes below the poverty line are American Indian/Alaska Native (AI/AN) while AI/AN families make up 6 percent of all homeless families.

***Race/Ethnicity and Shelter Access:*** While there are small differentials of 1-2 percent, the data indicates that shelter access is essentially equitable, with each demographic accessing shelter equal to the percentage they are of the homeless population. The demographic with the largest gap are white Oregonians who are 69 percent of the overall homeless population but only 66 percent of those sheltered.

## **Lane County CoC**

***Race/Ethnicity and Homelessness:*** Overall, in the Lane County CoC, there were only slight differences in the percentage of those below the FPL and those who were homeless, with slightly higher homeless percentages for those who were white or Native American/Alaskan, slightly lower percentages for those who are Asian/Pacific Islander or Hispanic, and equal percentages for those who are African American or Other/Multi Racial. The number of homeless families who self-identify as Native American/Alaskan, Other/Multi-racial, and those who are Hispanic were higher than comparable non-homeless groups. It is important to note, however, that the total number of families in shelter was only 153; a small number of data points can distort the data, and may do so here.

***Race/Ethnicity and Shelter Access:*** The data suggest that all demographics have equitable access to shelter except white homeless Oregonians and homeless Asian/Pacific Islander families; these were very small differences.

## **Medford/Jackson County CoC**

***Race/Ethnicity and Homelessness:*** Overall in this county, the data indicates that most groups are the same percentage of the homeless population as they are of those with incomes below the FPL. The striking exception is the percentage of Hispanic families with children who are homeless, 27 percent as compared to 17 percent with incomes below the FPL. Native American/Alaskan families were 5 percent of the homeless demographic as compared to 1 percent of the comparable group with incomes at or below the FPL.

***Race/Ethnicity and Shelter Access:*** For people who are homeless overall, shelter access is equitable, except for those who are white who have more access to shelter (4 percent) and people who are Other/Multi-Racial who are less likely to have access to shelter (4 percent). Among families with children who are homeless, those who are white are also more likely to access shelter (7 percent), while those who are Native American/Alaskan, Other/Multi-Racial, or Hispanic are less likely to have accessed shelter. It is particularly striking that these first two groups

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<sup>10</sup> The tool provides the data in two ways: (1) families with children experiencing homelessness, and (2) all persons experiencing homelessness. TAC is therefore reporting the data in this same manner.

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had no families in shelter, although some Native American/Alaskans and Other/Multi-Racial were in the unsheltered count. It is important to note that shelter access is based on HMIS data and Table 10 below indicates that few CoC programs are reporting data to HMIS.

## **Central Oregon CoC**

***Race/Ethnicity and Homelessness:*** As in Jackson County, the percentage of homeless Hispanic families with children (21 percent) in the Central Oregon CoC is much higher than those whose incomes are at or below the poverty line (15 percent). In contrast, for all people who are homeless and Hispanic, homelessness is less (12 percent) than people who are Hispanic with incomes at or below the poverty line (15 percent). The percentage of homeless families who are white (92 percent) is higher than the percentage of families who are white and have incomes at or below the FPL (84 percent). There is less differential in the data that looks at the data for families combined with other household types.

***Race/Ethnicity and Shelter Access:*** The data does suggest some disparities in access to shelter. However, as 70 percent of all those who are experiencing homelessness (and 85 percent of all families with children experiencing homelessness) are unsheltered, and the numbers overall are small, the data has limited relevance and reliability.

## **Balance of State CoCs**

***Race/Ethnicity and Homelessness:*** The Balance of State CoCs shows slightly higher percentages of white, African American, and AI/AN residents who are homeless, as compared to groups of these persons who live at or below the poverty line, while Asian/Pacific Islander and Other/Multi-Racial show lower percentages of those who are homeless. Among persons who are Hispanic, the rate of homelessness is less than those who have incomes below the poverty line.

***Race/Ethnicity and Shelter Access:*** The data indicates that access to shelter is generally equitable. The largest gap is in homeless white families with children accessing shelter (4 percent). It is important to note that shelter access is based on HMIS data and Table 10 below indicates that few CoC programs are reporting data to HMIS.

## **Washington County CoC**

***Race/Ethnicity and Homelessness:*** In Washington County, the data indicates a higher percentage of white and African American Oregonians experiencing homelessness than the percentage of those who have incomes at or below the poverty line. The opposite is true for Asian/Pacific Islanders and those who identify as Other/Multi-racial. It is important to note that some of these data points are small. As in several other counties, among persons who are Hispanic, the rate of homelessness is less than those who have incomes below the poverty line.

***Race/Ethnicity and Shelter Access:*** Overall, the data indicates that access to shelter for those experiencing homeless is equitable (within 1-2 percent). For families with children who are homeless, there is less equitable access, with white families having more access (7 percent) and African American (7 percent) and Asian/Pacific Islander (6 percent) families having less access than comparable groups. It is important to remember that there are only a small number of data points in this county.

## **Clackamas County CoC**

***Race/Ethnicity and Homelessness:*** While the data points in Clackamas County are very small, there are higher percentages of African American and AI/AN Oregonians experiencing homelessness than those who have incomes at or below the poverty line. In contrast, Oregonians who are white, Asian/Pacific Islander, Other/Multi-Racial, and Hispanic have lower rates of homelessness. Again, the reader is cautioned that the data points are very small.



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**Race/Ethnicity and Shelter Access:** Generally, access to shelter appears equitable, although people who are homeless and white, whether they are in families or not, appear to have slightly less access to shelter (4 percent). The other data points are too small to be considered reliable.

## Select Subpopulations

The following information further illustrates considerations specific to subpopulations of people experiencing homelessness.

**Families:** HUD's AHAR found that Oregon is one of five states where more than one-quarter of people experiencing homelessness in families with children (606) were unsheltered; this is considerably higher than the national rate of just under 10 percent. The reason for this large number of unsheltered families with children is confusing, as the 2018 PIT found that of the 440 family shelter beds, only 298 were occupied by homeless families. This disparity is discussed in the Shelter Gap section below. The Governor has prioritized preventing and ending homelessness among children; this study found much local support for this effort.

**Domestic Violence:** Although there are an insufficient number of beds, all but six counties have at least one domestic violence (DV) shelter. It is important to note that it is likely that many of those in the "generic" family shelters have also experienced domestic violence. The U.S. Department of Health and Human Services found that "between 22 percent and 57 percent of all homeless women report that domestic violence was the immediate cause of their homelessness."<sup>11</sup>

The DV system requires greater staffing capacity to be able to respond to the 24/7 nature of a domestic violence crisis. Additionally, stakeholders referenced the imperative for shelters to offer services that are trauma informed; responsive to racism, oppression, and homophobia; and that recognize the impact of epigenetics (the modification of gene expression resulting from exposure to intergenerational trauma). Additionally, providers noted the difficulty in transitioning those fleeing DV from shelter to safe affordable housing and the need for greater partnership with Coordinated Care Organizations and hospital systems.

HUD updated the 2018 Housing Inventory Count (HIC) and PIT count to include, for the first time, "those who are currently experiencing homelessness because they are fleeing domestic violence, dating violence, sexual assault, or stalking" — as opposed to reporting on survivors who have ever experienced those circumstances. As a result, in the future, the state will have more comprehensive data regarding the need for DV shelters.

**Youth:** The 2018 HIC includes 436 beds dedicated to youth ES, TH, and SH (see Table 6). The 2018 PIT found 317 youth under age 18 experiencing homelessness, of which 70 percent are unsheltered. The PIT also found 992 youth between the ages of 18 and 24 experiencing homelessness, of which 60 percent were unsheltered. HUD's 2018 AHAR found that Oregon was one of the top five states in the rate of unsheltered, unaccompanied youth homelessness. Among the populations at greatest risk for becoming homeless are the youth who age out of foster care each year when they turn 18,<sup>12</sup> as well as youth ages 18 to 25 with less than a high school diploma or GED, who are Hispanic or African American, who are parenting and unmarried, or who are lesbian, gay, bisexual, transgender, or questioning (LGBTQ).<sup>13</sup>

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<sup>11</sup> <https://www.acf.hhs.gov/fysb/resource/dv-homelessness-stats-2016>

<sup>12</sup> Or 21 in some states.

<sup>13</sup> Runaway and Homeless Youth: Demographics and Programs. Congressional Research Service. Adrienne L. Fernandes-Alcantara. April 26, 2018

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**Table 6: Dedicated Veterans and Youth Beds – 2018**

| Continuum of Care                                 | Dedicated Veteran Beds (ES, TH, SH) | Dedicated Youth Beds (ES, TH, SH) |
|---------------------------------------------------|-------------------------------------|-----------------------------------|
| OR-500 Eugene, Springfield/Lane County CoC        | 26                                  | 22                                |
| OR-501 Portland, Gresham/Multnomah County CoC     | 139                                 | 139                               |
| OR-502 Medford, Ashland/Jackson County CoC        | 59                                  | 40                                |
| OR-503 Central Oregon CoC                         | 11                                  | 52                                |
| OR-505 Oregon Balance of State CoC                | 0                                   | 140                               |
| OR-506 Hillsboro, Beaverton/Washington County CoC | 86                                  | 16                                |
| OR-507 Clackamas County CoC                       | 0                                   | 27                                |
| <b>Total</b>                                      | <b>321</b>                          | <b>436</b>                        |

**Veterans:** In 2018, the PIT identified 299 Veterans in emergency shelters and 763 (71 percent) unsheltered Veterans; nationally, 61 percent of homeless Veterans were unsheltered. The 2018 HIC includes 321 ES, TH, and SH beds dedicated to Veterans (see Table 6). OHCS is implementing Operation Welcome Home, a campaign to end homelessness for Oregon Veterans that will run through summer of 2019. OHCS and the Oregon Department of Veterans' Affairs are collaborating with the ten selected communities, working to house more than 500 Veterans across Oregon.

**Behavioral Health:** Not surprisingly, people who have behavioral health conditions make up a significant portion of those experiencing homelessness. The 2018 PIT found 29 percent of those experiencing homelessness self-identified as having a serious mental illness (SMI) and 27 percent self-identified as have a substance use disorder (SUD). Of those with behavioral health conditions, 70 percent (SMI) and 67 percent (SUD) were unsheltered, accounting for an estimated third of those who are unsheltered. It is important to note that these are only the persons who self-identified and that there is likely co-occurring SMI/SUD but the data does not allow us to identify the specific percentage.

**Health and Physical Conditions:** Participants in all of the focus groups mentioned they had difficulty or concerns about serving people who are sick or frail. A number of participants indicated a trend of hospitals discharging patients to local shelters, without notice, including sending these individuals via taxicab after hours when the shelter was already full. Shelters feel they do not have the supports or physical accessibility to safely and adequately serve these individuals. This anecdotal information is consistent with recent national research that projects significant growth in aged homelessness, especially among people aged 65+. <sup>14</sup> The U.S. Census reports that at 17.1 percent of the population, Oregon has a larger population of residents 65 years of age and older than the U.S. average of 15.6 percent. <sup>15</sup> In addition, Oregon has more people under age 65 who have disabilities: 10.2 percent as compared to 8.7 percent nationally.

## WHAT ARE THE EXPERIENCES OF PROVIDERS AND PARTNERS IN RURAL AREAS?

The focus groups and webinar conducted for rural areas revealed a number of unique challenges these communities face in ending homelessness. Representatives interviewed noted there are fewer year-round and winter/warming shelters and more limited transportation options than in urban areas. For some sites, individuals

<sup>14</sup> <https://www.aisp.upenn.edu/aginghomelessness/>

<sup>15</sup> US Census <file:///C:/Users/LS/Documents/OR%20Lane%20County/U.S.%20Census%20Bureau%20QuickFacts%20%20Lane%20County,%20Oregon%20Comparing%20to%20Other.htm>

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must walk to a shelter that may be located outside of town, while others have been able to arrange for a van to transport individuals to and from the shelter. Very few communities operated any space for daytime shelter, and respondents shared that individuals will use a range of locations to reside during daytime hours including libraries, area parks, parking lots, the CAA lobby, street corners, along riverbanks, in restaurants, and in big box chain stores.

Because operators have limited and unreliable or inconsistent funding for shelter operations, amenities vary from site to site. Some providers are simply offering tents and supplies to those who do not have access to shelters. There seemed to be consensus among rural providers and partners that there are too few funds to pay for the staffing that would be required to provide best practice shelter operations and services, leading shelters in rural areas to rely heavily on volunteers. One provider noted that their program is unable to open when a volunteer misses a shift. Shelters in these areas rely on varied sources of funding for their programs, which can change from one year to the next. Sources of funding include grants from CAAs and contributions from local residents, private foundations, churches, and in one example, the public utility company that covers the cost of a site's electric bill.

Rural shelter operators reported varied eligibility criteria, ranging from low-barrier sites to those that were “clean and sober.” One shelter operator reported that guests were required to participate in church services and employment or volunteer duties to be eligible for a shelter bed.

Rural area providers identified the following populations as underserved by shelters: families with children (including those with older male children), those with behavioral health conditions, undocumented individuals, women, those fleeing domestic violence, African Americans, Native Americans, LGBTQ individuals, and Veterans. OHCS reports that the Fair Housing Council continues to receive complaints about rural shelters accepting families with male children over a certain age. This practice is more regulated in federally funded shelters, but there is less oversight on this issue in a less regulated environment.

Opportunities to exit homelessness in rural areas is more limited due to the lack of available affordable housing and case management services. This may also be the reason why, according to OHCS, rural areas are utilizing a higher proportion of funds for motel vouchers than in urban areas. Some of those interviewed shared that often the only way for a person to exit homelessness is to move away from their home community to an area with affordable housing and services.

Many shelter operators also reported that they often must turn people away due to capacity issues, while others representing counties with no shelter noted that there is no way to track the number of people needing shelter. Every rural community described challenges in expanding shelter capacity and sites due to neighbor and/or local government opposition. However, several communities were able to eventually overcome the phenomenon of “Not in My Back Yard” (NIMBY) through multiple attempts and lengthy community processes.

Several partners voiced a desire for OHCS to improve the timeliness of communications with them when they are working to overcome local obstacles to siting shelters. Additionally, partners expressed interest in OHCS providing more funding and targeted technical assistance to support the siting, operations, and staffing of best practice shelters. Shelter operators also expressed a desire to build the infrastructure needed to be able to document the necessary data to illustrate outcomes and needed improvements.

When asked what systems were needed to collaborate with shelter operators, participants most frequently mentioned Coordinated Care Organizations, Housing Authorities, and the state's Department of Human Services. Additionally, sites noted the importance of partnering with area hospitals to ensure coordinated discharges and admissions. City and local governments were mentioned as important partners given their potential to support both funding and siting of area shelters as well as their role partnering with affordable housing developers and addressing community infrastructure issues.

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## DO OREGON SHELTERS ADHERE TO BEST PRACTICES?

Information about emergency shelter best practices was derived from the focus groups and from the online survey and rural shelter webinar. These sources indicate that Oregon shelters — like shelters across the country — vary widely in implementation of best practices. The Pendleton and Portland focus groups indicated there were low barrier shelters in their areas. The Roseburg group indicated limited low barrier shelters, and the Newport group indicated there were no low barrier shelters.

The vast majority of emergency shelters indicated that they participate in their CoC. The shelters taking part in the two Portland focus groups indicated that they participate in coordinated entry as well as HMIS. Shelters that are part of the Balance of State CoC and rural shelters in other CoCs indicated they are working towards HMIS participation and struggling with how to create a meaningful regional coordinated entry system.

Shelter policies and practices such as limitations on length of stay and requirements on sobriety varied broadly among shelters, differing based on population and geography.

In contrast, the survey found that the vast majority of winter and warming shelters are low barrier shelters. Sobriety is not a requirement for 90 percent of the beds in responding shelters, and 95 percent of the programs have no limit on the length of stay. Half of these shelters will accept pets. When they participated in the focus groups, winter/warming shelters indicated that many have strategies to allow individuals to bring their possessions, although storage — especially of weapons and drugs — is required; guests may retrieve these upon exiting the shelter.

## WHERE DO PEOPLE EXPERIENCING HOMELESSNESS GO DURING THE DAY?

The SIO indicates that only six counties have day shelters. Focus groups indicated lack of day shelter was an issue, especially in rural areas. In urban areas, there are more formal day shelters but there is a need for alternatives for those who are ill and are unable to leave during the day.

None of the winter/warming shelters surveyed are open during the day; many of these shelters operate in spaces — such as churches — used for other purposes during the day, and therefore must vacate. Focus group discussions suggested only a minority of emergency shelters are open during the day. As most shelters have control of their space 24/7, this appeared to be due to costs and staffing limitations.

As a result of the lack of day shelter, informal day “shelters” have arisen, primarily in public libraries and big box retail stores, which are generally reported to be welcoming. The lack of day shelter may increase the frequency of individuals experiencing homelessness being cited by law enforcement for trespassing and other behavioral violations.

## HOW DO PEOPLE EXPERIENCING HOMELESSNESS GET TO AND FROM SHELTER?

The focus groups indicated that outside of urban areas, public transportation options to and from shelters are very limited. Lack of public or other low-cost transportation is a barrier to shelter access, especially in rural areas. Note that lack of transportation may lead to underestimating the need for shelter in these areas. Of the winter/warming shelters, 67 percent report that they do not provide transportation. The winter/warming shelter survey provides some insight into the creative strategies shelters use to address transportation limitations, including program-owned vans, free bus passes, tickets for buses and/or taxis, and volunteers providing rides.

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## HOW ARE SHELTERS FUNDED?

In Oregon, state Emergency Housing Assistance (EHA) and State Homeless Assistance Program (SHAP) grants are administered by Oregon Housing and Community Services to the Community Action Agencies to pay for homeless services including real estate acquisition, shelter rehab, operations and services, street outreach, homelessness prevention, rapid re-housing, transitional housing, and case management services. In 2017, the legislature increased EHA and SHAP funding to \$40 million for the biennium and more recently, in March of 2018, the legislature approved HB 5201, which brings another \$5.2 million in general funds targeted to emergency winter housing and shelter ([EHA/SHAP Manual](#)).

Additional sources of revenue for addressing the affordable housing needs of very low income individuals come through the State Housing Trust Fund which increased in 2018 via the document recording fee (HB 4007). A document recording fee is paid on real estate documents recorded with an Oregon county clerk. The fee increase in HB 4007 is expected to raise an additional \$60 million every biennium, increasing the availability of affordable rental and ownership housing.

Feedback from the focus groups as well as the online survey indicates that historically emergency shelters, especially those in urban areas, have been funded with state and local funding, as well as grants and donations. Winter and warming shelters, in contrast, have not historically received public funding and have relied on private donations. In the focus groups, several winter/warming shelters indicated they were receiving support from a CAA this year, for the first time. In at least one instance, this funding was very limited; \$5,000 may be enough for three months' rent or supplies, but is not sufficient to support paid staff.

In both the focus groups and the winter warming survey, shelters were asked whether staff was volunteer or paid. Generally, emergency shelters have paid staff, though several communities and stakeholders interviewed discussed the impact of insufficient compensation and staffing by those working in shelters and its impact on high rates of staff turnover. While some also use volunteers, several indicated they felt it was difficult to mix paid and volunteer staff. Of winter and warming shelters, although 72 percent reported having some paid staff, at least half of shelters were all or primarily volunteer-operated.

Many of the winter/warming shelters indicated that they especially rely on volunteers in the early evening and morning wakeup hours. Paid staff (including those receiving stipends) were most often used to cover overnight hours (which can be difficult to fill using volunteers), manage the shelter, coordinate shelter operations, and for Homeless Management Information System (HMIS) tasks.

**Table 7: EHA and SHAP (17-19) Spending By Activity<sup>16</sup>**

| Activity         | EHA Spent   | % Spent of total EHA Allocated | SHAP Spent | % Spent of total SHAP Allocated | Total EHA + SHAP Spent | % Spent of Total EHA + SHAP |
|------------------|-------------|--------------------------------|------------|---------------------------------|------------------------|-----------------------------|
| Admin            | \$1,850,947 | 8%                             | \$585,724  | 5%                              | \$2,436,671            | 7%                          |
| Capacity         | \$248,939   | 1%                             | -          | 0%                              | \$248,939              | 1%                          |
| Conversion/Rehab | \$425,800   | 2%                             | \$394,799  | 4%                              | \$820,599              | 2%                          |
| DRF              | \$1,658,643 | 7%                             | -          | 0%                              | \$1,658,643            | 5%                          |
| Data             | \$456,863   | 2%                             | \$326,603  | 3%                              | \$783,466              | 2%                          |
| Facility/Housing | \$297,317   | 1%                             | \$172,507  | 2%                              | \$469,824              | 1%                          |

<sup>16</sup> The information is for spending on eligible activities. Nearly all EHA funds have been expended and reimbursed but only 87% of SHAP funds have been expended and reimbursed; the data will shift with the final reporting.

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| Activity                        | EHA Spent           | % Spent of total EHA Allocated | SHAP Spent         | % Spent of total SHAP Allocated | Total EHA + SHAP Spent | % Spent of Total EHA + SHAP |
|---------------------------------|---------------------|--------------------------------|--------------------|---------------------------------|------------------------|-----------------------------|
| Prevention                      | \$9,601,88          | 40%                            | -                  | 0%                              | \$9,601,886            | 28%                         |
| Program                         | \$89,241            | 0%                             | -                  | 0%                              | \$89,241               | 0%                          |
| Rapid Re-housing                | \$5,032,007         | 21%                            | -                  | 0%                              | \$5,032,007            | 14%                         |
| Shelter (Services & Operations) | \$2,495,281         | 11%                            | \$7,843,891        | 71%                             | \$10,339,172           | 30%                         |
| Street Outreach                 | \$382,318           | 2%                             | \$268,938          | 2%                              | \$651,256              | 2%                          |
| Supportive In-Home Services     | \$250,563           | 1%                             | -                  | 0%                              | \$250,563              | 1%                          |
| Transitional                    | \$381,767           | 2%                             | -                  | 0%                              | \$381,767              | 1%                          |
| <b>TOTALS</b>                   | <b>\$23,171,572</b> | <b>98%</b>                     | <b>\$9,592,462</b> | <b>87%</b>                      | <b>\$32,764,034</b>    | <b>94%</b>                  |

Table 7 illustrates EHA/SHAP individual and combined funding for shelter and other eligible activities for the 17-19 Biennium. Of the total EHA/SHAP funding, CAAs have selected to spend 30 percent directly for emergency shelter services and operations. CAAs spent 42 percent or over \$4 million more for Prevention and Rapid Re-Housing (combined) than emergency shelters.

## EXPERIENCE OF AGENCIES WORKING TO EXPAND SHELTER

Focus group discussion made it clear that some communities were hoping to address the need for additional shelter in their community by expanding an existing shelter or developing a new shelter. Communities were challenged to achieve this goal, however. In both the rural and urban focus groups, participants identified NIMBY attitudes as a barrier to shelter expansion. Information provided by OHCS indicated that of seven shelter acquisition or rehabilitation projects approved for 2017–2019 biennium funding, three were having difficulty siting their shelters.

Despite the need for shelter, 10 of the 17 CAAs did not appear to be using 2015–2017 biennium, 2017–2019 biennium, or House Bill 5201 funding for emergency or day shelter expansion. It is possible that some of these CAAs or other entities in their community are seeking shelter expansion using other resources.

Eight of the twenty-seven agencies completing the survey cited NIMBYism and difficulties siting shelters among their top three challenges.

Some agencies have been able to expand or create new shelter beds. Even where an agency is successful, it has taken a lot of time and commitment. To be successful, it appears the following three factors must align: identification of an affordable, appropriate location; sufficient funds to purchase/rent/rehabilitate and staff the site; and a sufficiently supportive (or at least not oppositional) community and local political system. Aligning these variables is likely challenging for smaller nonprofit agencies and agencies that do not generally engage in real estate development projects.

## DOES THE OREGON SHELTER SYSTEM RESULT IN POSITIVE OUTCOMES FOR THOSE EXPERIENCING HOMELESSNESS?

Currently, OHCS uses several HMIS-based outcomes to measure program outcomes. CAAs and the subrecipients of EHA, SHAP, and LIRHF funds are required to enter client and service data into the Homeless Management Information System (HMIS), except for victims of domestic violence. The specific data that is collected depends



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upon the type of sheltering program, including whether the shelter has a high degree of client turnover. It is advantageous that all the CoCs use the same HMIS system – ServicePoint.

The Oregon legislature has established two key performance measures (KPM) for CAAs:

- KPM 1: Increased housing stability as measured by the percentage of total program participants served who reside in permanent housing at time of exit from program; and
- KPM 2: Increased housing stability as measured by the percentage of program participants who, at program exit, reside in permanent housing and maintain permanent housing for six months from time of exit.

Preliminary performance benchmarks have been set at 30 percent for all program participants who exit to permanent housing (all state-funded programs) and 80 percent for those exiting to permanent housing that remain in permanent housing at six-month follow-up (EHA and LIRHF funded). These outcome measurements are in addition to reporting of required HMIS data elements that track client characteristic and service data.

Table 8 below provides the KPM 1 data for fiscal year 2017. These programs met or exceeded the preliminary performance benchmarks for this data point.

**Table 8: Key Performance Measure 1 (FY17)**

| Emergency Shelter Funding Source            | Total Households Where Exit is Reported | Total Exits to All Permanent Destinations | Percent Exiting to a Permanent Destination |
|---------------------------------------------|-----------------------------------------|-------------------------------------------|--------------------------------------------|
| EHA                                         | 292                                     | 159                                       | <b>54%</b>                                 |
| SHAP                                        | 4504                                    | 1423                                      | <b>32%</b>                                 |
| EHA, EHA Vet, DRF, ESG, LIRHF, Lottery Vet* | 1578                                    | 544                                       | <b>34%</b>                                 |

\* Duplication Possible

Data for KPM 2 is not reported here due to inherent difficulties with the data. These issues include:

- KPM 2 does not apply to SHAP, although often SHAP and EHA funding is blended to provide service delivery; this partly explains why the rate of retention for people exiting from shelter to permanent housing destinations cannot be ascertained;
- Exits and the six-month post-shelter measure may not occur in the same reporting year;
- There are discrepancies in the numbers identified in the KPM report and the HMIS numbers for the same programs; and
- Several CoCs do not report sufficient data in the HMIS system, the basis for the KPM assessment (see Table 10).

Review of other HUD Systems Performance Measures (SPM) indicates that support for improvement is needed in several other areas. Table 9 indicates that in a number of areas, the CoCs are performing lower than the national average. Of the 42 outcome measures in the Table, 71 percent are within the national average,<sup>17</sup> 24 percent are

<sup>17</sup> Where the data point was within the national average, the data was considered to be within the national average. Where the data point was greater than the national average, and a higher percentage is a positive outcome, data is considered to be above the national average. The opposite is true for data that is 10% below the national average where a smaller number is considered a worse outcome. For example, the national average for successful Street Outreach exits is 42.10%. Data points 10% above this or 50% or more are considered better than the national average and data points 10% below or 34% or lower are considered below the national average. Data between 34% and 50% is considered within the national average.

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below the national average, and 2 percent performed better than the national average. Successful exits from emergency shelter options and rapid re-housing (RRH) is a particularly important measure, as the majority of EHA and SHAP funds are supporting these activities. It is important to note that while the Medford/Ashland/Jackson CoC and the Oregon Balance of State CoC are the only two CoCs that are not “worse than the national average” in any category, these two CoCs also have very poor – and very little – data reporting (see Table 10 below).

HUD is in the process of working with CoCs to transition from SPM to Longitudinal System Analysis (LSA). Both the LSA and the SPM provide CoCs with a look at their overall system functioning. The SPM report is a summary and year-to-year comparison of system-wide counts, averages, and medians related to seven areas of performance. The LSA upload also includes data related to several of the same areas of performance, but the business logic defined by HUD for the two reports differs substantially. The core difference between the two is that LSA performance data looks at how households are moving through a CoC’s system (using the head of household’s data), while the SPM report is based on all persons served. This difference is because SPMs are intended to be overall CoC benchmarks, while the LSA is intended to give CoCs detail about system functioning to inform interventions to improve that functioning. The LSA focuses on household-level performance, since programmatic decisions are implemented for different households and populations separately. Obtaining access to the Oregon CoC’s LSA data will be useful to OHCS as it continues to evaluate CoC needs and the ways in which the state can support the local agencies in ending homelessness.

**Table 9: Systems Performance Measures by CoC – 2018**

|                                                          | Of those<br>Exiting (SO, ES,<br>TH, SH, PH), %<br>Returning to<br>Homelessness<br>within 6<br>Months | % Returning to<br>Homelessness<br>within 12<br>Months | % Returning to<br>Homelessness<br>within 24<br>Months | % with<br>Successful<br>Street<br>Outreach<br>Outcomes | % with<br>Successful ES,<br>TH, SH, PH-<br>RRH Exits | % with<br>Successful PH<br>Retention or<br>Exit |
|----------------------------------------------------------|------------------------------------------------------------------------------------------------------|-------------------------------------------------------|-------------------------------------------------------|--------------------------------------------------------|------------------------------------------------------|-------------------------------------------------|
| OR-500 Eugene,<br>Springfield/Lane County CoC            | 13%                                                                                                  | 18%                                                   | 21%                                                   | 10%                                                    | 15%                                                  | 95%                                             |
| OR-501 Portland, Gresham/<br>Multnomah County CoC        | 8%                                                                                                   | 16%                                                   | 27%                                                   | 45%                                                    | 39%                                                  | 95%                                             |
| OR-502 Medford, Ashland/<br>Jackson County CoC           | 5%                                                                                                   | 8%                                                    | 11%                                                   | 48%                                                    | 37%                                                  | 88%                                             |
| OR-503 Central Oregon CoC                                | 10%                                                                                                  | 16%                                                   | 21%                                                   | 57%                                                    | 34%                                                  | 100%                                            |
| OR-505 Oregon Balance of<br>State CoC                    | 3%                                                                                                   | 6%                                                    | 9%                                                    | 45%                                                    | 39%                                                  | 91%                                             |
| OR-506 Hillsboro,<br>Beaverton/<br>Washington County CoC | 4%                                                                                                   | 6%                                                    | 11%                                                   | 15%                                                    | 55%                                                  | 92%                                             |
| OR-507 Clackamas County<br>CoC                           | 0%                                                                                                   | 0%                                                    | 3%                                                    | NA                                                     | 22%                                                  | 95%                                             |
| National 2017                                            | 9.10%                                                                                                | 13.80%                                                | 19.50%                                                | 42.10%                                                 | 41.30%                                               | 95%                                             |
| Worse than National Average (10%)                        |                                                                                                      |                                                       |                                                       |                                                        |                                                      |                                                 |
| Much Better than National Average                        |                                                                                                      |                                                       |                                                       |                                                        |                                                      |                                                 |

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## WHAT DID WE LEARN ABOUT THE QUALITY OF SHELTER DATA AVAILABLE?

The quality of the data that is collected and reported is key to the validity and usefulness of the outcome measures. Focus group participants highlighted that in rural areas, there was a lack of consistency in data collection due to limitations in staffing, whereas in urban areas shelters more consistently have staff enter data into HMIS.

**Table 10: Bed Coverage by CoC**

| Continuum of Care                                 | 2017 Bed coverage Percent on HMIS for ES-TH Combined |
|---------------------------------------------------|------------------------------------------------------|
| OR-500 Eugene, Springfield/Lane County CoC        | 92.68%                                               |
| OR-501 Portland, Gresham/Multnomah County CoC     | 74.86%                                               |
| OR-502 Medford, Ashland/Jackson County CoC        | 15.20%                                               |
| OR-503 Central Oregon CoC                         | 69.57%                                               |
| OR-505 Oregon Balance of State CoC                | 17.99%                                               |
| OR-506 Hillsboro, Beaverton/Washington County CoC | 75.26%                                               |
| OR-507 Clackamas County CoC                       | 100.00%                                              |
| National Average Rural CoCs FY18                  | <b>74.3%</b>                                         |

HUD's systems performance data affirms the focus group information. As illustrated in Table 10 above, bed coverage for two of the seven CoCs is poor, with Jackson County at 15 percent and the more rural Balance of State at 18 percent. Bed coverage refers to the percentage of beds for which data is reported to a CoC's HMIS. In fiscal year 2018, HUD found an average bed coverage for rural CoCs nationally of 74.3 percent.<sup>18</sup>

TAC was unable to compare costs per beneficiary for various types of EHA/SHAP-funded services, as the data was inconsistent. It is difficult to know whether this is due to poor data entry or is an artifact of data standards that require refinement; for instance, different CAAs report the same activity under different categories of eligible activities. It is important to note that even if the data was consistent, geographic cost differentials and other factors might make comparison difficult.

## DO WINTER/WARMING SHELTERS FACE UNIQUE CHALLENGES?

As described above, at the request of OHCS, TAC conducted a telephone survey of winter/warming shelters to collect specific information on these shelters' practices.

### Volunteer-based shelters

The winter/warming shelters are primarily volunteer-operated. The survey indicated that as a result, these shelters face a number of challenges. First, recruiting and training volunteers is time-intensive. Some communities have a more reliable source of volunteers and some shelters have a reliable cadre of volunteers. Second, certain tasks are too difficult or not appropriate for volunteers. For example, training volunteers to collect and enter information into HMIS may pose privacy risks.

### Warming shelters

The survey found warming shelter availability was unpredictable. The temperature at which the 25 warming shelters open in dry weather ranges from 10 to 39 degrees Fahrenheit. Nine shelters use a slightly higher temperature trigger

18 <https://www.hud.gov/sites/dfiles/SPM/documents/HUDFY2020APP-FY2018APR-3.22.2019.pdf>

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in case of rain or snow (30 to 35 degrees in eight cases, 40 degrees in one). One opened whenever .33 inches of rain or more was forecast.

There is also variation in the trigger details: some use the predicted thermometer reading, others use the predicted wind chill temperature. Some use the nighttime temperature forecast (i.e., will the predicted temperature or predicted average overnight fall to the trigger level overnight); one only activated when the trigger temperature was forecast for at least three nights.

Participants in the survey and the focus groups indicated that the lack of predictability as to when shelters would be open affected their ability to recruit and retain volunteers. TAC notes that the lack of predictability as well as the way in which the shelter status is communicated via social media to those experiencing homelessness may also hinder potential guests from knowing about the shelter availability in a timely manner. This has a special impact due to the lack of public transportation in rural areas and the difficulty getting to shelters.

## Fire and Building Codes

One of the reasons shelters choose to operate as warming instead of winter shelters is that as temporary shelters, they are allowed to be open only for 90 days each year. Operators want to be open on the days that are the coldest or wettest, when people experiencing homelessness are at greatest risk. The number of days a temporary shelter is allowed to be open is articulated in the Oregon State Fire Marshal Technical Advisory No. 11-14. The focus groups indicated that local fire department staff were rigid in their interpretation of the Technical Advisory; often they blamed the state Fire Marshal for creating these barriers to shelters. In TAC's interview, however, the State Fire Marshal indicated that while most of the Technical Advisory requirements were not negotiable, the 90-day time period was somewhat flexible.

Generally, focus groups indicated that at the community level, local officials were able to use the Technical Advisory as well as the building code to make siting shelters very difficult.

## Data

The winter/warming shelters appear to operate mostly outside of the formal CoC. They have historically not received state funds and therefore have not participated in HMIS. Given the volunteer basis of their staffing, HMIS participation is likely to be a challenge. As CAAs begin to provide funds to support these shelters, the CAAs may need to develop creative strategies to collect comprehensive and reliable HMIS data from these organizations.

## WHAT DO PEOPLE WITH LIVED EXPERIENCE SAY ABOUT OREGON'S CRISIS RESPONSE SYSTEM?

OHCS collected information from people with lived experience through an open online survey. The survey was completed by 232 individuals who identified themselves as a person with lived experience, as well as 61 allies/advocates. As the sample was not collected in a systematic or unbiased way, the conclusions cannot be extrapolated to the larger population. However, the survey provides important insights into the experience of homelessness in Oregon.

Although 180 survey respondents had experienced homelessness in the last five years, only 70 (39 percent) report staying in a shelter during that time. Respondents cited the following as the top five barriers to accessing shelter:

- Personal safety concerns (102 respondents)
- Personal privacy concerns (93 respondents)

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- Restrictive check in and check out times (80 respondents)
- Overcrowding in shelters (80 respondents)
- Unsanitary conditions in shelters (66 respondents)

It is important to note that for transgender and LGBTQ+ respondents, discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status was a top barrier. Being unable to shelter with a loved one was a top barrier for respondents (including youth, multiple adults, and adults with one or more child) who typically seek shelter with others.

A full summary of the report is provided in Appendix C.



# SHELTER GAP

## IS THERE A NEED FOR ADDITIONAL SHELTER FOR FAMILIES EXPERIENCING HOMELESSNESS?

The focus group participants voiced concerns that there are insufficient shelters for families; the PIT count of 606 unsheltered households with children supports the anecdotal information. As Table 11 illustrates, however, a comparison of the PIT and HIC data finds family shelter units are not fully occupied. The data indicates that five of the seven CoCs had 136 underutilized family shelter units. The Balance of State (BoS) CoC is particularly striking, with 59 percent of beds underutilized while 461 households with children remained unsheltered in that region.

**Table 11: Utilization of Emergency Shelter Beds for Households with Children by CoC (2018)**

| Continuum of Care                                 | Number of Emergency Shelter “Units” for Households with Children | Number of Households with Children in Emergency Shelter “Units” | Percent Family “Units” Occupied | Number of Unsheltered Households with Children | Number of Unsheltered Persons in Households with Children |
|---------------------------------------------------|------------------------------------------------------------------|-----------------------------------------------------------------|---------------------------------|------------------------------------------------|-----------------------------------------------------------|
| OR-500 Eugene, Springfield/Lane County CoC        | 20                                                               | 22                                                              | 110%                            | 32                                             | 113                                                       |
| OR-501 Portland, Gresham/Multnomah County CoC     | 146                                                              | 150                                                             | 103%                            | 28                                             | 77                                                        |
| OR-502 Medford, Ashland/Jackson County CoC        | 26                                                               | 14                                                              | 54%                             | 4                                              | 12                                                        |
| OR-503 Central Oregon CoC                         | 17                                                               | 11                                                              | 65%                             | 49                                             | 165                                                       |
| OR-505 Oregon Balance of State CoC                | 200                                                              | 82                                                              | 41%                             | 461                                            | 1358                                                      |
| OR-506 Hillsboro, Beaverton/Washington County CoC | 23                                                               | 18                                                              | 78%                             | 13                                             | 43                                                        |
| OR-507 Clackamas County CoC                       | 2                                                                | 1                                                               | 50%                             | 19                                             | 45                                                        |
| <b>Total</b>                                      | <b>434</b>                                                       | <b>298</b>                                                      | <b>69%</b>                      | <b>606</b>                                     | <b>1813</b>                                               |

There are a number of possible explanations for this conflicting data. First, many of the CoCs cover large geographic areas with little or no public transportation; families who need the beds may simply not be able to get to them. In addition, focus groups reported that many shelters are unable to take families that include adults of opposite sexes; these households may need shelter but are not eligible for what is available. In addition, the family shelters may have more intake requirements or procedures that make it difficult for families to use the shelters. For example, some shelters may not be “low barrier” and have sobriety or work requirements that families are unable to meet. Additional family shelter interviews may help to understand how to maximize use of existing resources and ensure any expanded shelters meet the needs of homeless households with children.

# SHELTER GAP

## IS THERE A NEED FOR ADDITIONAL SHELTER FOR INDIVIDUALS EXPERIENCING HOMELESSNESS?

The PIT found 6,266 unsheltered households without children; there were 6,891 individuals in these households.

As illustrated in Table 12, individual shelter beds overall are almost fully utilized. Two CoCs have over-utilized shelter beds and three are almost 100 percent utilized. Two CoCs had nearly 20 percent underutilization. While not nearly as significant underutilization as the family shelter beds, further investigation to maximize these two CoC's shelter resources would be worthwhile.

**Table 12: Utilization of Emergency Shelter Beds for Households without Children by CoC (2018)**

| Continuum of Care                                 | Number of Emergency Shelter Beds for Households without Children | Number of Households without Children in Emergency Shelter | Percent Beds Occupied | Number of Unsheltered Households | Number of Unsheltered Persons |
|---------------------------------------------------|------------------------------------------------------------------|------------------------------------------------------------|-----------------------|----------------------------------|-------------------------------|
| OR-500 Eugene, Springfield/Lane County CoC        | 335                                                              | 321                                                        | 96%                   | 986                              | 1009                          |
| OR-501 Portland, Gresham/Multnomah County CoC     | 1296                                                             | 1288                                                       | 99%                   | 1460                             | 1583                          |
| OR-502 Medford, Ashland/Jackson County CoC        | 100                                                              | 177                                                        | 177%                  | 283                              | 317                           |
| OR-503 Central Oregon CoC                         | 162                                                              | 133                                                        | 82%                   | 328                              | 383                           |
| OR-505 Oregon Balance of State CoC                | 938                                                              | 761                                                        | 81%                   | 2634                             | 2983                          |
| OR-506 Hillsboro, Beaverton/Washington County CoC | 6                                                                | 9                                                          | 150%                  | 287                              | 315                           |
| OR-507 Clackamas County CoC                       | 0                                                                | 0                                                          | 0%                    | 288                              | 301                           |
| <b>Total</b>                                      | <b>2837</b>                                                      | <b>2689</b>                                                | <b>95%</b>            | <b>6266</b>                      | <b>6891</b>                   |

## DO WINTER/WARMING SHELTERS REACH THEIR CAPACITY?

TAC surveyed winter/warming shelters as to whether the shelters ever turned anyone away because they reached their capacity. Of the 42 shelters responding to this question, 37 reported that they never or almost never had to turn anyone away due to capacity limitations. In some cases, this is because they did not reach capacity; in others, it is because they had the ability to expand their capacity as needed. One shelter said they turned people away 20 percent of the nights. Four shelters estimated that they turned people away on at least 50 percent of nights open, including two winter shelters that estimated "almost always." These four shelters included a warming shelter in Portland, two winter shelters in Washington County, and one winter shelter in Jackson County.

# SHELTER GAP

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## WHAT DO OTHER DATA SOURCES INDICATE REGARDING NEED?

In the focus groups, the urban shelters indicated that they are at 100 percent capacity all of the time. In the online survey targeted to rural stakeholders, of those responding to the question “Were there nights over the course of the last year that you had to turn people away?” 73 percent responded affirmatively but 27 percent said there were no nights they had to turn people away from the shelter.

This winter 2018-2019, OHCS asked the CAAs for their top five priorities from the state’s strategic plan. Of the eighteen CAAs, seven said increasing shelter and ten said an increase in affordable housing.

## HOW MANY MORE SHELTER BEDS ARE NEEDED?

**Existing emergency shelter beds:** Oregon currently has an estimated total 6,868 emergency shelter beds including the 4,174 beds for homeless households with and without children and the 2,694 winter/warming beds<sup>19</sup> surveyed; there are some number of additional winter/warming beds that are not included, as shelters did not provide the number of beds.

**Number of homeless persons:** The PIT count found 12,682 homeless persons, including 3,757 sheltered persons and 8,925 unsheltered persons<sup>20</sup>; this includes persons in households with and without children as well as a small number of households comprised only of children.

**Shelter beds needed:** To ensure no one remains unsheltered (regardless of demographic profile), an additional 5,814 beds would be needed. Based on the percentage of unsheltered persons in households with and without children, we estimate 21 percent or 1,221 beds are needed for families. Using the current ratio of persons in households with children to emergency shelters, the 1,221 beds would translate into 407 family units or nearly double the current number of units. The remaining 79 percent or 4,593 beds are needed for homeless households without children.

## IS SHELTER THE ONLY ANSWER? DO WE REALLY NEED ALL THESE BEDS?

As described earlier in this report, shelters are part of a crisis response system that includes other components critical to preventing and ending homelessness including street outreach, diversion, rapid re-housing, coordinated entry, and permanent supportive housing. When each of these components is available and working effectively as part of the CoC, a greater number of households are prevented from becoming homeless, will have shorter stays in shelters, and are less likely to return to homelessness. Some sheltering will likely always be needed, but the number of shelter beds necessary will decrease as the crisis response system becomes more effective.

For example, Oregon has over 2,200 transitional housing beds and 7,426 permanent supportive housing beds targeted to households that are experiencing homelessness. When formerly homeless people in transitional and permanent supportive housing programs are able to move onto other permanent housing options (with community-based supports as needed), these beds are freed up for people experiencing homelessness who are living in shelters, on the streets, or in cars. A comprehensive plan to address all aspects of the crisis response system, to create “flow” through the system, will minimize the number of additional shelter beds actually needed in Oregon.

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<sup>19</sup> Over 90% of these winter/warming beds serve across all populations. The 608 seasonal beds included in the HIC are not included here, as they may also be included in the winter/warming shelter count.

<sup>20</sup> Persons in Transitional Housing as seen in Table 4 are not included in this calculation.

# BEST PRACTICES

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## BEST PRACTICES IN EMERGENCY SHELTER OPERATIONS, SITING, AND DESIGN

Several national organizations have identified best practices that have demonstrated increased permanent exits to safe housing and services. Emergency homeless shelter systems can prioritize the practices outlined below to achieve positive outcomes.

### OPERATIONS

There is national recognition that evidence-based shelters use a Housing First, housing-focused, and low-barrier approach (see Figure 1). For the principles of Housing First to be present in the operation of a shelter, everyone experiencing homelessness who is in need of shelter can access it without prerequisites (e.g., treatment completion or compliance) and services must be offered rather than mandated while in the shelter. Housing-focused shelters work to assist all of those accessing shelter to secure permanent housing as expediently as possible. Low-barrier shelters ensure immediate access by lowering or eliminating barriers such as sobriety standards, pet restrictions, restrictions based on identification, income, background checks, and/or requirements for participation in programming. Low barrier shelters can also accommodate couples, those with pets, and are able to secure guests' belongings. Because low barrier shelters "screen in" those who may have higher needs, on-site services need to be offered to engage shelter users into the mainstream housing and service system effectively and efficiently. Both the United States Interagency Council on Homelessness<sup>21</sup> and the National Alliance to End Homelessness<sup>22</sup> have written extensively about the necessity for shelters to adopt these practices in order to achieve gains in ending homelessness across the country. The USICH [Housing First Checklist](https://www.usich.gov/tools-for-action/key-considerations-for-implementing-emergency-shelter-within-an-effective-crisis-response-system/) can be used to assess whether a shelter is implementing Housing First practices.

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21 <https://www.usich.gov/tools-for-action/key-considerations-for-implementing-emergency-shelter-within-an-effective-crisis-response-system/>

22 <https://endhomelessness.org/resource/emergency-shelter/>

# BEST PRACTICES

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**Figure 1: The Five Keys to Effective Emergency Shelter**

## **Paid Staff**

It is important to properly screen shelter staff using criminal background checks, drug screens, and interviews. Appropriate staffing and staff training in best practices are both essential to achieving successful outcomes such as diversion, rapid exits to housing, and securing ongoing services to help achieve stabilization (e.g., primary and behavioral health care, increased income through employment and/or benefits and entitlement, legal aid). Staffing must also be sufficient to document data and service elements that help inform outcomes and enable continuous

# BEST PRACTICES

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quality improvement. Given the high prevalence of trauma among those experiencing homelessness, staffing ratios must be sufficient to meet the needs of shelter guests with complex behavioral health conditions and to ensure low-barrier operations are maintained.<sup>23</sup> While there are no nationally agreed upon staffing levels, TAC recommends that shelters operate with no fewer than two staff during overnight shifts to promote safety and be responsive to crises. During daytime business hours, TAC recommends a supportive services case ratio that ranges from 1:15 and 1:40 depending on the subpopulation served. Staffing ratios will need to be available at the lower case ratio where there is a larger number of guests with untreated and active behavioral health conditions, whereas a higher case ratio may be offered where there are lower levels of need. Qualified, trained, and supervised staff are better able to assist guests in reducing their lengths of stay and resolving their homelessness.

To the greatest extent possible, staff should be representative of the racial, ethnic, and gender identities of shelter users, and should be competently trained and supervised in both culturally responsive and trauma-informed practices. Attending to these considerations will better prepare shelter staff to address racial and other disparities among those seeking shelter. These practices will also promote staff members' ability to build the trust, rapport, and continuous engagement that are often needed over long periods of time with shelter users and those who historically have not sought out shelter because of safety concerns.

Due to the experiences of the population served, staff often face high risks for vicarious trauma. It is important to staff shelters with both paid professionals (with or without lived experience) and paid non-professional peer providers who can work with guests to produce the most optimal outcomes, while also supporting these staff members with opportunities to debrief critical incidents and be relieved when managing vicarious trauma. Poor compensation of shelter workers combined with vicarious trauma often results in high staff turnover. It also often contributes to the poor living conditions of staff, including homelessness in high-rent/low-vacancy markets.<sup>24</sup> Shelters need to retain talented and qualified staff to achieve optimal outcomes for shelter users, and therefore should work with funders to improve shelter worker pay scales and staffing ratios.

## Volunteers

Shelters in Oregon recruit volunteers from their local communities without standardized practices or directives from the state. While little is written by national organizations about the use of volunteers to staff emergency shelters, TAC recommends that the state work with organizations such as the United Way or the American Red Cross to develop standards of practice around the recruitment, screening, training, and supervision of volunteers. These national organizations have decades of experience in utilizing volunteers in a variety of human service, health care, and emergency response settings.

It is important that shelter operators ensure that volunteers are properly screened using criminal background checks, drug screens, and interviews. TAC recommends that a job description outlining duties and schedule be reviewed and signed so that volunteers understand their permitted scope of work. Chains of command and communication should also be clear when volunteers are faced with requests to perform duties outside of those listed. All volunteers, regardless of the duties they are performing, should receive an orientation training that includes a crisis response protocol and culturally responsive, trauma-informed practices that are expected to be used at all times. Other policies and procedures should be reviewed as well during the orientation. Volunteers need to be supervised regularly to promote the most efficacious delivery of services and to ensure that their duties are modified as needed if problems arise.

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<sup>23</sup> <https://www.samhsa.gov/homelessness-programs-resources/hpr-resources/traumas-impact-homelessness>

<sup>24</sup> <https://crosscut.com/2018/05/case-workers-paycheck-away-being-homeless-themselves>

# BEST PRACTICES

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## **Siting and Design<sup>25</sup>**

The siting and design of a shelter must reflect the needs of the client group, and must incorporate the safety features necessary to that population and to the community in which the shelter is located. It is important to use available PIT and gaps analysis data to come to a consensus on the population(s) each shelter will serve.

Siting a shelter will typically require consultation with local government zoning and land use authorities, fire marshals, emergency management agencies, police departments, and health authorities. Additionally, it is important to reach out to the neighborhood association where the shelter will be located. By holding community meetings well in advance of opening a shelter, community concerns can often be allayed. Community members in the neighborhood will want to understand the operational procedures and design features that will address their concerns, such as a clear and accessible communication protocol when issues arise, shelter operator availability for regular meetings with the neighborhood association, and a documented plan for continuous monitoring and maintenance of public areas adjacent to the shelter. The plan for transporting guests to and from the shelter should also be communicated.

The external design of the shelter should ideally include:

- Adequate outside space to prevent guests from congregating on the sidewalk
- Sufficient parking spaces
- Windows and surveillance cameras to provide staff with clear lines of sight
- Off-street areas for both smoking and pets
- Adequate but non-intrusive exterior lighting
- An exterior design that does not have an institutional appearance
- Play area for children, as appropriate

The interior design should meet the needs of the population being served, taking into consideration:

- Accessibility issues for those with disabilities
- Safe, clean, and secure places for sleeping, including some that can accommodate pets
- Storage spaces for guests' belongings
- Facilities for hygiene including bathrooms with sinks and showers
- Office and meeting spaces that offer privacy for guests to meet with service staff
- Spaces where nutritious food can be stored, prepared, and served in accordance to state and local laws

Shelter planners should also consider whether they are able to offer an on-site laundry area, or identify alternatives nearby.

Design features that can support guests who are experiencing mental health symptoms and/or active substance use include safe and welcoming spaces separate from the general population. Ideally, such spaces should be consistently available, low-stimulus (lighting/sound), welcoming, and appropriately staffed.

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<sup>25</sup> BC Housing (2017). Shelter design guidelines. BC Housing, Burnaby, British Columbia, Canada. This resource may be downloaded at [www.bchousing.org](http://www.bchousing.org).



# BEST PRACTICES

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## BEST PRACTICE IN CRISIS RESPONSE SYSTEMS

Shelter is only one part of the state's crisis response system. Other critical components include street outreach, coordinated entry, diversion, rapid re-housing, permanent supportive housing, and targeted affordable housing resources. All of these components must be based on best practices in order to ensure the efficient use of targeted resources, maximize "flow" through the system, and minimize the need for emergency shelter.

## BEST PRACTICE ROLE OF GOVERNMENT PARTNERSHIPS AND OVERSIGHT

The United States Interagency Council on Homelessness (USICH) promotes the adoption of state interagency councils on homelessness (SICHs) in order to assess overall needs, coordinate resources, and promote the national best practices required to end homelessness that are specific to the characteristics of each state's homeless populations. Ending homelessness requires a variety of resources and expertise that are generally found in more than one state agency.

Currently, 29 states operate SICHs including Washington State, California, and Nevada. SICHs can facilitate the alignment of statewide and local plans and can recommend policy, regulatory, and resource changes to accomplish state plan objectives. A SICH can develop accountability and implementation strategies; create a statewide partnership with local stakeholders and local elected officials; promote a research-driven, performance-based, results-oriented plan; and sustain a non-partisan approach to address homelessness. SICHs are typically launched through a governor's executive order, legislative action, or a combination of the two.<sup>26</sup>

Ideally, SICHs have dedicated staff who coordinate interagency meetings, strategic planning, and monitoring, but many function well without this asset. SICHs typically include executive leaders from the following state divisions, departments, and agencies:

- Housing
- Medicaid
- Behavioral health (mental health and substance use)
- Veterans
- Social services (youth and families)
- Corrections
- Education
- Workforce
- Budget

Some SICHs include only representatives from state agencies, while others include external stakeholders such as members representing CoCs, people with lived experience of homelessness, federal officials, locally elected leaders, philanthropy, private sector businesses, service providers, faith-based communities, and statewide advocacy organizations.

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26 [https://www.usich.gov/resources/uploads/asset\\_library/pptsich.pdf](https://www.usich.gov/resources/uploads/asset_library/pptsich.pdf)

# RECOMMENDATIONS

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## OVERVIEW OF RECOMMENDATIONS

With the large number of people living on the streets, in cars, in tents, and other places not meant for human habitation, it is crucial that the state implement well-planned and effective strategies to move people out of homelessness and into safe and secure housing. Over the last two years, OHCS has taken aggressive steps to develop both permanent supportive housing (PSH) and affordable rental housing for low-income households. The state has introduced incentives for the development of PSH in conjunction with the Oregon Health Authority (OHA), significantly increased the funding available for the development of affordable housing, and created a Statewide Housing Plan that includes the development of PSH and addressing homelessness as two of its six priorities.

Scaling up affordable and permanent supportive housing takes time, however. Increased shelter beds are likely a necessary part of the short-term – and possibly long-term – solution to ending homelessness in Oregon. While increasing emergency shelter beds will help respond to the immediate crisis in the community, without attention to ensuring the crisis system as a whole is effective and implementing best practices, the state will be unable to make a significant, long-lasting impact on homelessness.

OHCS cannot end homelessness in Oregon on its own. The crisis is too great, and is dominated by persons who will need access to services and supports, either as part of permanent supportive housing or in the form of long-term tenancy supports combined with tenant- or project-based rental assistance. Partnerships with state and local agencies such as OHA, DHS, and the Coordinated Care Organizations (CCOs) are key to collaboratively addressing the needs of people with serious mental illness, substance use disorders, victims of domestic violence, and youth.

## SHELTER EXPANSION

TAC recommends the state consider different types of shelter expansion, depending on the number of unsheltered homeless households and the geography of the region.

**Navigation Centers:** Emerging emergency shelter models, predominantly known as navigation centers, are replacing older shelter models that traditionally required gender segregation, high barriers and rules to entry, and had no place for personal possessions or partners. While navigation centers can ‘look’ different from traditional shelters, their overarching principles are the same and include, at minimum, the opportunity for people to enter with partners, pets, and their possessions. Navigation centers are designed to serve people who are living in unsheltered places, on the streets, in encampments, or in other places not meant for human habitation. These individuals can be very vulnerable and are often fearful or reject accessing traditional shelter and services, typically due to psychological or physical barriers. Navigation centers are low-barrier, operate 24/7, and provide intensive case management to connect people to public benefits, health services, and permanent housing, through a Housing First philosophy. TAC recommends that the state consider supporting the development of navigation centers in Eugene and Salem. Navigation Centers can help these cities end encampments and assist other unsheltered homeless individuals.

**Permanent emergency shelters:** TAC recommends that counties with an unsheltered PIT count of 100 or more consider developing a permanent emergency shelter in a relatively populated, central area of the region. The shelter should be “right-sized” for local need, and targeted to the population(s) most in need (based on the PIT), but also be flexible to potential changes in the target population over time. A winter shelter that is operated from November to April in a single location with a set schedule and administered by at least some paid staff, would be a reasonable alternative. Additionally, accommodations for day shelters with programming in every community can improve service engagement and the safety of vulnerable individuals while also improving the receptivity of local businesses and neighborhood associations.

# RECOMMENDATIONS

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**Winter/warming shelters:** The state is heavily dependent on winter/warming shelters to provide safe spaces for those experiencing homelessness; winter/warming shelters account for 38 percent of all shelter beds. TAC recommends that funds be made available to ensure these shelters are managed by paid and qualified staff and are provided with standards of practice and technical assistance that ensure safety for all guests.

Shelter expansion and enhancement such as those described above will only be possible with sufficient support at the state level for local efforts. OHCS reports that some local agencies have indicated a willingness to develop emergency or winter shelter but that they don't know where to begin. As described above, other communities have found funding but have had difficulty siting a shelter due to local resistance.

The following are some examples of support the state could provide to local governmental and nonprofit entities to encourage shelter expansion:

- Explore the potential benefits that could stem from a gubernatorial declaration of emergency to suspend land use and zoning ordinances that delay or impede the prompt siting of emergency shelters. California and Hawaii are using emergency declarations to override local siting barriers in order to open shelters more quickly.
- Work with the Office of State Fire Marshal (OSFM) and the Building Codes Division (DBCD) on an FAQ that advises locales on how to work with these local jurisdictions on siting shelters. Examine opportunities to extend the winter/warming temporary advisory from 90 to 120 or 160 days.
- Coordinate training of local officials (city council, county commissioners) and professionals (fire, building) to support shelter expansion.
- Seek additional guidance from the OSFM and DBCD (possibly including written guidelines and training) for local communities to support expansion and operation of safe temporary and permanent shelters.
- Develop a brief guide to assist local partners in shelter acquisition/new construction/rehabilitation, including understanding the requirements, working with local officials on siting, and understanding the costs of development and operations and how to fund the project.
- Develop centralized technical assistance at OHCS (or by contracting for such capacity) to support local shelter development efforts.

## Executive Orders and Emergency Declarations

Some states and locales use executive orders and/or states of emergency to expedite securing safe shelters and housing for those experiencing homelessness. For example, in 2015, California's Governor Brown issued [CA Executive Order 2015](#) to expedite emergency housing for fire victims, suspending land use and zoning ordinances that would delay or impede prompt development of properties for displaced victims. Hawaii's Governor Ige similarly used an executive order to call a [Homeless State of Emergency](#) in December 2018, suspending state statutes that delay the development of long-term housing, temporary shelter, and services.

Many city and county governments, too, have declared states of emergency to suspend land use and zoning laws and expedite new shelters. For example, the City of Portland's [State of Emergency on Housing and Homelessness](#) allows the city to expedite permitting and siting for shelters and for building more affordable housing units. The declaration also allows for waiving certain procurement processes and, on a case-by-case basis, portions of the zoning and building codes. Portland's City Council has extended the State of Emergency through April 2021.

# RECOMMENDATIONS

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## BEST PRACTICES ACROSS THE CRISIS RESPONSE SYSTEM

As part of their work related to the [Budget Note](#)<sup>27</sup> in 2018, OHCS, Housing Stability Council, and the CAAs have agreed to adopt the following five best practices as Service Delivery Standards for the 2019-2021 biennium:

1. The use of a Housing First approach
2. Full CAA participation in local coordinated entry systems
3. CAA-supported access to low-barrier shelters
4. The incorporation of lived homelessness experience in service delivery
5. CAA commitment to intentionally act to reduce racial disparities in the homeless services programs they administer

Adoption of these best practices will improve “flow” in local crisis response systems and hopefully reduce homelessness as a result. As indicated in the Budget Note report, these changes represent a major shift to Oregon’s homeless services delivery system. As a result, the state has proposed a phased-in approach that will begin in the 2019–2021 biennium to transition the system through:

- Improved data systems to establish reliable baselines
- Increased system capacity through needs assessments, customized training, and technical assistance

### Rapid Re-housing

RRH services can fill an important gap in the system’s efforts to house households as quickly as possible. RRH provides, in a progressive and individualized manner, short- to medium-term rental assistance, along with housing-focused services in an effort to rapidly move households out of homelessness. RRH operates as a progressive assistance model whereby the least amount of assistance needed to end a client’s homelessness is offered first, and increased or continued only if and when the household needs it to sustain their tenancy.

RRH projects are challenging to operate and require a very specific set of housing-focused skills. TAC recommends OHCS review the state’s RRH projects to ensure that each has the capacity to deliver RRH services well, including provider capacity to make timely payments to landlords; the ability to co-locate in shelters and other emergency settings so services can reach those who need it most regardless of their physical location and in accordance with the coordinated entry prioritization protocol; targeting criteria; and other performance factors. Technical assistance may be needed for some programs.

Homelessness prevention is also important but very difficult to allocate appropriately. In order to ensure that people who are experiencing literal homelessness are served first, the Department of Veterans Affairs’ Supportive Services for Veteran Families (SSVF) programs now target 60 percent or more of their grant for rapid re-housing, and a maximum of 40 percent for homelessness prevention. OHCS may want to consider a similar focus on serving those who are already experiencing homelessness.

### Diversion

Diversion is an “upstream” intervention considered a best practice. Diversion is designed to assist people in finding immediate alternatives to emergency shelter or prolonged homelessness. Diversion practices rely on:

- Staff skilled in mediation and problem-solving
- Limited, targeted financial assistance to reconnect people with family, friends, or other social networks

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27 <https://www.oregon.gov/ohcs/docs/02-28-2019-Budget-Note-Report.PDF>

# RECOMMENDATIONS

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- A change in approach from “How can we get you into shelter?” to “How can we find someplace safe for you to stay while you work on your long-term housing plans?”
- Strong coordination among outreach, shelter, housing, and other crisis service partners.

Diversion is considered an emerging best practice. Multnomah and Clackamas are believed to be the only counties that currently have diversion programs, although all the CAAs have recently expressed an interest in investigating and possibly implementing diversion programs. TAC recommends piloting a diversion program with one or more CoCs. OHCS could expand based on the outcome of the pilot program.

## Transitional Housing

HUD’s Family Options study<sup>28</sup> found that transitional housing as an intervention had few advantages over other types of assistance; rapid re-housing and rental assistance were two of the comparison interventions. Based on this and other research, HUD encourages CoCs to reserve transitional housing for those populations that most need that type of intervention rather than being used either as a holding pattern for those that really need permanent supportive housing or those that need less intensive interventions. HUD suggests programs that serve domestic violence survivors and youth and those that provide substance use treatment may be appropriate for transitional housing. As illustrated in the HIC data, a substantial number of “beds” in Oregon are still classified as transitional housing. OHCS might want to explore how CoCs are using these programs and whether program modifications would improve the “flow” as well as individual outcomes.

## INTERGOVERNMENTAL COLLABORATION ON HOMELESSNESS

Based on the varied and specialized needs of the sub-populations identified in the Findings section of this report, resolving homelessness will require intergovernmental collaboration that brings together OHCS, the Department of Human Services (DHS), the Oregon Health Authority (OHA), the Oregon Department of Veteran Affairs (ODVA), the Oregon Department of Education (DOE), and the Department of Corrections (DOC). TAC recommends the Governor explore the benefits of creating a mechanism to better ensure intergovernmental collaboration on ending homelessness. For example, OHCS could be charged with exploring the feasibility of establishing a cross state agency working group such as a State Interagency Council on Homelessness (SICH) that includes representation from OHA, DHS, OSFM, and DBCD to provide a platform for agencies to work collaboratively to meet the Governor’s objective to end homelessness. TAC understands that initial discussions on this topic revealed that some stakeholders do not feel the traditional SICH model would be effective in Oregon; however, some type of cross agency partnership is critical to making headway in ending homelessness in the state.

Whatever process is identified should be efficient and cost-effective. Responsibilities of the SICH or other body might include:

- Developing a long-term and sustainable statewide shelter plan in partnership with other state agencies (including OHA, DHS, DOC, Employment Department, Education Department, OSFM, and DBCD) and local partners to expand shelter as needed by subpopulations such as youth, veterans, victims of domestic violence, and region, and to support other crisis system components in order to improve successful exits to housing
- Exploring the Washington State youth homeless services model to identify practices transferable to Oregon
- With CAA and CoCs, developing (and maintaining) a winter/warming shelter plan that identifies standards of practice for provision of safe, on-demand shelter for specific subpopulations and regions

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28 [https://www.huduser.gov/portal/family\\_options\\_study.html](https://www.huduser.gov/portal/family_options_study.html)

# RECOMMENDATIONS

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- Aligning programs that may be supported by funding streams coming from two or more agencies, e.g., domestic violence and youth shelters
- Securing funding to incentivize local governments, business communities, and philanthropy to partner with OHCS in funding new programs that address the needs of unsheltered and unhoused populations
- Implementing PSH recommendations in the Oregon Statewide Housing Plan, including piloting cross-system collaboration to serve high utilizers of DHS and OHA-funded programs to develop a braided funding mechanism and data sharing agreement that models what local partnership could look like
- Creating a public education campaign to humanize experiences of those needing shelter
- Ensuring the 211 website has updated shelter information, including links to local online information

While the initial intergovernmental activities might be focused on sheltering, it must also work collaboratively on other activities necessary to end homelessness, such as ensuring that new PSH units are occupied by the most vulnerable, ensuring tenancy supports are available for people with disabilities to prevent homelessness, and providing incentives for public housing agencies to continue to apply for Mainstream vouchers targeted to homeless individuals and families with disabilities, as well as other actions outlined in the Statewide Housing Plan.

## SUPPORT COMMUNITY ACTION AGENCIES AND CONTINUUMS OF CARE TO ACHIEVE BEST PRACTICES, OPTIMAL OUTCOMES

OHCS can play an important role in helping CAAs and local homeless providers to implement programs with successful outcomes.

- Ensure effective communication through continuation of regular shelter-related calls. Reinstate annual or semi-annual in-person meetings to support collaboration between OHCS, CAAs, and CoCs
- Provide continuous feedback on shelter-related outcomes including improvements related to equitable access to shelter and crisis response system programs
- Provide support to ensure CoCs have the capacity to continue to move towards best practices, support existing projects, and secure new funds from HUD; this may include HMIS, NOFA application supports
- Secure access to Longitudinal System Analysis (LSA) data from CoCs such that OHCS can provide or facilitate access to supports to advance CoC program performance, improve outcomes, and protect access to HUD funding
- Use SICH or other methods of intergovernmental collaboration to support the development of local partnerships including mental health, substance use treatment, community health clinics, hospitals, and other programs
- Work with CoCs and shelters to ensure shelters, including winter shelters, are integrated into local crisis response systems and are using CoC coordinated entry
- Assess the need for day shelter including the cost to support day shelters by expanding overnight shelter operations and ways to support/recognize libraries, stores, and other companies that provide de facto day shelter
- Explore potential models for developing and funding respite shelter beds — in addition to those in Portland — as alternatives to hospital or standard shelter beds.

# RECOMMENDATIONS

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## SHELTERS AND SHELTER OPERATIONS

TAC recommends OHCS support shelters in implementing best practices by taking the following steps:

- Provide ongoing training and support to local partners to implement standards of practice for winter/warming shelters
- Provide ongoing best practice training and support to shelter partners and shelter funders including but not limited to Housing First and housing-focused training
- Provide fair housing training using the Guide to Fair Housing for Homeless and Domestic Violence Shelter Providers (Oregon, 2018) as the base for the curriculum; encourage shelters to use Guide to assess their shelter compliance (See Appendix G)
- In order to provide culturally competent services and contribute to the elimination of racial and ethnic disparities in access and outcomes, provide staff training on cultural competence and cross-cultural issues as well as model policies that reduce administrative and linguistic barriers
- Create opportunities for input from persons with lived experience to improve shelter operations and accessibility for all
- Explore conducting a salary staff survey for various shelter staff positions
- Develop a shelter volunteer recognition event such as an event with the Governor, honor a “shelter volunteer of the year,” and identify a large business to provide gift cards for volunteers
- Develop a brief guidebook and training module on recruiting and managing shelter volunteers
- Identify opportunities to fund expanded day shelters (including navigation centers) and to support entities such as libraries and big box retailers that provide shelter during the day for many experiencing homelessness.

## ENSURE OHCS INTERNAL SYSTEMS SUPPORT LOCAL BEST PRACTICES TO END HOMELESSNESS

- Create a shelter training and technical assistance unit within OHCS Homeless Services Division to work with locales on region-specific planning, implementation of best practice sheltering models and operations, and capability to review provider progress towards the achievement of standards of practice.
- Institute specific staff to monitor EHA/SHAP programs including state-funded shelter performance and data quality, paired with support of shelter training and a technical assistance unit to support advancement towards best practices.
- Data is critical to assessing outcomes and sustaining HUD homeless assistance funds, but at least some of the local partners are challenged to meet best practices in data collection and data quality. Explore expanding OHCS’ role in data collection:
  - Pilot winter/warming shelter paper or electronic data collection submitted to a central entity for entry
  - Provide ongoing statewide training and support for data collection
  - Provide incentives for CoCs to allow OHCS access to CoC data for evaluation purposes
  - Consider collecting “unsheltered” data for all OHCS newly adopted EPIC outcome tool
- Examine workforce issues such as staffing capacity and compensation to reduce staff turnover and improve training competencies around low-barrier, trauma-informed, safe shelter practices; develop policies and programs to address these needs.



# RECOMMENDATIONS

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- Ensure other OHCS divisions also prioritize ending homelessness as appropriate, e.g., 500 new PSH units should be used to impact homelessness (especially unsheltered homelessness), and incentives for public housing agencies to use Mainstream vouchers to target homeless populations, Section 811 set-aside units, etc. Many of these recommendations are included in the Statewide Housing Plan. OHCS has made a significant commitment to expanding permanent supportive housing – a model that could have high impact on this issue – if, and only if, the most vulnerable homeless individuals become PSH tenants. This will require careful choreography internally at OHCS as well as externally with OHA, CCOs, and CoCs.

## EHA/SHAP RECOMMENDATIONS

- The state should explore merging EHA and SHAP funding. This will create management efficiencies for both the CAAs and OHCS. However, in order to ensure that the funds are primarily targeted to serving those who are experiencing literal homelessness, TAC recommends OHCS ensure the vast majority of these funds go towards street outreach, emergency shelter, and rapid re-housing, rather than homeless prevention. This can be achieved, for example, by capping spending for certain activities.
- Whether EHA and SHAP are merged or not, EHA funds should be targeted primarily to persons who are experiencing literal homelessness. Options include prioritizing EHA to serve only households experiencing literal homelessness until the unsheltered count decreases to the national average for each subpopulation, or designating a minimum percentage that must serve literally homeless.
- Continue to examine and update funding formulas by geographic areas. Consider more heavily weighting PIT sheltered and unsheltered count in allocation of EHA/SHAP. Washington and Clackamas County CoCs receive significantly more EHA/SHAP support relative to the percentage of persons experiencing homelessness as demonstrated in the PIT.
- Attend to the recommendations made by the Coalition for Communities of Color in their 2017 Memo (see Appendix F) to ensure that people of color are included in PIT counts.
- Review data standards for EHA and SHAP and develop a brief guide and training to improve reliability of data and reporting.
- Develop creative strategies to support volunteer-based shelters that receive EHA and/or SHAP funds in collecting and entering client data.
- Continue to implement newly adopted fiscal policies to ensure funds are spent appropriately and in a timely manner.
- Continue to refine and formalize policies and procedures governing the use of funds for real estate acquisition, new construction, or rehabilitation to assist CAAs and their subrecipients to move projects forward more quickly.
- Ensure that new CAA Master Grant Agreement (MGA) requirements around Housing First, coordinated entry, and low-barrier shelter are clearly defined and that appropriate training and technical assistance are provided so these requirements are adopted across the state.
- Target specific funding for shelter providers to use for data collection (technology and staff).
- Explore performance-based contracting to build in contractually obligated performance related to HMIS data entry, accuracy, participation in best practice trainings, and collaborations with CoC CE to ensure shelter operators are working in concert with the available homeless affordable housing systems.
- Align Key Performance Measures (KPM) with HUD outcome measures. For example, where OHCS KPM assesses housing retention at 6 months, HUD requires CoCs to assess housing retention at 6, 12, and

# RECOMMENDATIONS

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24 months post-placement. HUD also requires data reporting for 100 percent of clients, whereas OHCS currently accepts lower rates of client contact.

- Address the KPM 2 data issues to ensure this data can be used to assess performance.
- Consider requiring CAAs to report similar data as part of EPIC such that data analysis statewide is available for all data points.

# CONCLUSIONS

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Homelessness, especially unsheltered homelessness, is of catastrophic proportions in Oregon. Nationally, Oregon, along with Hawaii and California, had the highest rate of individuals experiencing homelessness, with 50 or more individuals experiencing homelessness per 10,000 individuals. Oregon is one of four states in which more than half (61 percent) of all people experiencing homelessness were found in unsheltered locations.

OHCS is the agency charged with administering homeless funding to local communities. As such, it is important that OHCS play a leadership role in ending homelessness. This report has described some of the leadership roles the agency can take and is already taking such as moving towards outcome-oriented contracts with the Community Action Agencies.

However, OHCS alone cannot end homelessness. As described in the report, close to a third of people who are homeless self-identified as having a serious mental illness or substance use disorder; these populations make up a significant portion of the unsheltered homeless population. OHCS needs partners such as OHA and the CCOs to help these individuals end their homelessness. In those communities where additional emergency or winter shelter is needed, support by the Office of State Fire Marshal and the Building Codes Division is necessary to quell local fears. Mechanisms to support this intergovernmental collaboration will be needed in order to end homelessness.

The Legislature has recognized the challenges communities face in ending homelessness and has significantly increased recent funding allocations to support communities in facing these challenges. These funds will be critical to expanding emergency shelter beds in those communities most impacted and to support other components of the crisis response system such as outreach and coordinated entry. As described in the report, however, increasing emergency shelter beds is not sufficient. Shelters must become low barrier and housing-focused. Other aspects of the system must also work towards implementation of best practices.

Oregon cannot end homeless overnight but by actively moving each local system towards best practices, providing funding, support, and training, the state will be able to reverse the trend and move towards making homelessness a rare, brief, and one-time experience, and to sustain success once achieved.

## APPENDICES

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## APPENDIX A: KEY TERMS AND ACRONYMS

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**Chronically Homeless Individual:** refers to an individual with a disability who has been continuously homeless for one year or more or has experienced at least four episodes of homelessness in the last three years where the combined length of time homeless in those occasions is at least 12 months

**Community Action Agencies:** Community Action Agencies are private or public nonprofit organizations that were created by the federal government in 1964 to combat poverty in geographically designated areas. Status as a Community Action Agency is the result of an explicit designation by local or state government.

**Coordinated Entry System (CES):** a system that works by establishing a common process to understand the situation of all individuals and families who request assistance through the homeless system. The core elements include: established access point(s), the use of a standardized assessment process to gather information on program participants' preferences, and the barriers that households face to regaining housing. Once the assessment has identified the most vulnerable people with the highest needs, the CoC's standards are used to prioritize households for referral to appropriate and available housing resources

**Continuums of Care (CoC):** the collaboration of local stakeholders representative of relevant organizations that coordinate homeless services across a specific geography. The CoC must establish a Board to act on its behalf, and may appoint additional committees to fulfill its responsibilities, all of which must be documented in a governance charter.

**Continuum of Care Program (CoC Program):** a HUD funded program designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and State and local governments to quickly rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.

**Department of Corrections (DOC):** is the agency of the U.S. state of Oregon charged with managing a system of 14 state prisons

**Department of Human Services (DHS):** is the principal human services agency of the government of Oregon.

**Diversion/Rapid Exit:** a strategy that prevents homelessness for people seeking shelter by helping them identify immediate alternate housing arrangements and, if necessary, connecting them with services and financial assistance to help them return to permanent housing. Diversion services can reduce the number of households becoming homeless, the demand for shelter beds, and the size of program wait lists. Diversion services can also help communities achieve better outcomes and be more competitive when applying for federal funding. Diversion services are offered immediately prior to, or immediately after, a household becomes literally homeless.

**Domestic Violence (DV):** is violence or other abuse by one person against another in a domestic setting, such as in marriage or cohabitation.

**Emergency Housing Assistance (EHA):** is the Oregon Housing and Community Services program that assists low- or very low-income persons who are homeless or are unstably housed and at risk of becoming homeless.

**Emergency Shelter (ES):** is a facility with the primary purpose of providing temporary shelter for homeless people

## APPENDIX A: KEY TERMS AND ACRONYMS

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**Emergency Solutions Grant (ESG):** a HUD-funded program to assist individuals and families quickly regain stability in permanent housing after experiencing a housing crisis or homelessness. ESG provides grants by formula to states, metropolitan cities, urban counties and U.S. territories to support homelessness prevention, emergency shelter and related services.

**Ending Homelessness, Preventing Homelessness, Inclusion & Diversity, Capacity of Community (EPIC):** is an outcome oriented tool for improving Oregon's homeless service system

**Fair Market Rent (FMR):** are published in the Federal Register annually by HUD at the beginning of each federal fiscal year (10/1). HUD establishes FMRs to determine payment standards or rent ceilings for HUD-funded programs that provide housing assistance.

**Frequently Asked Questions (FAQ):** is a list of frequently asked questions and answers on a particular topic area.

**Harm Reduction:** an approach or strategy aimed at reducing the risks and harmful effects associated with substance use and addictive behaviors for the individual, the community, and society as a whole. In the context of Housing First programs, harm reduction provides relief from sobriety requirements while also attending to personal goals and strength-based service design.

**Homeless Individual/household:** describes a person or group of people who identify as a family, who lacks a fixed, regular, and adequate nighttime residence; or a person fleeing domestic violence and has no other resources or housing options available and without these homeless crisis resources would be homeless as defined above.

**Homeless Inventory Count (HIC):** is an inventory of housing conducted annually during the last ten days in January, and are available at the national and state level, as well as for each CoC.

**Homeless Management Information System (HMIS):** a computerized data collection application designed to capture client-level information over time on the characteristics and service needs of men, women, and children experiencing homelessness, while also protecting client confidentiality. It is designed to aggregate client-level data to generate an unduplicated count of clients served within a community's system of homeless services. An HMIS may also cover a state or regional area, and include several CoCs.

**Housing First (HF):** a model of housing assistance that prioritizes rapid placement and stabilization in permanent housing that does not have service participation requirements or preconditions (such as sobriety or a minimum income threshold).

**Housing Inventory Count (HIC):** is produced by each CoC and provides an annual inventory of beds that assist people in the CoC who are experiencing homelessness or leaving homelessness, usually conducted the last week of January.

**Housing and Urban Development Annual Homeless Assessment Report (AHAR):** is a HUD report to the U.S. Congress that provides nationwide estimates of homelessness, including information about the demographic characteristics of homeless persons, service use patterns, and the capacity to house homeless persons. The report is based on Homeless Management Information Systems (HMIS) data about persons who experience homelessness during a 12-month period, point-in-time counts of people experiencing homelessness on one day in January, and data about the inventory of shelter and housing available in a community.

**Housing and Urban Development (HUD):** is a Cabinet department in the Executive branch of the United States federal government.

## APPENDIX A: KEY TERMS AND ACRONYMS

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**Master Grant Agreement (MGA):** is the contract between Oregon Housing and Community Services and the Community Action Agencies.

**Notice of Funding Availability (NOFA):** establishes the funding criteria from a government agency to its contracted grantees.

**Oregon Health Authority (OHA):** is the State agency responsible for overseeing most of Oregon's health-related programs including behavioral health (addictions and mental health), public health, Oregon State Hospital for individuals requiring secure residential psychiatric care, and the state's Medicaid program called the Oregon Health Plan.

**Oregon Housing Community Services (OHCS):** is Oregon's housing finance agency, providing financial and program support to create and preserve opportunities for quality, affordable housing for Oregonians of lower and moderate income.

**Outreach:** involves moving outside the walls of the agency to engage people experiencing homelessness who may be disconnected and alienated not only from mainstream services and supports, but from the services targeting homeless persons as well. This is incredibly important work designed to help establish supportive relationships, give people advice and support, and provide access to the services and supports that will help them move off the streets to permanent housing. Outreach is important in order to access hard-to-reach individuals, and should be connected to an overt and concerted effort to end homelessness.

**Permanent Housing (PH):** community-based housing without a designated length of stay, and includes both permanent supportive housing and rapid re-housing. To qualify as CoC Program permanent housing, the program participant must be the tenant on a lease for an initial term of at least one year, which is renewable for terms that are a minimum of one month long, and is terminable only for cause. Other permanent housing programs, such as SSVF and state/local funding sources, only require the minimum lease requirements based on the state or local regulations.

**Permanent Supportive Housing (PSH):** is a housing model designed to provide housing assistance (project- and tenant-based) and supportive services on a long-term basis to formerly homeless people. HUD's Continuum of Care program, authorized by the McKinney-Vento Act, funds PSH and requires that the client have a disability for eligibility.

**Permitted Village/Encampment:** offer outdoor, temporary accommodations for people who are living unsheltered in conditions that threaten their health and safety. Villages offer tiny house-like living structures, community kitchens, hygiene services and case management to clients that have lived outside for extended periods of time or for whom traditional shelter may not be a good fit. A person successfully exits a village when they leave the village to move to permanent housing.

**Point-in-Time Counts (PIT):** are unduplicated 1-night estimates of both sheltered and unsheltered homeless populations. The 1-night counts are conducted by CoCs nationwide and occur during the last week in January of each year.

**Rapid re-housing (RRH):** rapidly connects families and individuals experiencing homelessness to permanent housing through a tailored package of assistance that may include the use of time-limited financial assistance and targeted supportive services.

**Request for Proposal (RFP):** is a document that describes the availability of funds and qualifying criteria, conditions and purpose that a locale must respond to in order to receive certain grant funding.



## APPENDIX A: KEY TERMS AND ACRONYMS

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**Serious Mental Illness (SMI):** is defined as a mental, behavioral, or emotional disorder resulting in serious functional impairment, which substantially interferes with or limits one or more major life activities.

**Sheltered Homelessness:** refers to people who are staying in emergency shelters, transitional housing programs, or safe havens.

**Shelters In Oregon (SIO):** An inventory of shelters in Oregon with some descriptive information, compiled by OHCS Homeless Services staff.

**Supportive Services for Veteran Families (SSVF):** Veterans Affairs (VA) funded program that provides both rapid re-housing and homelessness prevention (HP), depending on a household's current housing situation and need. SSVF's program regulations prioritize RRH interventions. It is expected that SSVF grantees (501C (3) non-profits) and community partners prioritize resources to meet the needs of all eligible, literally homeless Veteran households, while only offering HP services to the most vulnerable Veteran households. As part of the community plan for ending Veteran homelessness, this may require that HP services be offered only when an SSVF grantee or community is able to meet the needs of all eligible literally homeless Veterans.

**State Homeless Assistance Program (SHAP):** offers state funds to help meet the emergency needs of homeless Oregonians by providing operational support for emergency shelters and supportive services to shelter residents.

**Street Outreach (SO):** is an approach to meet those living on the streets and in encampments where they are to develop an understanding of the circumstances and needs of each individual, as well as cultural barriers that may prevent people from accessing either mainstream services or those that target people who experience homelessness. Through the development of positive relationships, the attainment of the larger goal of helping people access the services and supports they want and need in order to help them exit homelessness.

**Supportive Housing (SH):** is a housing model designed to provide housing assistance and supportive services to formerly homeless people for an unspecified duration of time.

**Transitional Housing:** housing where all program participants have signed a lease or occupancy agreement, the purpose of which is to facilitate the movement of homeless individuals and families into permanent housing within 24 months.

**Unsheltered Homelessness:** refers to people whose primary nighttime location is a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for people (for example, the streets, vehicles, or parks)

**Victim Service Provider Agency:** a private nonprofit organization whose primary mission is to provide services to victims of domestic violence, dating violence, sexual assault, or stalking. This includes rape crisis centers, battered women's shelters, domestic violence transitional and permanent housing programs, and other programs of this nature.

**Winter Shelter:** shelter beds that are open during the fall, winter and spring and are open night after night, no matter the forecast.

**Warming Shelter:** Additional shelter beds that open when severe weather hits to keep unsheltered people safe, generally 10 to 20 times each year. Each community has differing weather forecast thresholds that determine when these open.

## APPENDIX B: SHELTERED AND UNSHELTERED BY COC AND COUNTY

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## Appendix B: Sheltered and Unsheltered by CoC and County

| Continuum of Care                                    | CAA     | County    | Sheltered |     | Unsheltered |      | County Total | %   | CoC Total | %   |
|------------------------------------------------------|---------|-----------|-----------|-----|-------------|------|--------------|-----|-----------|-----|
| <b>OR-500 Eugene, Springfield/Lane County CoC</b>    | LANE    | Lane      | 526       | 34% | 1003        | 66%  | 1529         | 11% | 1529      | 11% |
| <b>OR-501 Portland, Gresham/Multnomah County CoC</b> | MULTCO  | Multnomah | 2509      | 60% | 1668        | 40%  | 4177         | 30% | 4177      | 30% |
| <b>OR-502 Medford, Ashland/Jackson County CoC</b>    | ACCESS  | Jackson   | 369       | 58% | 264         | 42%  | 633          | 5%  | 633       | 5%  |
| <b>OR-503 Central Oregon CoC</b>                     | NIMPACT | Crook     | 8         | 19% | 35          | 81%  | 43           | 0%  | 778       | 6%  |
|                                                      | NIMPACT | Deschutes | 207       | 30% | 494         | 70%  | 701          | 5%  |           |     |
|                                                      | NIMPACT | Jefferson | 15        | 44% | 19          | 56%  | 34           | 0%  |           |     |
| <b>OR-505 Oregon Balance of State CoC</b>            | CAPECO  | Gilliam   | 0         | 0%  | 0           | 0%   | 0            | 0   | 5795      | 42% |
|                                                      | CAPECO  | Morrow    | 0         | 0%  | 0           | 0%   | 0            | 0%  |           |     |
|                                                      | CAPECO  | Umatilla  | 24        | 44% | 31          | 56%  | 55           | 0%  |           |     |
|                                                      | CAPECO  | Wheeler   | 0         | 0%  | 1           | 100% | 1            | 0%  |           |     |
|                                                      | CAT     | Clatsop   | 18        | 3%  | 662         | 97%  | 680          | 5%  |           |     |
|                                                      | CAT     | Columbia  | 69        | 44% | 89          | 56%  | 158          | 1%  |           |     |
|                                                      | CAT     | Tillamook | 86        | 37% | 145         | 63%  | 231          | 2%  |           |     |
|                                                      | CCNO    | Baker     | 3         | 43% | 4           | 57%  | 7            | 0%  |           |     |
|                                                      | CCNO    | Grant     | 0         | 0%  | 4           | 100% | 4            | 0%  |           |     |
|                                                      | CCNO    | Union     | 1         | 2%  | 42          | 98%  | 43           | 0%  |           |     |
|                                                      | CCNO    | Wallowa   | 4         | 50% | 4           | 50%  | 8            | 0%  |           |     |
|                                                      | CinA    | Harney    | 1         | 5%  | 18          | 95%  | 19           | 0%  |           |     |
|                                                      | CinA    | Malheur   | 43        | 28% | 108         | 72%  | 151          | 1%  |           |     |
|                                                      | CSC     | Benton    | 139       | 48% | 148         | 52%  | 287          | 2%  |           |     |
|                                                      | CSC     | Lincoln   | 26        | 14% | 160         | 86%  | 186          | 1%  |           |     |
|                                                      | CSC     | Linn      | 113       | 63% | 67          | 37%  | 180          | 1%  |           |     |
|                                                      | KLCAS   | Klamath   | 114       | 59% | 78          | 41%  | 192          | 1%  |           |     |
|                                                      | KLCAS   | Lake      | 0         | 0%  | 12          | 100% | 12           | 0%  |           |     |

| Continuum of Care                                             | CAA    | County     | Sheltered   |     | Unsheltered |      | County Total | %           | CoC Total    | %           |
|---------------------------------------------------------------|--------|------------|-------------|-----|-------------|------|--------------|-------------|--------------|-------------|
|                                                               | MCCAC  | Hood River | 31          | 44% | 39          | 56%  | 70           | 1%          |              |             |
|                                                               | MCCAC  | Sherman    | 0           | 0%  | 1           | 100% | 1            | 0%          |              |             |
|                                                               | MCCAC  | Wasco      | 39          | 20% | 156         | 80%  | 195          | 1%          |              |             |
|                                                               | MWVCAA | Marion     | 754         | 72% | 295         | 28%  | 1049         | 8%          |              |             |
|                                                               | MWVCAA | Polk       | 45          | 44% | 57          | 56%  | 102          | 1%          |              |             |
|                                                               | ORCAA  | Coos       | 0           | 0%  | 397         | 100% | 397          | 3%          |              |             |
|                                                               | ORCAA  | Curry      | 0           | 0%  | 161         | 100% | 161          | 1%          |              |             |
|                                                               | YCAP   | Yamhill    | 223         | 45% | 270         | 55%  | 493          | 4%          |              |             |
|                                                               | UCAN   | Douglas    | 233         | 50% | 230         | 50%  | 463          | 3%          |              |             |
|                                                               | UCAN   | Josephine  | 60          | 9%  | 590         | 91%  | 650          | 5%          |              |             |
| <b>OR-506 Hillsboro, Beaverton/<br/>Washington County CoC</b> | CAO    | Washington | 175         | 32% | 369         | 68%  | 544          | 4%          | 544          | 4%          |
| <b>OR-507 Clackamas County CoC</b>                            | CCSS   | Clackamas  | 151         | 30% | 346         | 70%  | 497          | 4%          | 497          | 4%          |
| <b>TOTALS</b>                                                 |        |            | <b>5986</b> |     | <b>7967</b> |      | <b>13953</b> | <b>100%</b> | <b>13953</b> | <b>100%</b> |

## APPENDIX C: ONLINE SURVEY OF PEOPLE WITH LIVED EXPERIENCE

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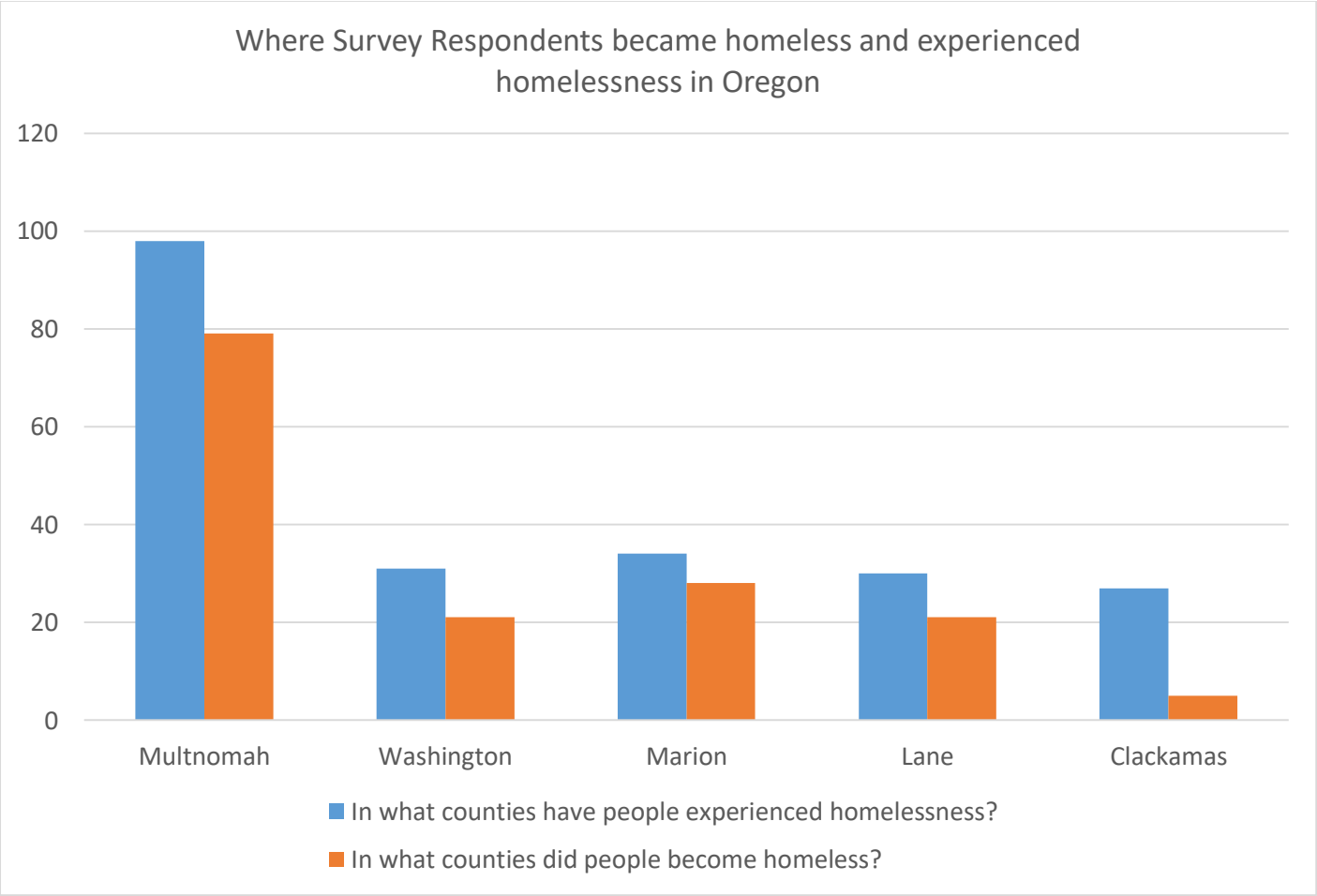
**Lived Experience**

OHCS received 232 completed surveys from people with lived experience. In addition to the 232 responses to the lived experience survey from people with lived experience, OHCS received 61 responses from allies or advocates. The responses from advocates and allies supported and aligned with the responses from people with lived experiences.

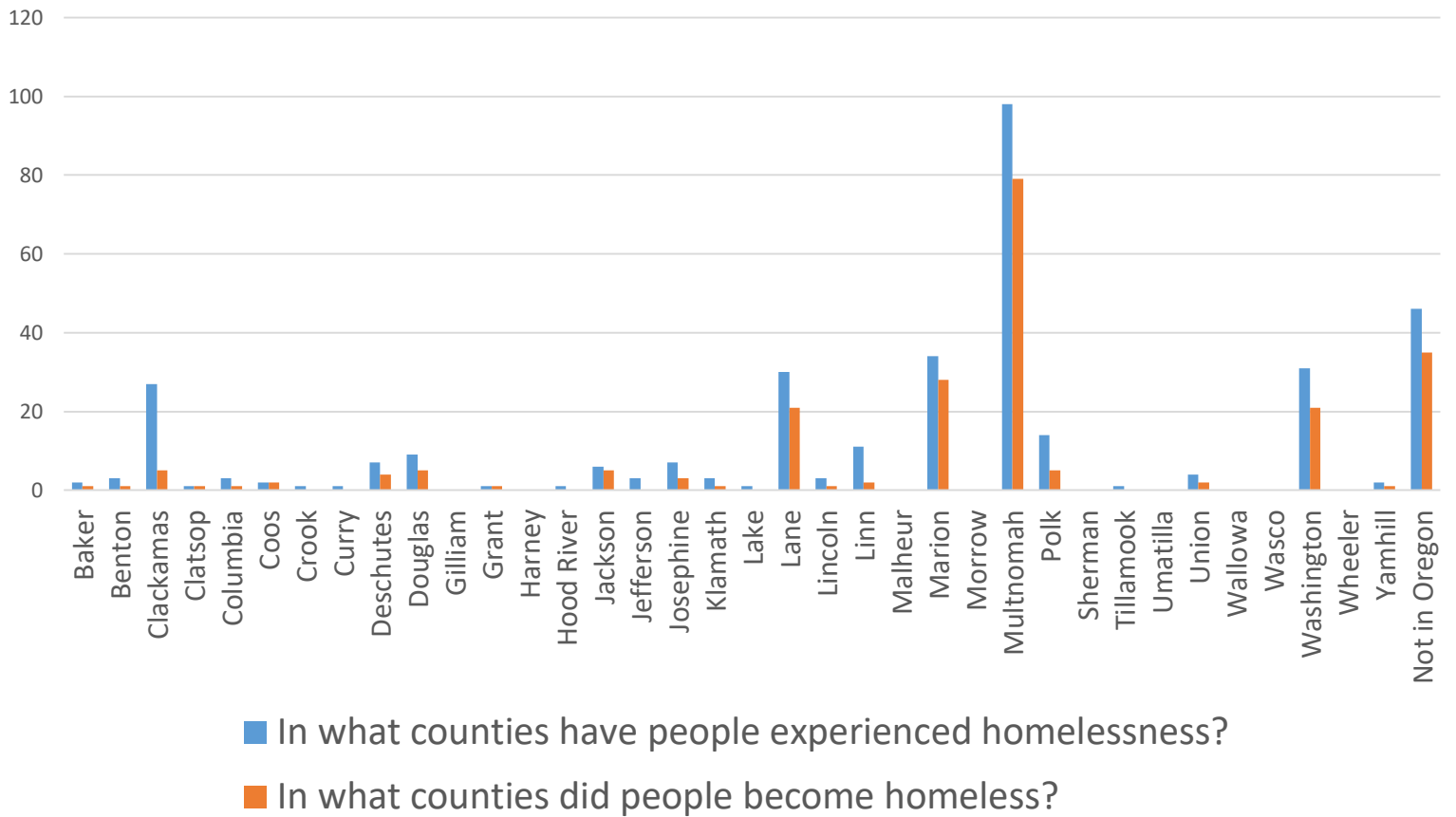
70 people with lived experience of homelessness who are currently experiencing homelessness answered the survey. 70 people with lived experience have accessed emergency shelters in Oregon the last 5 years. 157 people who answered the survey have not accessed emergency shelters in Oregon in the last 5 years.

**Location of Respondents**

The top five locations in Oregon that respondents experienced homelessness in were Multnomah, Washington, Marion, Lane, and Clackamas counties.



## Where Survey Respondents became homeless and experienced homelessness in Oregon

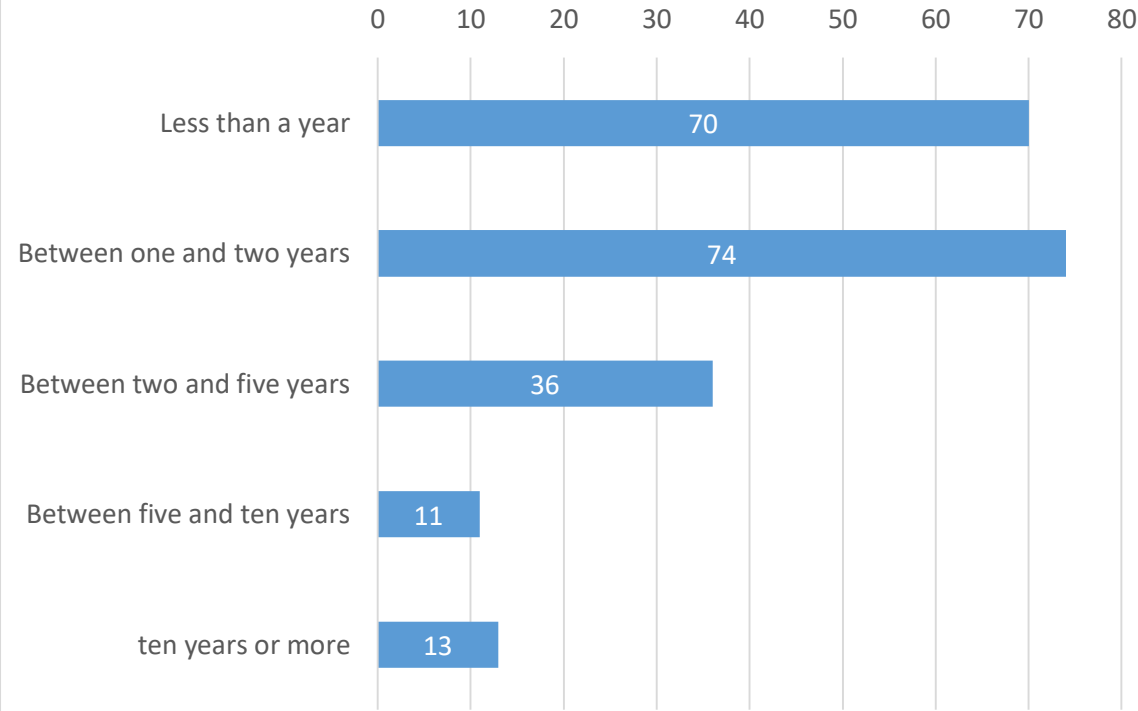


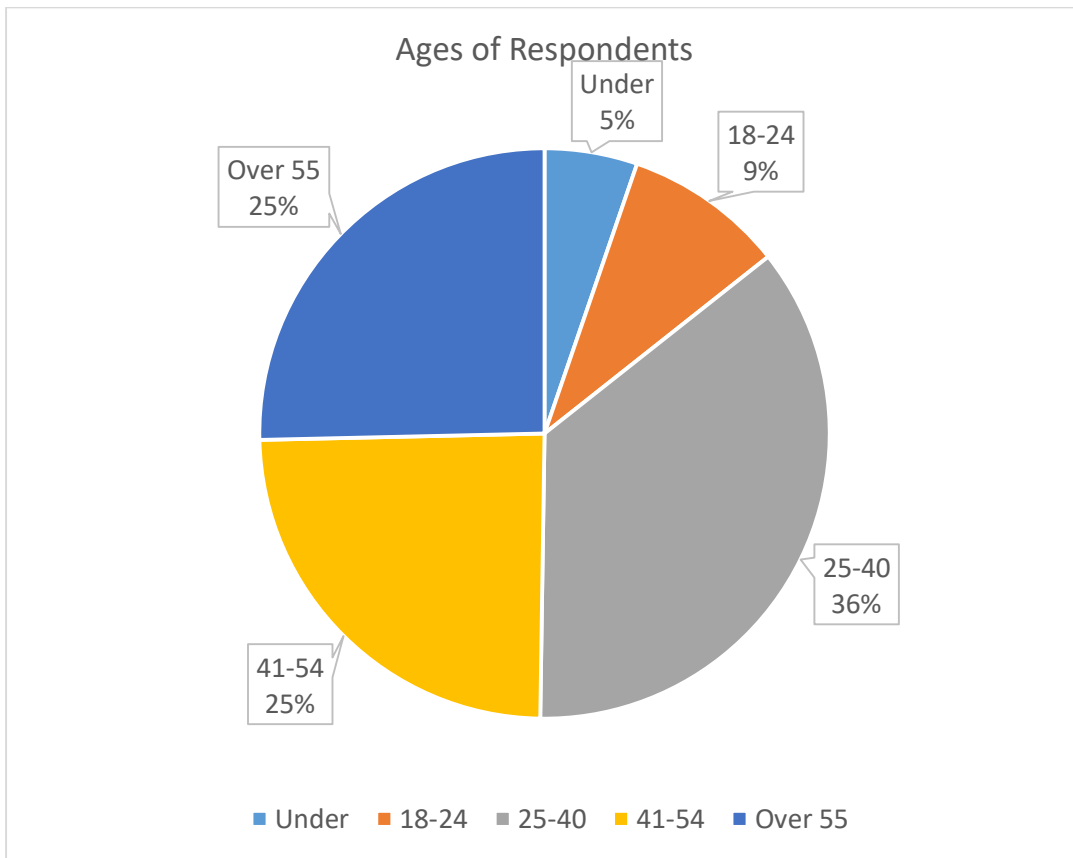
### Length of Time Experienced Homelessness

The majority of respondents had experiences of homelessness of between one and two years or less than one year. Of the 204 people that answered the question, 70 respondents (34%) had experiences of homelessness less than one year, 74 (36%) between one and two years, 36 (18%) between two and five years, 11 (5%) between five and ten years, and 13 (6%) for ten years or more.



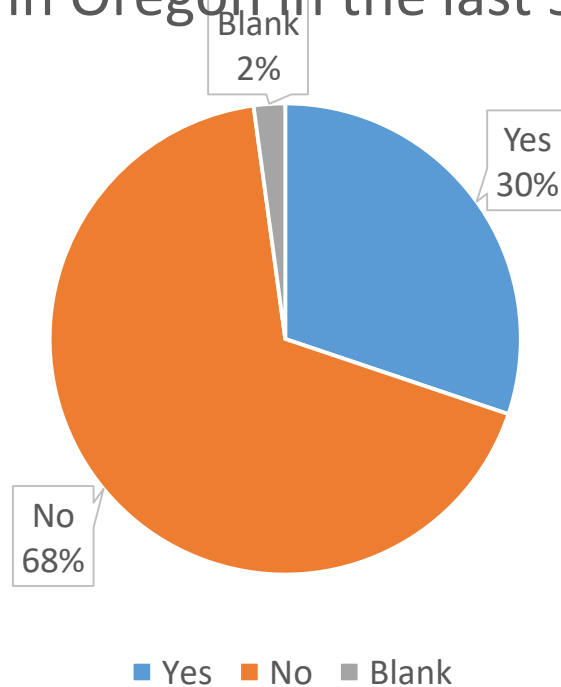
Experience of Homelessness Length of Time





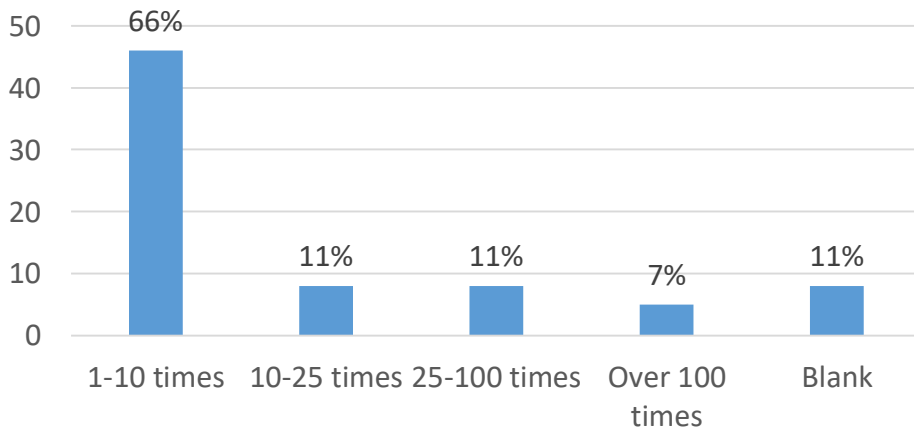
The majority of respondents who answered the question were between ages 25 and 40 (36%) followed by 41-54 (25%) and over 55 (25%). 5% of respondents were under 18 and 9% were between 18 and 24.

## Have you stayed in an emergency shelter in Oregon in the last 5 years?



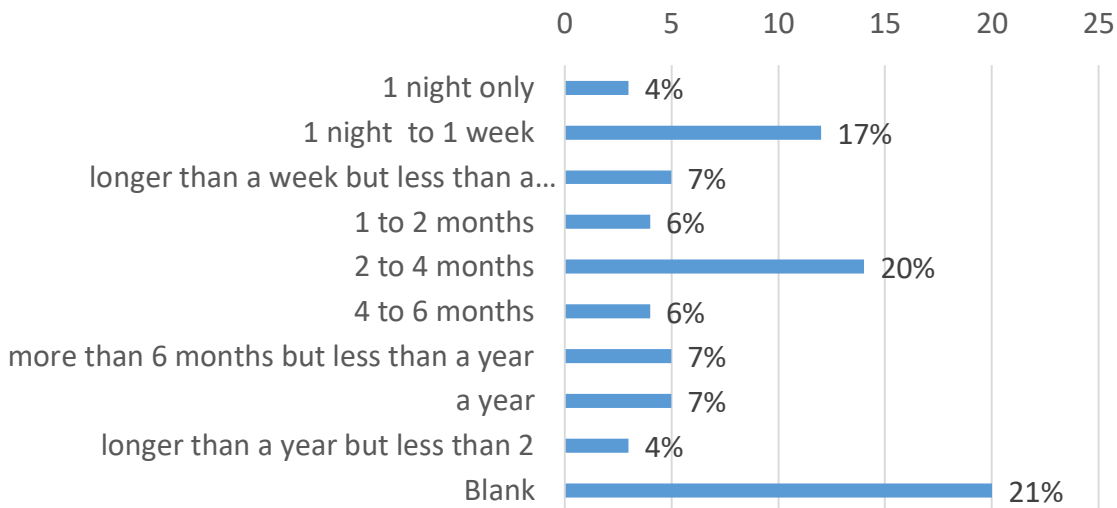
Only 30 percent of respondents (70 people) reported that they had stayed in an emergency shelter in Oregon in the last 5 years. Of those, the majority (66%) accessed a shelter between one and ten times.

### About how many times did you access shelter in the last 5 years?

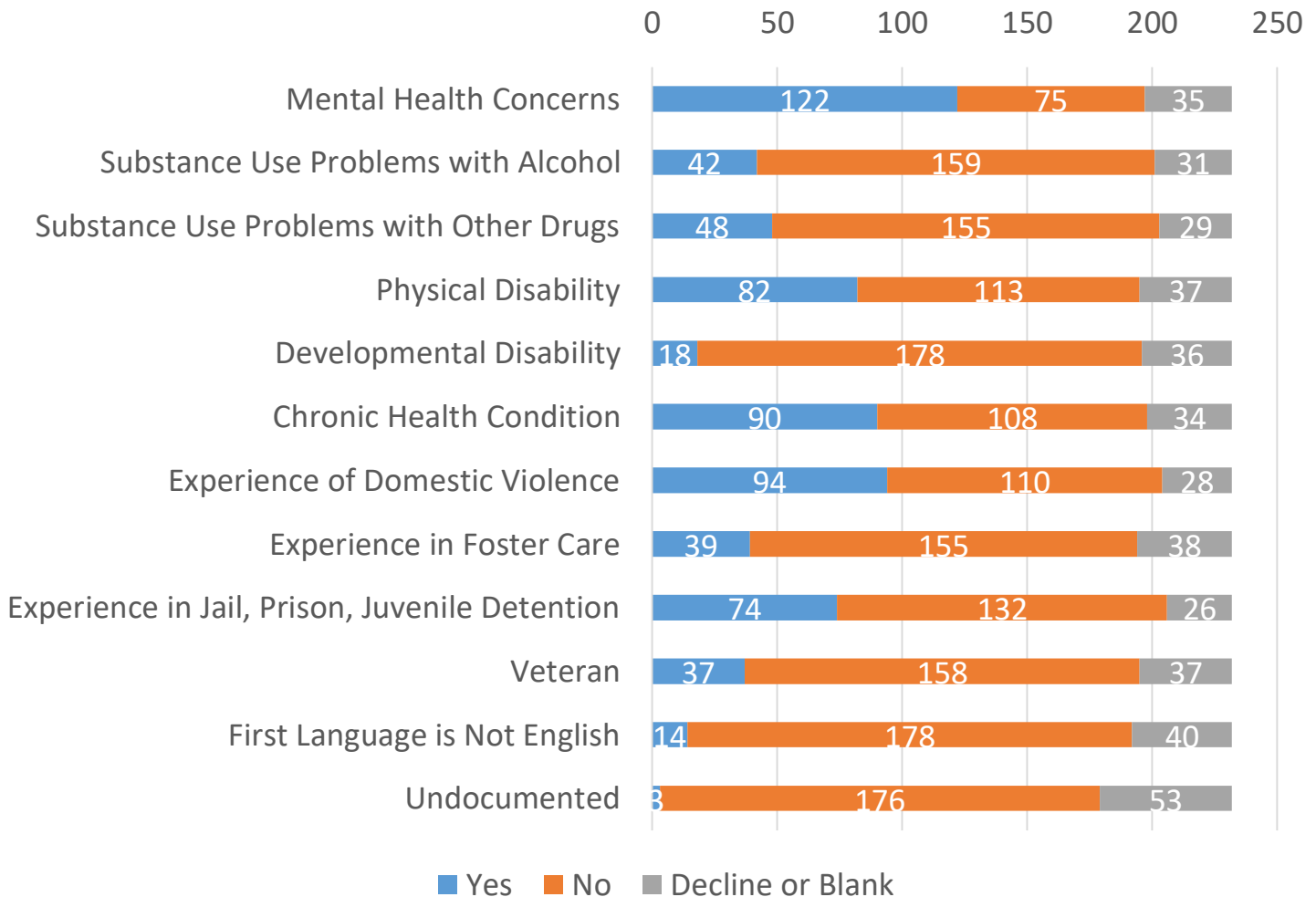


Of the respondents that reported staying in emergency shelter (70 people), the majority (20%) reported staying two to four months. 17% reported staying one night to one week.

For about how long (number of days, months) did you stay in shelter each time?

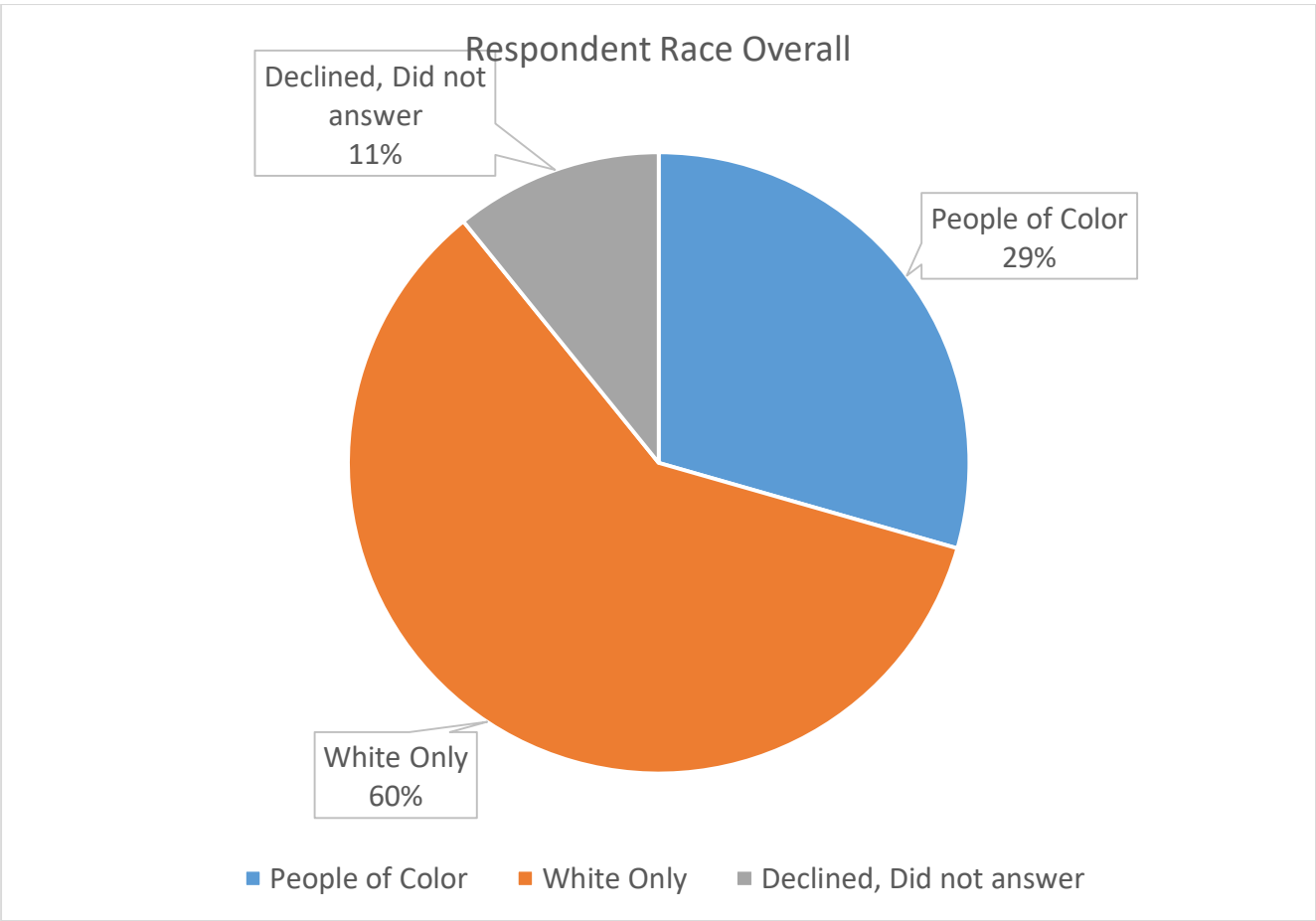


## Demographics and Experiences Represented

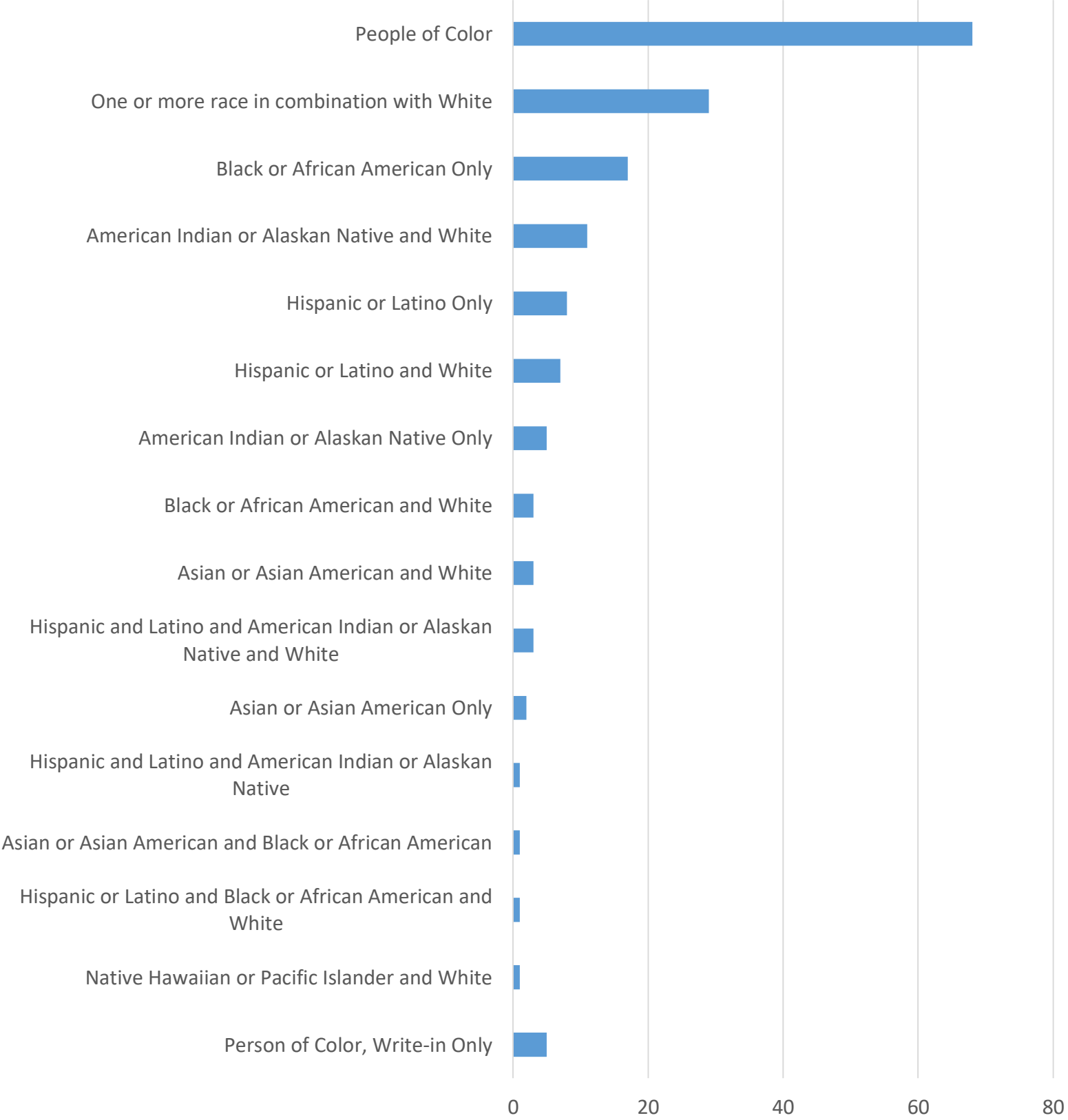


122 people (53%) indicated having mental health concerns, 94 people (40%) have experienced domestic violence, 90 people (39%) have chronic health conditions, 82 people (35%) have a physical disability, 74 people (32%) have experienced jail, prison, or juvenile detention. 42 people (18%) reported a substance use problem with alcohol. 48 people (21%) reported having a substance use problem with other drugs. 39 people (17%) reported experiences in foster care, 37 people (16%) were veterans, 18 (8%) reported having a developmental disability, 14 people (6%) had a first language that is not English, and 3 (1%) were undocumented.

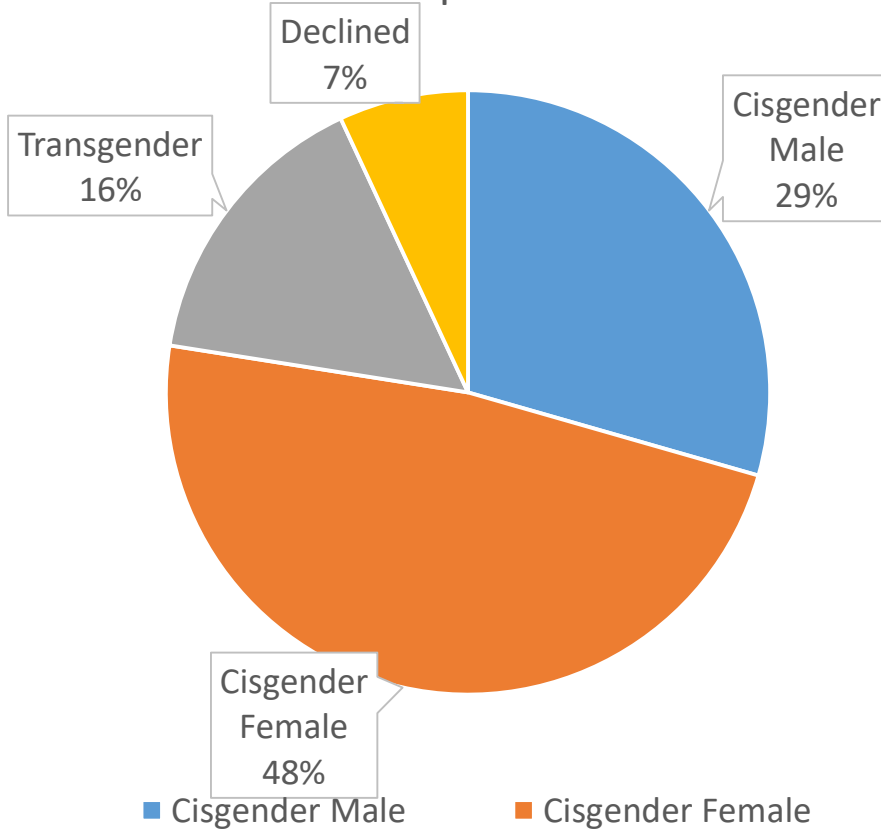
60% of respondents reported their race as White only, 29% were people of color, and 11% did not respond. Of the 68 people (29%) who were people of color, 29 people (43%) were one or more race in combination with White, 17 (25%) people were Black or African American only, 11 people (16%) were American Indian or Alaskan Native and White, 8 people (12%) were Hispanic or Latino Only, 7 people (10%) were Hispanic and Latino and White, and 5 people (7%) were American Indian or Alaskan Native Only. 3 people (4%) were Black or African American and White. 3 people (4%) were Asian or Asian American and White. 3 people (4%) were Hispanic and Latino and American Indian or Alaskan Native and White. Two people (3%) were Asian or Asian American only. One person each was Hispanic and Latino and American Indian or Alaskan Native; Asian or Asian American and Black or African American; Hispanic or Latino and Black or African American and White; and native Hawaiian or Pacific Islander and White. 5 people (7%) did write-in only responses indicating they were people of color.



Detailed Respondent Race for People of Color



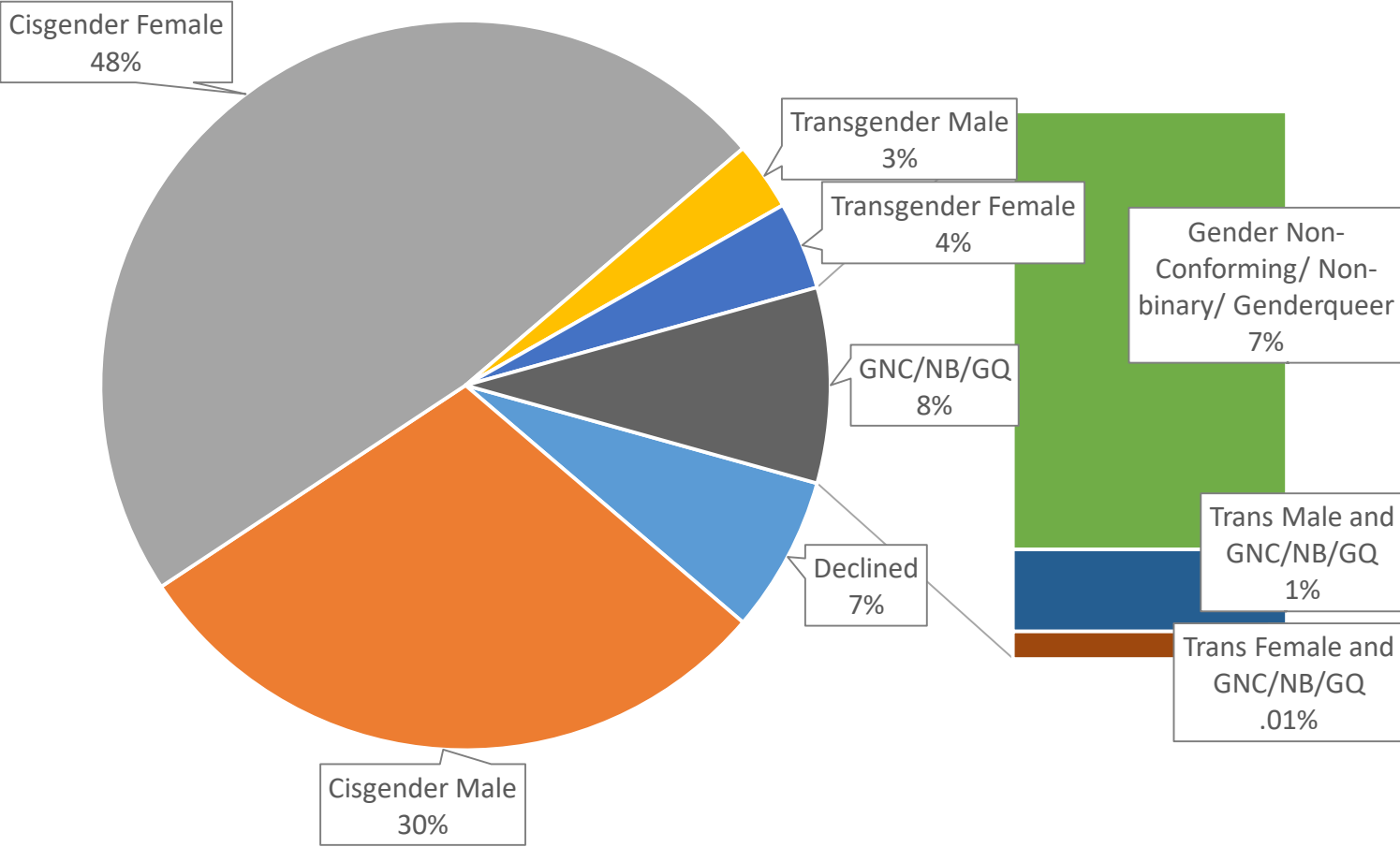
## Gender of Respondents Overall



Respondents reported their gender as Cisgender Female (48%), Cisgender Male (29%), and 16% Transgender. 7% did not answer the question. Of the 16% who indicated Transgender, 4% were Transgender Females, 3% were Transgender Males, and 8% were Gender Non-conforming, Non-binary, or Genderqueer alone or in combination with another transgender identity.

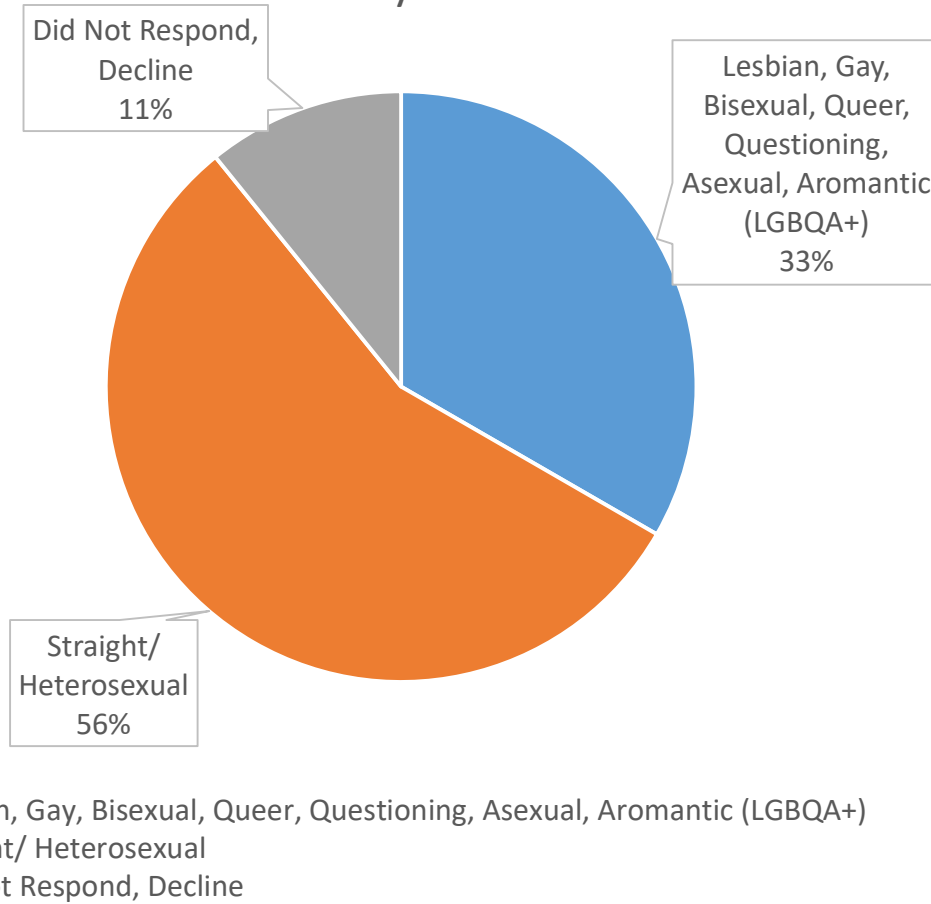


Gender of Respondents Detail



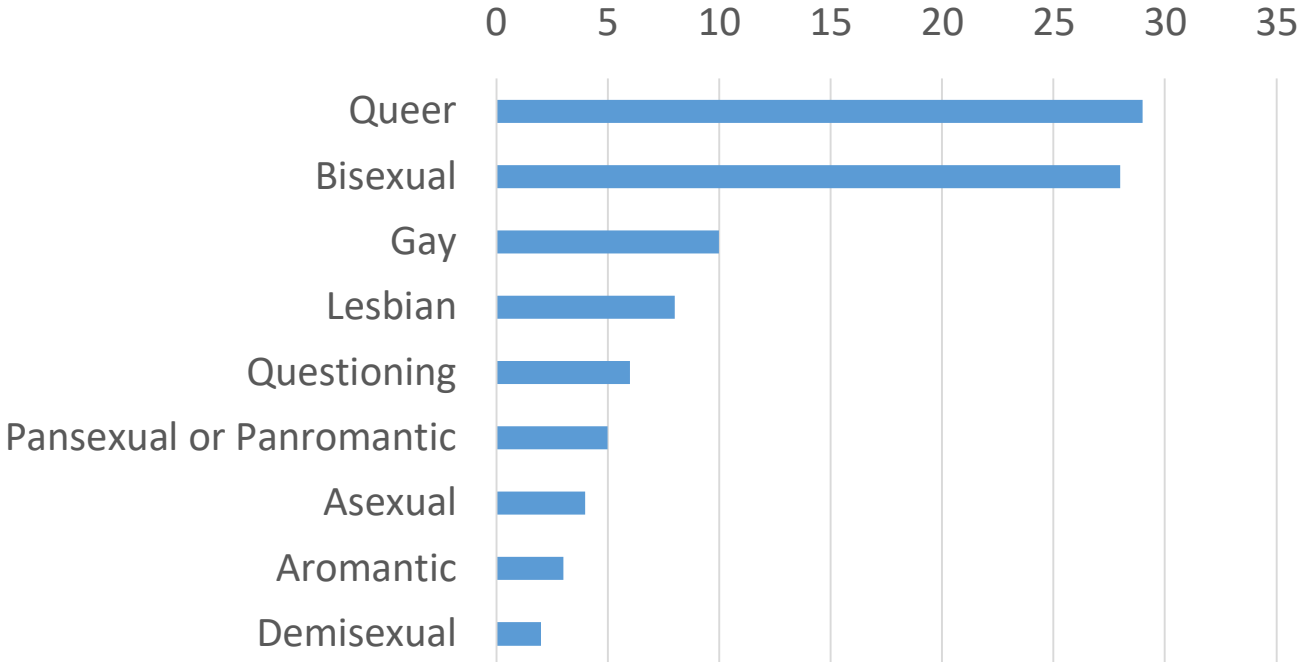
- Declined
- Cisgender Male
- Cisgender Female
- Transgender Male
- Transgender Female
- Gender Non-Conforming/ Non-binary/ Genderqueer
- Trans Male and GNC/NB/GQ

## Sexuality Overall

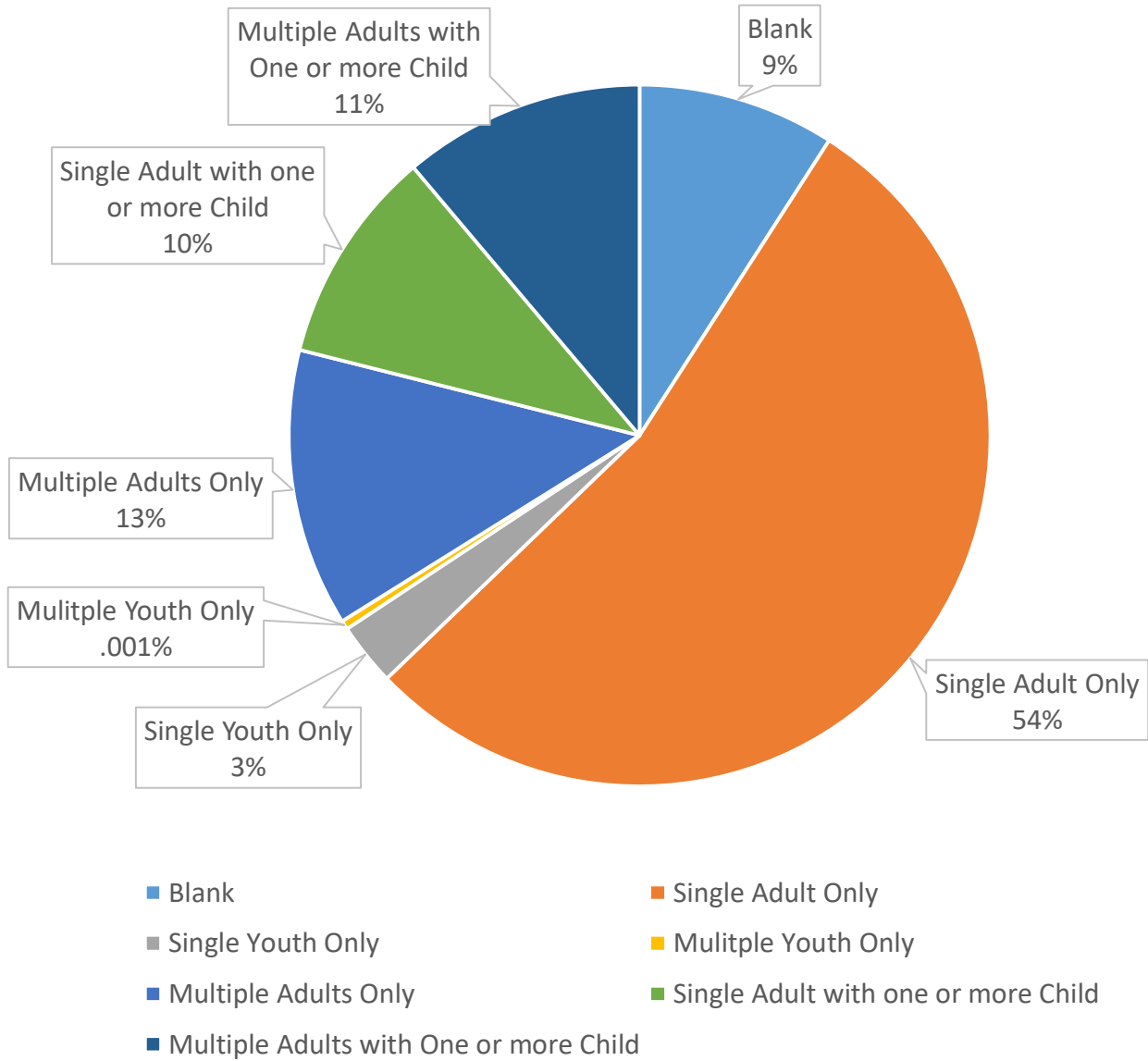


56% of respondent indicated they were Straight/Heterosexual, 33% indicated they were Lesbian, Gay, Bisexual, Queer, Questioning, Asexual, or Aromantic (LGBQA+), and 11% did not answer the question.

Lesbian, Gay, Bisexual, Queer, Questioning,  
Asexual, Aromantic (LGBQA+) Detail

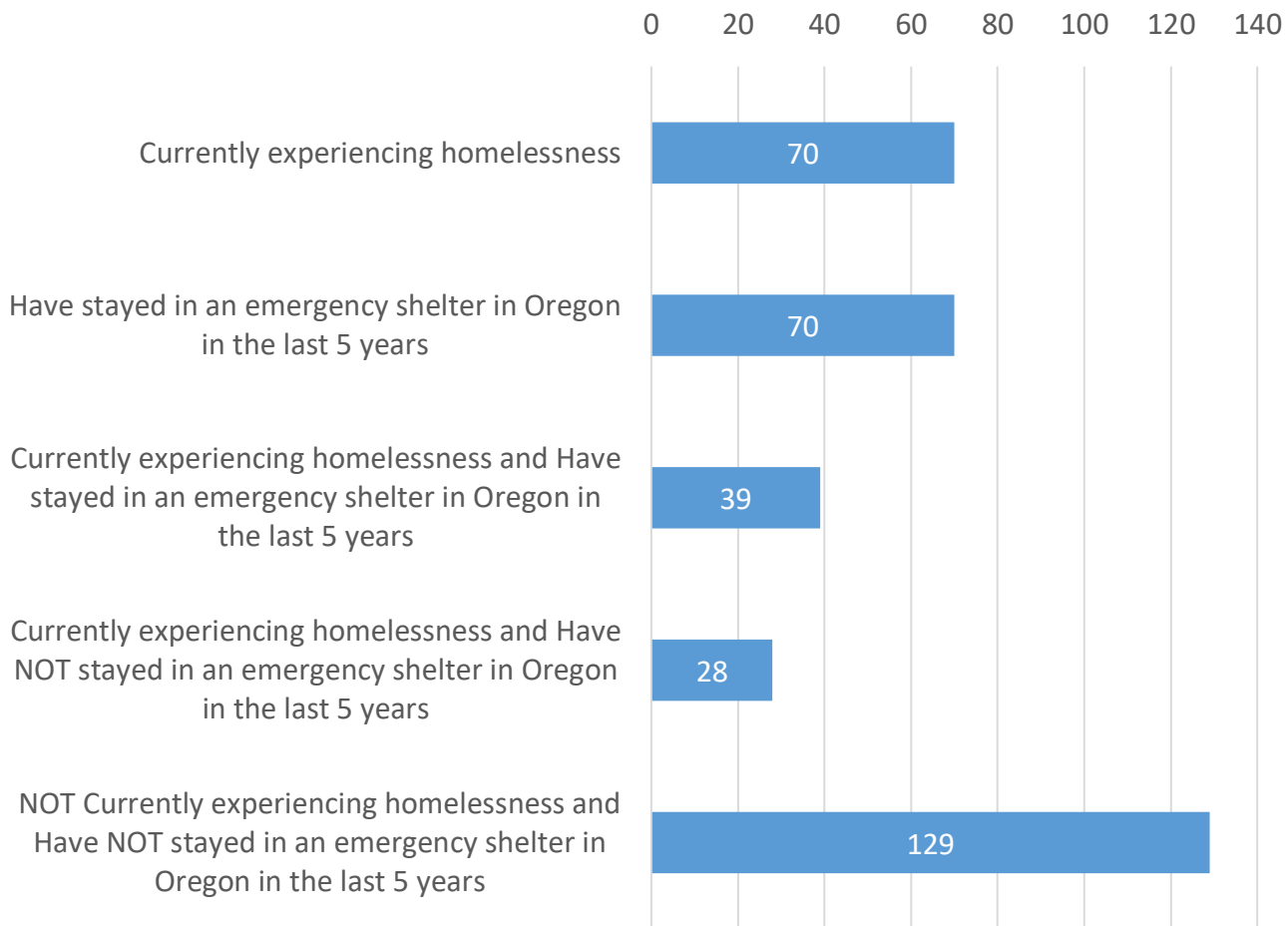


Respondent Family Types

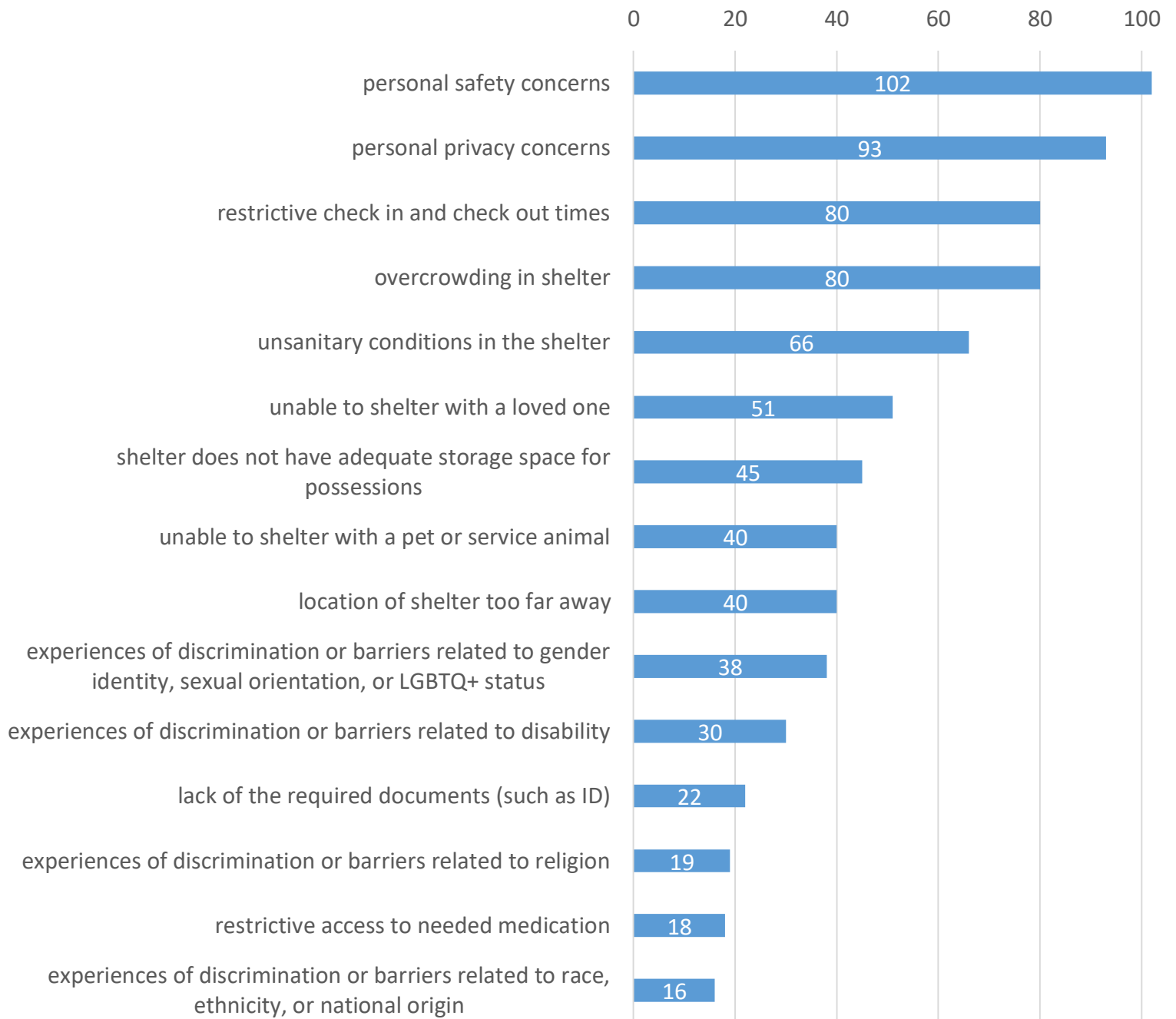


The majority of respondents were Single Adult Only (54%). Followed by Multiple Adults Only (13%), Multiple Adults with One or more Child (11%), Single Adults with one or more Child, and Youth Only (3%). 9% did not answer the question.

## Respondent Experiences



## Top Barriers to Accessing Shelter Overall



## **Barriers**

All sub populations shared the same top 10 barriers to shelter and the majority of respondents had the same top 5 barriers.

The top ten barriers were: personal safety concerns (1), personal privacy concerns (2), restrictive check in and check out times (3), overcrowding in shelter (4), unsanitary conditions in the shelter (5), unable to shelter with a loved one (6), shelter does not have adequate storage space for possessions (7), unable to shelter with a pet or service animal (8), location of shelter too far away (9), and experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status (10).

The top 5 barriers were consistent across most groups, though there was slight variation in the rankings within the top 5. The majority ranked personal safety concerns (1), personal privacy concerns (2), restrictive check in and check out times (3), overcrowding in shelter (4), unsanitary conditions in the shelter (5).

There were subsets of respondents that had different barriers in their top five barriers. The two barriers that rose into the top five for different groups were discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status and being unable to shelter with a loved one.

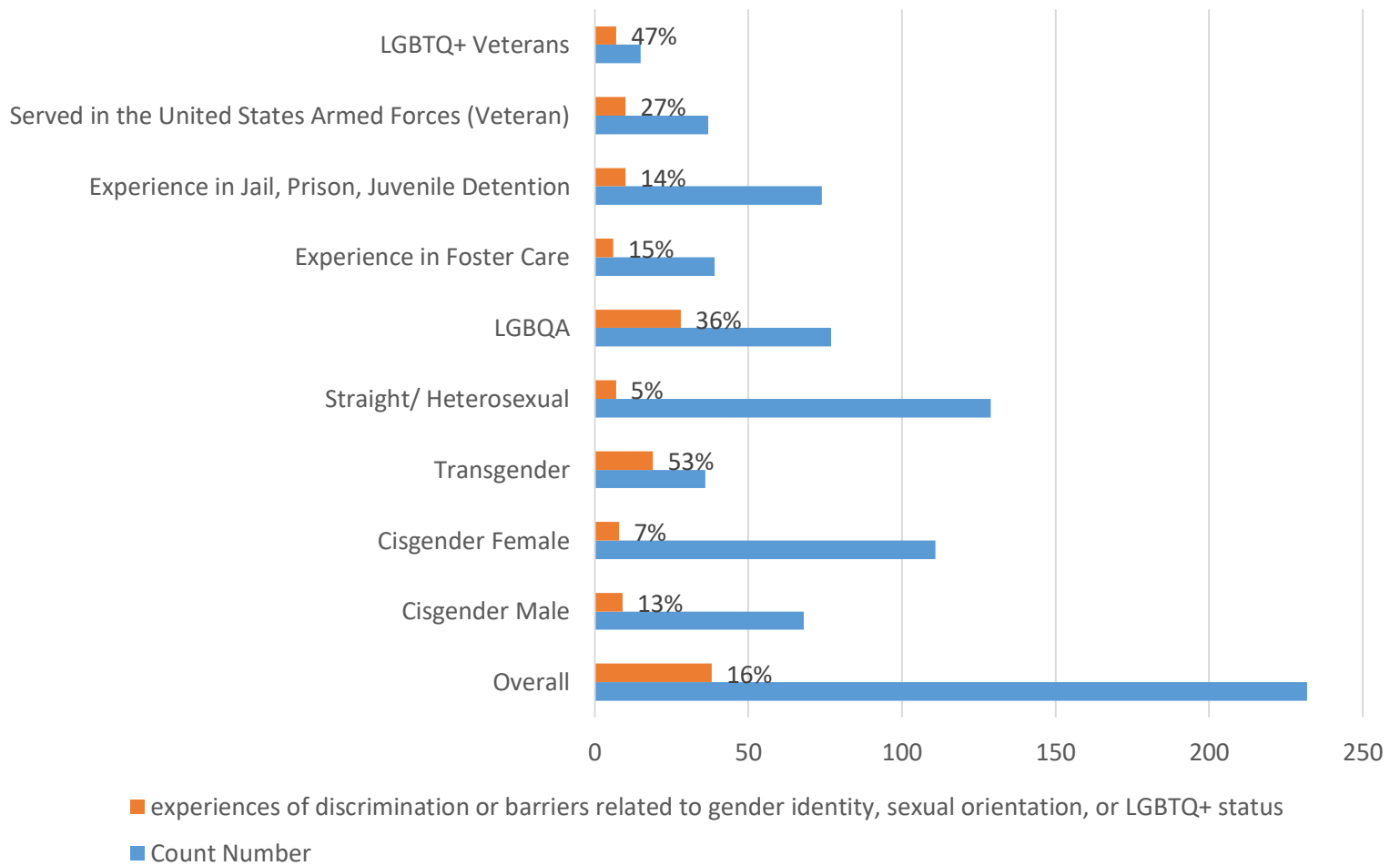
## **LGBTQ+ Barriers**

For transgender respondents, the second top barrier to shelter was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. Similarly, for LGBQA+ respondents, the fourth top barrier to shelter was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. For respondents with experiences in foster care, the fifth top barrier to shelter was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. For respondents with experience in Jail, Prison, and Juvenile Detention, the third top barrier was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. For Veterans, the third top barrier was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. For LGBTQ+ Veterans, the fifth top barrier was experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status.

The prevalence of the barrier of experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status among many sub groups is likely due to the overlaps in populations with LGBTQ+ people overrepresented in the military (Veterans) and in foster care, jail, prison, and juvenile detention. The overlap in people experiencing homelessness with experience in the military, foster care, jail, prison, and juvenile detention is well-documented, as is the LGBTQ+ population's overrepresentation in all of those settings. There were some respondents who are cisgender and straight who report being discriminated against because of their gender identity, sexual orientation, or LGBTQ+ status. In the write-in comments some respondents expressed they perceive they are being discriminated against because they do not fit into services targeted for women and children or for LGBTQ+ people.

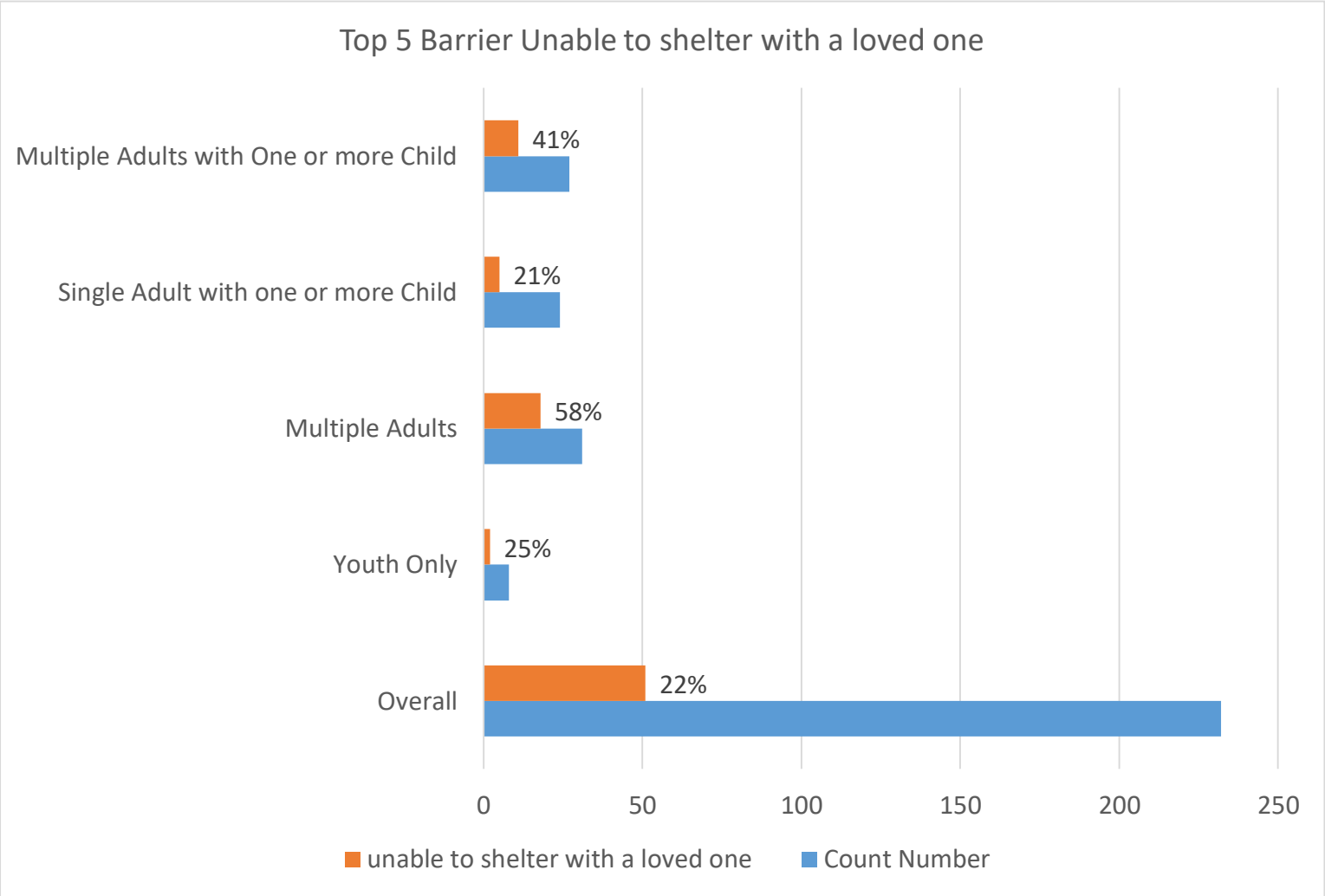


## Experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status

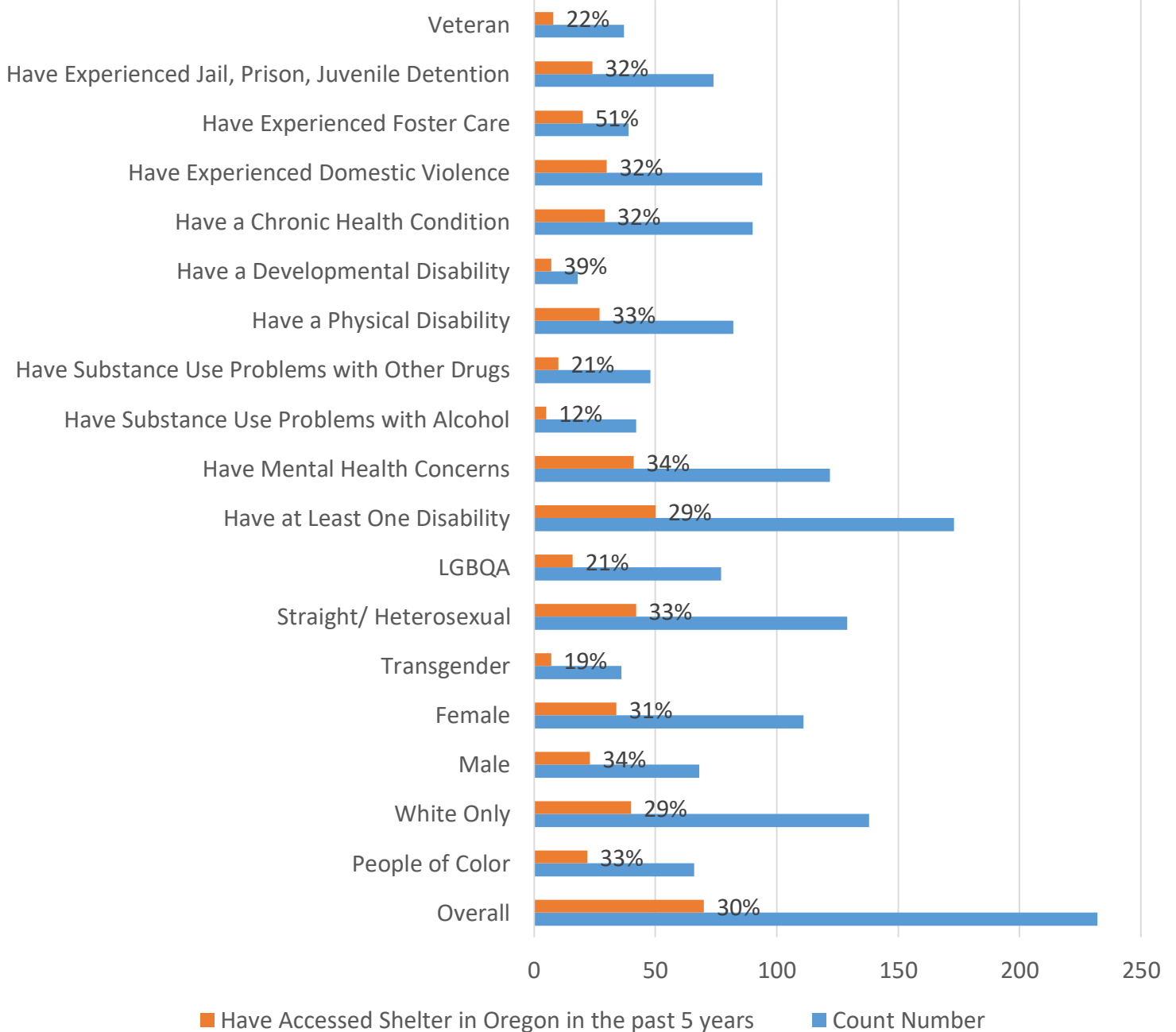


### Unable to Shelter With A Loved One

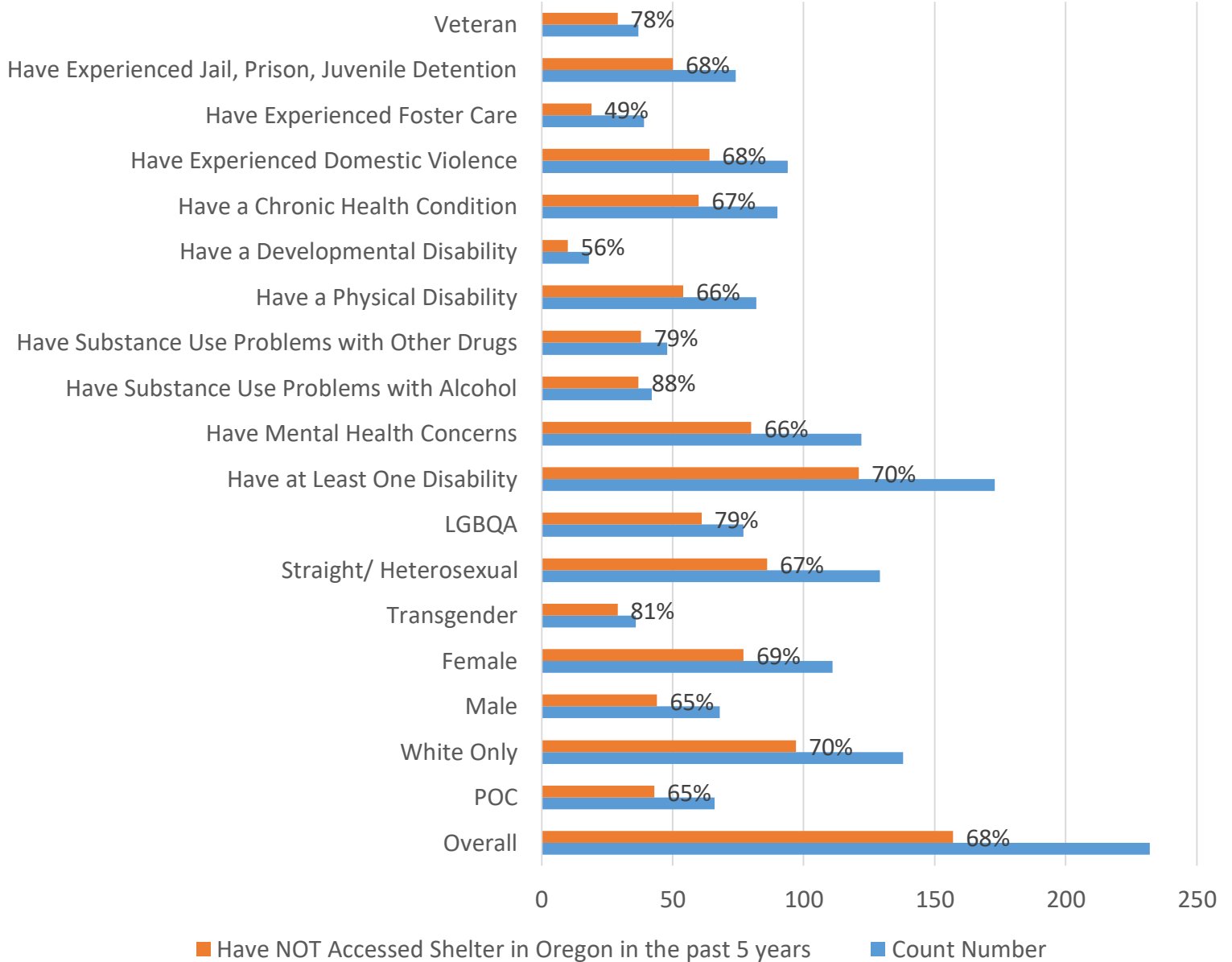
Being unable to shelter with a loved one was a top barrier for respondents who typically seek shelter along with other people. This was a top five barrier for youth only (4<sup>th</sup> highest), multiple adults (3<sup>rd</sup> highest), single adults with one or more child (4<sup>th</sup> highest), and multiple adults with one or more child (2<sup>nd</sup> highest).



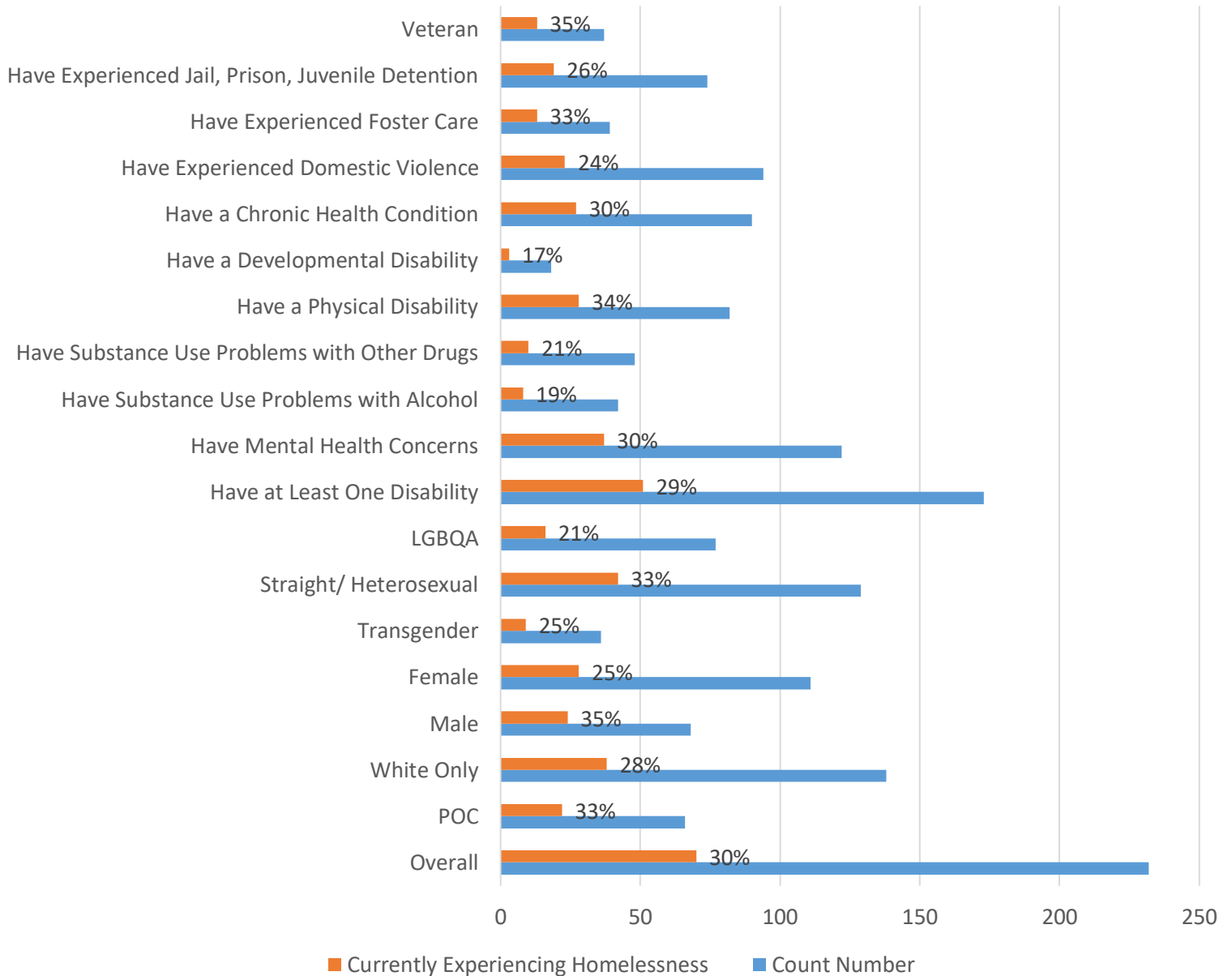
## Have Accessed Shelter in Oregon in the past 5 years



## Have NOT Accessed Shelter in Oregon in the past 5 years



## Are Currently Experiencing Homelessness

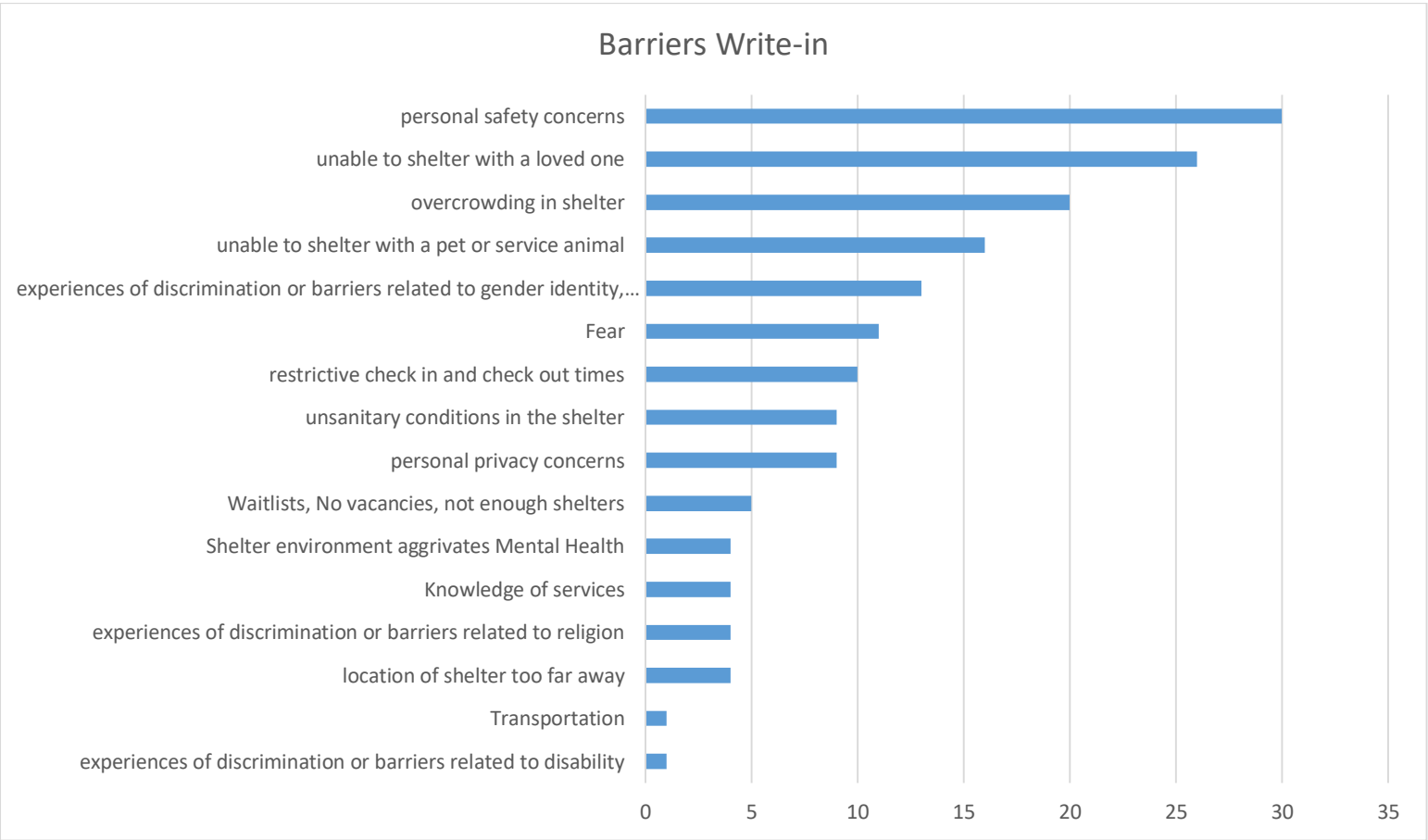


## Barriers to Shelter

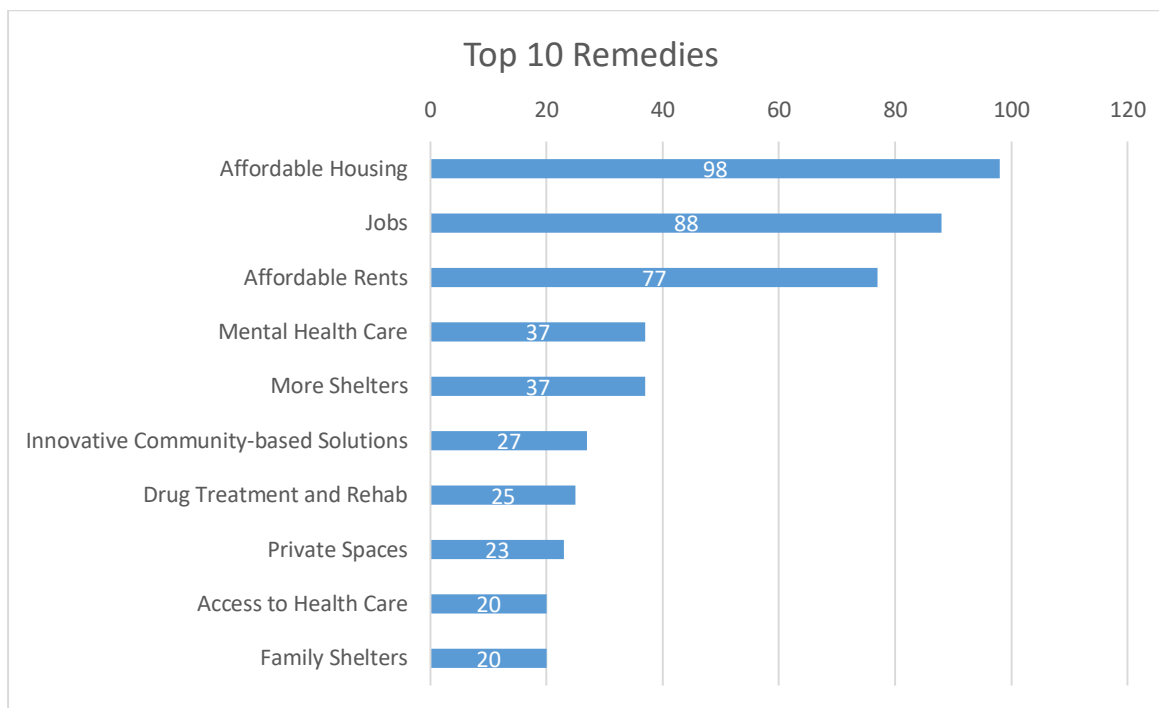
There were four write-in response questions in the survey.

- 1. If you have been unable to access shelters or have avoided staying in shelters, what are the top three main reasons why?
- 2. What could be done to make shelters accessible to you or make you comfortable or willing to stay in a shelter?
- 3. What would help decrease the number of people living outside or in unsheltered situations in Oregon?
- 4. What top three things are the most helpful in assisting someone to exit homelessness?
- 5. Do you have any final comments about how OHCS could improve shelters across Oregon?

The open-ended responses aligned with the other information collected in the survey. The reasons people were unable or avoided staying in shelters were.



The top 5 write-in responses for barriers were (1) personal safety concerns, (2) being unable to shelter with a loved one, (3) overcrowding in the shelter, (4) being unable to shelter with a pet or service animal, and (5) experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status. Other common barriers named were fear, restrictive check in and check out times, unsanitary conditions in the shelter, personal privacy concerns, and waitlists and not enough shelters.



The top three remedies to experiencing homelessness were affordable housing (1), jobs (2), and affordable rents (3). The fact that many affordable housing developments are financially out of reach for most people experiencing homelessness was emphasized. The recommendation for affordable housing was to make it affordable, attainable, and accessible to people with extremely low incomes, fixed incomes, or no income. Within the recommendations about jobs it was emphasized that there is a need for more living wage jobs as well as more supports to help people find jobs. The recommendation to assist people in obtaining affordable rents included low barrier housing options for people with extremely low incomes, fixed incomes, or no income. The types of supports also included rent assistance, rapid re-housing, and help with security deposits. Policies such as rent control and the requirement to not exceed Fair Market Rents in market rate housing were also raised as suggestions.

The need for mental health care, more shelters, innovative community-based solutions, drug treatment and rehab, private spaces, access to health care, and family shelters were the next seven of the top 10 remedies.

The recommendations for improving access to shelters dovetailed nicely with the barriers that were identified in the survey. The barrier of personal privacy concerns could be remedied with more individual spaces and privacy options within the shelter. Some ideas for this were having single rooms, cubicles, privacy screens, and separate showers and toilets. It was recommended that the issue of restrictive check in and check out times be remedied with shelters that operate 24 hours and are open year-round. It was also suggested to supplement the available shelters that are only open at night with day centers so that people have a safe place to be during the day. It was suggested to offer less crowded shelters and to have more shelters. To combat unsanitary conditions in the shelter it was suggested to have more cleanliness and greater access to showers and laundry facilities within the shelters. For those experiencing a barrier of being unable to shelter with a loved one (or a pet or service animal) it was recommended to have more family shelters, shelters for couples, and shelters that allow pets and service animals. Providing storage for personal belongings and a safe place to store things during the day would resolve the barrier of inadequate storage space for possessions. Better locations of shelters and more shelters were suggested to address the issue of shelters being too far away. It was also recommended to provide transportation options to shelters. To address barriers of experiences of discrimination or barriers related to gender identity, sexual orientation, or LGBTQ+ status it was suggested to have inclusive policies and practices as well as LGBTQ+ specific services and LGBTQ+ competency trainings. For people experiencing barriers related to disability, it was suggested to provide accessible shelters and targeted services for

people with disabilities. Similarly, training and cultural competency for working with communities of color was suggested to address experiences of discrimination or barriers related to race, ethnicity, or national origin. It was also suggested that to address experiences of discrimination related to religion that more secular, non-religious shelter options be made available.

Transitional housing, Permanent Supportive Housing, and low or no barrier shelters were all suggested as different types of housing solutions that might work for different people at different times, depending on what their needs are. Best practices such as low or no barrier shelters, housing first, and harm reduction were recommended, as was more outreach to houseless community and solicitation of input into policy and program design. More staff training and better pay for staff was recommended. Ideas for trainings included trauma informed care, conflict resolution, and trainings on best practices in serving communities of color, LGBTQ+ communities, people with disabilities, and people with substance use disorders. Knowledge and awareness of services and navigation of services was identified as a key need for people experiencing homelessness. It was recommended that supportive services be provided to help people navigate the various systems and requirements of housing programs. Social workers, public health workers, medical social workers, housing case workers, case management, mental health workers, community health workers, peer support specialists, and peer mentors were all mentioned as important supports for people experiencing homelessness.

There were a variety of innovative community-based solutions proposed, such as self-governed tiny house villages, peer run service delivery, reclaiming vacant buildings and land for housing for houseless people, and utilizing small-scale scatter site villages and alternative dwelling types. The need for a variety of types of solutions that are individual and specific to each person and their needs was highlighted. Some respondents expressed that the shelter environment aggravates their mental health and anxiety issues and that a congregate environment will likely never be a good fit for them. There was a big emphasis on the importance of treating everyone with dignity and respect and honoring individual's choices and agency to decide what is best for themselves. There was also a focus on the hiring of houseless people and the inclusion of houseless people in the design of shelters and policies. Another major theme was the importance of connection to community and a sense of belonging. The importance of respect, compassion, understanding, empathy, hope, empowerment, and kindness was also noted as a key element for helping people navigate the experience of homelessness. There were recommendations to proactively address the criminalization of poverty and homelessness and to address housing as a human right.

The need for more money was prevalent in responses. Other suggestions to help were education on debt management, financial education, rent well classes, and assistance with removing credit and criminal history barriers. It was suggested to consider ways to help people find roommates and to design programs so that people who are receiving assistance can have roommates. The importance of fostering relationships and connections with sympathetic landlords was noted. Assistance with furthering one's education, providing childcare, and help with accessing housing after incarceration were other areas identified.



## APPENDIX D: HOUSING INVENTORY CHART AND POINT IN TIME FOR OREGON COCS

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## HUD 2018 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

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### State: Oregon

#### Summary of all beds reported, aggregated to the state level:

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>720</b>                | <b>2,024</b>             | <b>4,262</b>    | <b>133</b>      | <b>6,419</b>        | <b>504</b> | <b>104</b>         | <b>n/a</b>                    | <b>321</b>                | <b>436</b>              |
| Emergency Shelter                                     | 434                       | 1,234                    | 2,837           | 103             | 4,174               | 504        | 104                | n/a                           | 48                        | 230                     |
| Safe Haven                                            | n/a                       | n/a                      | 10              | n/a             | 10                  | n/a        | n/a                | n/a                           | 0                         | 0                       |
| Transitional Housing                                  | 286                       | 790                      | 1,415           | 30              | 2,235               | n/a        | n/a                | n/a                           | 273                       | 206                     |
| <b>Permanent Housing</b>                              | <b>1,924</b>              | <b>5,852</b>             | <b>5,383</b>    | <b>2</b>        | <b>11,237</b>       | <b>n/a</b> | <b>n/a</b>         | <b>n/a</b>                    | <b>2,628</b>              | <b>109</b>              |
| Permanent Supportive Housing*                         | 1,065                     | 3,007                    | 4,419           | 0               | 7,426               | n/a        | n/a                | 2,562                         | 2,097                     | 55                      |
| Rapid Re-Housing                                      | 834                       | 2,767                    | 852             | 2               | 3,621               | n/a        | n/a                | n/a                           | 531                       | 54                      |
| Other Permanent Housing**                             | 25                        | 78                       | 112             | 0               | 190                 | n/a        | n/a                | n/a                           | 0                         | 0                       |
| <b>Grand Total</b>                                    | <b>2,644</b>              | <b>7,876</b>             | <b>9,645</b>    | <b>135</b>      | <b>17,656</b>       | <b>504</b> | <b>104</b>         | <b>2,562</b>                  | <b>2,949</b>              | <b>545</b>              |

#### Summary of all beds reported by Continuum of Care:

CoC Number: OR-500

CoC Name: Eugene, Springfield/Lane County CoC

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>41</b>                 | <b>126</b>               | <b>368</b>      | <b>12</b>       | <b>506</b>          | <b>64</b>  | <b>0</b>           | <b>n/a</b>                    | <b>26</b>                 | <b>22</b>               |
| Emergency Shelter                                     | 20                        | 63                       | 335             | 12              | 410                 | 64         | 0                  | n/a                           | 4                         | 12                      |
| Transitional Housing                                  | 21                        | 63                       | 33              | 0               | 96                  | n/a        | n/a                | n/a                           | 22                        | 10                      |
| <b>Permanent Housing</b>                              | <b>100</b>                | <b>328</b>               | <b>482</b>      | <b>0</b>        | <b>810</b>          | <b>n/a</b> | <b>n/a</b>         | <b>188</b>                    | <b>330</b>                | <b>8</b>                |
| Permanent Supportive Housing*                         | 54                        | 175                      | 419             | 0               | 594                 | n/a        | n/a                | 188                           | 299                       | 0                       |
| Rapid Re-Housing                                      | 46                        | 153                      | 63              | 0               | 216                 | n/a        | n/a                | n/a                           | 31                        | 8                       |
| <b>Grand Total</b>                                    | <b>141</b>                | <b>454</b>               | <b>850</b>      | <b>12</b>       | <b>1,316</b>        | <b>64</b>  | <b>0</b>           | <b>188</b>                    | <b>356</b>                | <b>30</b>               |

<sup>1</sup>HUD's point-in-time count does not include persons or beds in Permanent Supportive Housing as currently homeless.

<sup>2</sup>Other Permanent Housing (OPH) - consists of PH - Housing with Services (no disability required for entry) and PH - Housing Only, as identified in the 2017 HMIS Data Standards.

<sup>3</sup>Family Units and Family Beds categories include units and beds for households with one adult and at least one child under age 18.

<sup>4</sup>Chronic Beds include beds in Permanent Supportive Housing dedicated to serve chronically homeless persons.

<sup>5</sup>Veteran Beds and Youth Beds, respectively, include beds dedicated to serve homeless veterans and their families, and include beds dedicated to housing homeless youth age 24 and younger.



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**CoC Number: OR-501**

**CoC Name: Portland, Gresham/Multnomah County CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>162</b>                | <b>486</b>               | <b>1,837</b>    | <b>6</b>        | <b>2,329</b>        | <b>147</b> | <b>34</b>          | <b>n/a</b>                    | <b>139</b>                | <b>139</b>              |
| Emergency Shelter                                     | 146                       | 444                      | 1,296           | 2               | 1,742               | 147        | 34                 | n/a                           | 29                        | 70                      |
| Transitional Housing                                  | 16                        | 42                       | 541             | 4               | 587                 | n/a        | n/a                | n/a                           | 110                       | 69                      |
| <b>Permanent Housing</b>                              | <b>1,042</b>              | <b>3,391</b>             | <b>3,299</b>    | <b>0</b>        | <b>6,690</b>        | <b>n/a</b> | <b>n/a</b>         | <b>1,769</b>                  | <b>878</b>                | <b>95</b>               |
| Permanent Supportive Housing*                         | 567                       | 1,867                    | 2,940           | 0               | 4,807               | n/a        | n/a                | 1,769                         | 822                       | 51                      |
| Rapid Re-Housing                                      | 475                       | 1,524                    | 359             | 0               | 1,883               | n/a        | n/a                | n/a                           | 56                        | 44                      |
| <b>Grand Total</b>                                    | <b>1,204</b>              | <b>3,877</b>             | <b>5,136</b>    | <b>6</b>        | <b>9,019</b>        | <b>147</b> | <b>34</b>          | <b>1,769</b>                  | <b>1,017</b>              | <b>234</b>              |

**CoC Number: OR-502**

**CoC Name: Medford, Ashland/Jackson County CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>45</b>                 | <b>114</b>               | <b>230</b>      | <b>4</b>        | <b>348</b>          | <b>93</b>  | <b>0</b>           | <b>n/a</b>                    | <b>59</b>                 | <b>40</b>               |
| Emergency Shelter                                     | 26                        | 67                       | 100             | 4               | 171                 | 93         | 0                  | n/a                           | 10                        | 16                      |
| Transitional Housing                                  | 19                        | 47                       | 130             | 0               | 177                 | n/a        | n/a                | n/a                           | 49                        | 24                      |
| <b>Permanent Housing</b>                              | <b>202</b>                | <b>287</b>               | <b>246</b>      | <b>0</b>        | <b>533</b>          | <b>n/a</b> | <b>n/a</b>         | <b>104</b>                    | <b>385</b>                | <b>0</b>                |
| Permanent Supportive Housing*                         | 192                       | 254                      | 192             | 0               | 446                 | n/a        | n/a                | 104                           | 313                       | 0                       |
| Rapid Re-Housing                                      | 10                        | 33                       | 54              | 0               | 87                  | n/a        | n/a                | n/a                           | 72                        | 0                       |
| <b>Grand Total</b>                                    | <b>247</b>                | <b>401</b>               | <b>476</b>      | <b>4</b>        | <b>881</b>          | <b>93</b>  | <b>0</b>           | <b>104</b>                    | <b>444</b>                | <b>40</b>               |

<sup>1</sup>HUD's point-in-time count does not include persons or beds in Permanent Supportive Housing as currently homeless.

<sup>2</sup>Other Permanent Housing (OPH) - consists of PH - Housing with Services (no disability required for entry) and PH - Housing Only, as identified in the 2017 HMIS Data Standards.

<sup>3</sup>Family Units and Family Beds categories include units and beds for households with one adult and at least one child under age 18.

<sup>4</sup>Chronic Beds include beds in Permanent Supportive Housing dedicated to serve chronically homeless persons.

<sup>5</sup>Veteran Beds and Youth Beds, respectively, include beds dedicated to serve homeless veterans and their families, and include beds dedicated to housing homeless youth age 24 and younger.



## HUD 2018 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

*Important Notes About This Data:* This report is based on information provided to HUD by Continuums of Care in the 2018 Continuum of Care application and has not been independently verified by HUD. CoCs were instructed to collect data for a point-in-time during the last week of January 2018. For inquiries about data reported by a specific Continuum of Care, please contact that jurisdiction directly. CoC contact information can be found on the HUD Exchange web site (<https://www.hudexchange.info/grantees/>). In some cases, a community may have listed a program in the Housing Inventory Count but did not provide sufficient information/detail for HUD to understand the number of beds/units available and the target population served. Those programs have been removed for the purposes of this report.

**CoC Number: OR-503**

**CoC Name: Central Oregon CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>19</b>                 | <b>68</b>                | <b>203</b>      | <b>33</b>       | <b>304</b>          | <b>82</b>  | <b>5</b>           | <b>n/a</b>                    | <b>11</b>                 | <b>52</b>               |
| Emergency Shelter                                     | 17                        | 64                       | 162             | 27              | 253                 | 82         | 5                  | n/a                           | 5                         | 37                      |
| Transitional Housing                                  | 2                         | 4                        | 41              | 6               | 51                  | n/a        | n/a                | n/a                           | 6                         | 15                      |
| <b>Permanent Housing</b>                              | <b>48</b>                 | <b>150</b>               | <b>109</b>      | <b>0</b>        | <b>259</b>          | <b>n/a</b> | <b>n/a</b>         | <b>142</b>                    | <b>123</b>                | <b>0</b>                |
| Permanent Supportive Housing*                         | 13                        | 33                       | 109             | 0               | 142                 | n/a        | n/a                | 142                           | 123                       | 0                       |
| Rapid Re-Housing                                      | 35                        | 117                      | 0               | 0               | 117                 | n/a        | n/a                | n/a                           | 0                         | 0                       |
| <b>Grand Total</b>                                    | <b>67</b>                 | <b>218</b>               | <b>312</b>      | <b>33</b>       | <b>563</b>          | <b>82</b>  | <b>5</b>           | <b>142</b>                    | <b>134</b>                | <b>52</b>               |

**CoC Number: OR-505**

**CoC Name: Oregon Balance of State CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>400</b>                | <b>1,067</b>             | <b>1,517</b>    | <b>76</b>       | <b>2,660</b>        | <b>114</b> | <b>0</b>           | <b>n/a</b>                    | <b>0</b>                  | <b>140</b>              |
| Emergency Shelter                                     | 200                       | 501                      | 938             | 56              | 1,495               | 114        | 0                  | n/a                           | 0                         | 90                      |
| Transitional Housing                                  | 200                       | 566                      | 579             | 20              | 1,165               | n/a        | n/a                | n/a                           | 0                         | 50                      |
| <b>Permanent Housing</b>                              | <b>366</b>                | <b>1,138</b>             | <b>726</b>      | <b>2</b>        | <b>1,866</b>        | <b>n/a</b> | <b>n/a</b>         | <b>n/a</b>                    | <b>544</b>                | <b>2</b>                |
| Permanent Supportive Housing*                         | 154                       | 401                      | 260             | 0               | 661                 | n/a        | n/a                | 96                            | 233                       | 0                       |
| Rapid Re-Housing                                      | 187                       | 659                      | 354             | 2               | 1,015               | n/a        | n/a                | n/a                           | 311                       | 2                       |
| Other Permanent Housing**                             | 25                        | 78                       | 112             | 0               | 190                 | n/a        | n/a                | n/a                           | 0                         | 0                       |
| <b>Grand Total</b>                                    | <b>766</b>                | <b>2,205</b>             | <b>2,243</b>    | <b>78</b>       | <b>4,526</b>        | <b>114</b> | <b>0</b>           | <b>96</b>                     | <b>544</b>                | <b>142</b>              |

\*HUD's point-in-time count does not include persons or beds in Permanent Supportive Housing as currently homeless.

\*\*Other Permanent Housing (OPH) - consists of PH - Housing with Services (no disability required for entry) and PH - Housing Only, as identified in the 2017 HMIS Data Standards.

<sup>1</sup>Family Units and Family Beds categories include units and beds for households with one adult and at least one child under age 18.

<sup>2</sup>Chronic Beds include beds in Permanent Supportive Housing dedicated to serve chronically homeless persons.

<sup>3</sup>Veteran Beds and Youth Beds, respectively, include beds dedicated to serve homeless veterans and their families, and include beds dedicated to housing homeless youth age 24 and younger.



## HUD 2018 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report

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**CoC Number: OR-506**

**CoC Name: Hillsboro, Beaverton/Washington County CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>40</b>                 | <b>132</b>               | <b>93</b>       | <b>2</b>        | <b>227</b>          | <b>4</b>   | <b>0</b>           | <b>n/a</b>                    | <b>86</b>                 | <b>16</b>               |
| Emergency Shelter                                     | 23                        | 89                       | 6               | 2               | 97                  | 4          | 0                  | n/a                           | 0                         | 5                       |
| Safe Haven                                            | n/a                       | n/a                      | 10              | n/a             | 10                  | n/a        | n/a                | n/a                           | 0                         | 0                       |
| Transitional Housing                                  | 17                        | 43                       | 77              | 0               | 120                 | n/a        | n/a                | n/a                           | 86                        | 11                      |
| <b>Permanent Housing</b>                              | <b>80</b>                 | <b>291</b>               | <b>325</b>      | <b>0</b>        | <b>616</b>          | <b>n/a</b> | <b>n/a</b>         | <b>168</b>                    | <b>233</b>                | <b>0</b>                |
| Permanent Supportive Housing*                         | 39                        | 141                      | 316             | 0               | 457                 | n/a        | n/a                | 168                           | 199                       | 0                       |
| Rapid Re-Housing                                      | 41                        | 150                      | 9               | 0               | 159                 | n/a        | n/a                | n/a                           | 34                        | 0                       |
| <b>Grand Total</b>                                    | <b>120</b>                | <b>423</b>               | <b>418</b>      | <b>2</b>        | <b>843</b>          | <b>4</b>   | <b>0</b>           | <b>168</b>                    | <b>319</b>                | <b>16</b>               |

**CoC Number: OR-507**

**CoC Name: Clackamas County CoC**

|                                                       | Family Units <sup>1</sup> | Family Beds <sup>1</sup> | Adult-Only Beds | Child-Only Beds | Total Yr-Round Beds | Seasonal   | Overflow / Voucher | Subset of Total Bed Inventory |                           |                         |
|-------------------------------------------------------|---------------------------|--------------------------|-----------------|-----------------|---------------------|------------|--------------------|-------------------------------|---------------------------|-------------------------|
|                                                       |                           |                          |                 |                 |                     |            |                    | Chronic Beds <sup>2</sup>     | Veteran Beds <sup>3</sup> | Youth Beds <sup>3</sup> |
| <b>Emergency, Safe Haven and Transitional Housing</b> | <b>13</b>                 | <b>31</b>                | <b>14</b>       | <b>0</b>        | <b>45</b>           | <b>0</b>   | <b>65</b>          | <b>n/a</b>                    | <b>0</b>                  | <b>27</b>               |
| Emergency Shelter                                     | 2                         | 6                        | 0               | 0               | 6                   | 0          | 65                 | n/a                           | 0                         | 0                       |
| Transitional Housing                                  | 11                        | 25                       | 14              | 0               | 39                  | n/a        | n/a                | n/a                           | 0                         | 27                      |
| <b>Permanent Housing</b>                              | <b>86</b>                 | <b>267</b>               | <b>196</b>      | <b>0</b>        | <b>463</b>          | <b>n/a</b> | <b>n/a</b>         | <b>95</b>                     | <b>135</b>                | <b>4</b>                |
| Permanent Supportive Housing*                         | 46                        | 136                      | 183             | 0               | 319                 | n/a        | n/a                | 95                            | 108                       | 4                       |
| Rapid Re-Housing                                      | 40                        | 131                      | 13              | 0               | 144                 | n/a        | n/a                | n/a                           | 27                        | 0                       |
| <b>Grand Total</b>                                    | <b>99</b>                 | <b>298</b>               | <b>210</b>      | <b>0</b>        | <b>508</b>          | <b>0</b>   | <b>65</b>          | <b>95</b>                     | <b>135</b>                | <b>31</b>               |

\*HUD's point-in-time count does not include persons or beds in Permanent Supportive Housing as currently homeless.

\*\*Other Permanent Housing (OPH) - consists of PH - Housing with Services (no disability required for entry) and PH - Housing Only, as identified in the 2017 HMIS Data Standards.

<sup>1</sup>Family Units and Family Beds categories include units and beds for households with one adult and at least one child under age 18.

<sup>2</sup>Chronic Beds include beds in Permanent Supportive Housing dedicated to serve chronically homeless persons.

<sup>3</sup>Veteran Beds and Youth Beds, respectively, include beds dedicated to serve homeless veterans and their families, and include beds dedicated to housing homeless youth age 24 and younger.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### OR-500 Eugene, Springfield/Lane County CoC

**Point-in Time Date:** 1/31/2018

#### Summary by household type reported:

|                                                               | Sheltered         |                       | Unsheltered  | Total        |
|---------------------------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                                               | Emergency Shelter | Transitional Housing* |              |              |
| Households without children <sup>1</sup>                      | 321               | 29                    | 986          | 1,336        |
| Households with at least one adult and one child <sup>2</sup> | 22                | 22                    | 32           | 76           |
| Households with only children <sup>3</sup>                    | 13                | 0                     | 12           | 25           |
| <b>Total Homeless Households</b>                              | <b>356</b>        | <b>51</b>             | <b>1,030</b> | <b>1,437</b> |

#### Summary of persons in each household type:

|                                                                                |            |           |              |              |
|--------------------------------------------------------------------------------|------------|-----------|--------------|--------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>325</b> | <b>31</b> | <b>1,009</b> | <b>1,365</b> |
| Persons Age 18 to 24                                                           | 15         | 9         | 87           | 111          |
| Persons Over Age 24                                                            | 310        | 22        | 922          | 1,254        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>74</b>  | <b>64</b> | <b>113</b>   | <b>251</b>   |
| Children Under Age 18                                                          | 42         | 36        | 66           | 144          |
| Persons Age 18 to 24                                                           | 1          | 1         | 3            | 5            |
| Persons Over Age 24                                                            | 31         | 27        | 44           | 102          |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>13</b>  | <b>0</b>  | <b>12</b>    | <b>25</b>    |
| <b>Total Homeless Persons</b>                                                  | <b>412</b> | <b>95</b> | <b>1,134</b> | <b>1,641</b> |

#### Demographic summary by ethnicity:

|                            | Sheltered         |                       | Unsheltered  | Total        |
|----------------------------|-------------------|-----------------------|--------------|--------------|
|                            | Emergency Shelter | Transitional Housing* |              |              |
| Hispanic / Latino          | 41                | 12                    | 95           | 148          |
| Non-Hispanic / Non- Latino | 371               | 83                    | 1,039        | 1,493        |
| <b>Total</b>               | <b>412</b>        | <b>95</b>             | <b>1,134</b> | <b>1,641</b> |

#### Demographic summary by gender:

|                                                             |            |           |              |              |
|-------------------------------------------------------------|------------|-----------|--------------|--------------|
| Female                                                      | 118        | 46        | 380          | 544          |
| Male                                                        | 293        | 49        | 741          | 1,083        |
| Transgender                                                 | 1          | 0         | 5            | 6            |
| Gender Non-Conforming (i.e. not exclusively male or female) | 0          | 0         | 8            | 8            |
| <b>Total</b>                                                | <b>412</b> | <b>95</b> | <b>1,134</b> | <b>1,641</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered  | Total        |
|-------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                           | Emergency Shelter | Transitional Housing* |              |              |
| Black or African-American                 | 20                | 2                     | 26           | 48           |
| White                                     | 331               | 81                    | 920          | 1,332        |
| Asian                                     | 7                 | 0                     | 5            | 12           |
| American Indian or Alaska Native          | 17                | 5                     | 36           | 58           |
| Native Hawaiian or Other Pacific Islander | 5                 | 0                     | 5            | 10           |
| Multiple Races                            | 32                | 7                     | 142          | 181          |
| <b>Total</b>                              | <b>412</b>        | <b>95</b>             | <b>1,134</b> | <b>1,641</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 3                 | 0                     | 9           | 12    |

### Summary of chronically homeless persons in each household type:

|                                                                                               |            |          |            |            |
|-----------------------------------------------------------------------------------------------|------------|----------|------------|------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 104        | 0        | 571        | 675        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 7          | 0        | 28         | 35         |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 1          | 0        | 1          | 2          |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>112</b> | <b>0</b> | <b>600</b> | <b>712</b> |

### Summary of all other populations reported:

|                              |     |    |     |     |
|------------------------------|-----|----|-----|-----|
| Severely Mentally Ill        | 100 | 21 | 426 | 547 |
| Chronic Substance Abuse      | 62  | 11 | 339 | 412 |
| Veterans                     | 35  | 18 | 120 | 173 |
| HIV/AIDS                     | 0   | 0  | 14  | 14  |
| Victims of Domestic Violence | 8   | 7  | 25  | 40  |
| Unaccompanied Youth          | 25  | 9  | 98  | 132 |
| Unaccompanied Youth Under 18 | 13  | 0  | 12  | 25  |
| Unaccompanied Youth 18-24    | 12  | 9  | 86  | 107 |
| Parenting Youth              | 0   | 1  | 1   | 2   |
| Parenting Youth Under 18     | 0   | 0  | 0   | 0   |
| Parenting Youth 18-24        | 0   | 1  | 1   | 2   |
| Children of Parenting Youth  | 0   | 1  | 1   | 2   |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



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### **OR-501 Portland, Gresham/Multnomah County CoC**

**Point-in Time Date: 1/31/2018**

#### **Summary by household type reported:**

|                                                               | Sheltered         |                       | Unsheltered  | Total        |
|---------------------------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                                               | Emergency Shelter | Transitional Housing* |              |              |
| Households without children <sup>1</sup>                      | 1,288             | 504                   | 1,460        | 3,252        |
| Households with at least one adult and one child <sup>2</sup> | 150               | 15                    | 28           | 193          |
| Households with only children <sup>3</sup>                    | 4                 | 1                     | 7            | 12           |
| <b>Total Homeless Households</b>                              | <b>1,442</b>      | <b>520</b>            | <b>1,495</b> | <b>3,457</b> |

#### **Summary of persons in each household type:**

|                                                                                |              |            |              |              |
|--------------------------------------------------------------------------------|--------------|------------|--------------|--------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>1,294</b> | <b>504</b> | <b>1,583</b> | <b>3,381</b> |
| Persons Age 18 to 24                                                           | 112          | 65         | 124          | 301          |
| Persons Over Age 24                                                            | 1,182        | 439        | 1,459        | 3,080        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>506</b>   | <b>42</b>  | <b>77</b>    | <b>625</b>   |
| Children Under Age 18                                                          | 292          | 25         | 43           | 360          |
| Persons Age 18 to 24                                                           | 21           | 7          | 5            | 33           |
| Persons Over Age 24                                                            | 193          | 10         | 29           | 232          |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>4</b>     | <b>1</b>   | <b>8</b>     | <b>13</b>    |
| <b>Total Homeless Persons</b>                                                  | <b>1,804</b> | <b>547</b> | <b>1,668</b> | <b>4,019</b> |

#### **Demographic summary by ethnicity:**

|                            | Sheltered         |                       | Unsheltered  | Total        |
|----------------------------|-------------------|-----------------------|--------------|--------------|
|                            | Emergency Shelter | Transitional Housing* |              |              |
| Hispanic / Latino          | 230               | 43                    | 182          | 455          |
| Non-Hispanic / Non- Latino | 1,574             | 504                   | 1,486        | 3,564        |
| <b>Total</b>               | <b>1,804</b>      | <b>547</b>            | <b>1,668</b> | <b>4,019</b> |

#### **Demographic summary by gender:**

|                                                             |              |            |              |              |
|-------------------------------------------------------------|--------------|------------|--------------|--------------|
| Female                                                      | 837          | 154        | 512          | 1,503        |
| Male                                                        | 936          | 383        | 1,133        | 2,452        |
| Transgender                                                 | 25           | 6          | 12           | 43           |
| Gender Non-Conforming (i.e. not exclusively male or female) | 6            | 4          | 11           | 21           |
| <b>Total</b>                                                | <b>1,804</b> | <b>547</b> | <b>1,668</b> | <b>4,019</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.





## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered  | Total        |
|-------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                           | Emergency Shelter | Transitional Housing* |              |              |
| Black or African-American                 | 276               | 98                    | 153          | 527          |
| White                                     | 1,189             | 384                   | 1,225        | 2,798        |
| Asian                                     | 31                | 4                     | 9            | 44           |
| American Indian or Alaska Native          | 73                | 29                    | 121          | 223          |
| Native Hawaiian or Other Pacific Islander | 46                | 1                     | 19           | 66           |
| Multiple Races                            | 189               | 31                    | 141          | 361          |
| <b>Total</b>                              | <b>1,804</b>      | <b>547</b>            | <b>1,668</b> | <b>4,019</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 14                | 0                     | 7           | 21    |

### Summary of chronically homeless persons in each household type:

|                                                                                               |            |          |            |              |
|-----------------------------------------------------------------------------------------------|------------|----------|------------|--------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 411        | 0        | 901        | 1,312        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 56         | 0        | 16         | 72           |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 0          | 0        | 0          | 0            |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>467</b> | <b>0</b> | <b>917</b> | <b>1,384</b> |

### Summary of all other populations reported:

|                              |     |     |     |       |
|------------------------------|-----|-----|-----|-------|
| Severely Mentally Ill        | 217 | 160 | 747 | 1,124 |
| Chronic Substance Abuse      | 131 | 233 | 626 | 990   |
| Veterans                     | 141 | 124 | 183 | 448   |
| HIV/AIDS                     | 21  | 6   | 24  | 51    |
| Victims of Domestic Violence | 150 | 17  | 590 | 757   |
| Unaccompanied Youth          | 116 | 66  | 132 | 314   |
| Unaccompanied Youth Under 18 | 4   | 1   | 8   | 13    |
| Unaccompanied Youth 18-24    | 112 | 65  | 124 | 301   |
| Parenting Youth              | 9   | 6   | 4   | 19    |
| Parenting Youth Under 18     | 0   | 0   | 0   | 0     |
| Parenting Youth 18-24        | 9   | 6   | 4   | 19    |
| Children of Parenting Youth  | 12  | 5   | 4   | 21    |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

Tuesday, November 13, 2018



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### OR-502 Medford, Ashland/Jackson County CoC

**Point-in Time Date:** 1/22/2018

#### Summary by household type reported:

|                                                               | Sheltered         |                       | Unsheltered | Total      |
|---------------------------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                                               | Emergency Shelter | Transitional Housing* |             |            |
| Households without children <sup>1</sup>                      | 177               | 109                   | 283         | 569        |
| Households with at least one adult and one child <sup>2</sup> | 14                | 21                    | 4           | 39         |
| Households with only children <sup>3</sup>                    | 9                 | 5                     | 0           | 14         |
| <b>Total Homeless Households</b>                              | <b>200</b>        | <b>135</b>            | <b>287</b>  | <b>622</b> |

#### Summary of persons in each household type:

|                                                                                |            |            |            |            |
|--------------------------------------------------------------------------------|------------|------------|------------|------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>183</b> | <b>109</b> | <b>317</b> | <b>609</b> |
| Persons Age 18 to 24                                                           | 10         | 12         | 27         | 49         |
| Persons Over Age 24                                                            | 173        | 97         | 290        | 560        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>48</b>  | <b>48</b>  | <b>12</b>  | <b>108</b> |
| Children Under Age 18                                                          | 27         | 27         | 4          | 58         |
| Persons Age 18 to 24                                                           | 2          | 10         | 0          | 12         |
| Persons Over Age 24                                                            | 19         | 11         | 8          | 38         |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>9</b>   | <b>6</b>   | <b>0</b>   | <b>15</b>  |
| <b>Total Homeless Persons</b>                                                  | <b>240</b> | <b>163</b> | <b>329</b> | <b>732</b> |

#### Demographic summary by ethnicity:

|                            | Sheltered         |                       | Unsheltered | Total      |
|----------------------------|-------------------|-----------------------|-------------|------------|
|                            | Emergency Shelter | Transitional Housing* |             |            |
| Hispanic / Latino          | 33                | 15                    | 24          | 72         |
| Non-Hispanic / Non- Latino | 207               | 148                   | 305         | 660        |
| <b>Total</b>               | <b>240</b>        | <b>163</b>            | <b>329</b>  | <b>732</b> |

#### Demographic summary by gender:

|                                                             |            |            |            |            |
|-------------------------------------------------------------|------------|------------|------------|------------|
| Female                                                      | 79         | 55         | 103        | 237        |
| Male                                                        | 155        | 107        | 224        | 486        |
| Transgender                                                 | 1          | 0          | 0          | 1          |
| Gender Non-Conforming (i.e. not exclusively male or female) | 5          | 1          | 2          | 8          |
| <b>Total</b>                                                | <b>240</b> | <b>163</b> | <b>329</b> | <b>732</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered | Total      |
|-------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                           | Emergency Shelter | Transitional Housing* |             |            |
| Black or African-American                 | 11                | 8                     | 6           | 25         |
| White                                     | 200               | 144                   | 294         | 638        |
| Asian                                     | 0                 | 1                     | 1           | 2          |
| American Indian or Alaska Native          | 17                | 0                     | 10          | 27         |
| Native Hawaiian or Other Pacific Islander | 2                 | 7                     | 2           | 11         |
| Multiple Races                            | 10                | 3                     | 16          | 29         |
| <b>Total</b>                              | <b>240</b>        | <b>163</b>            | <b>329</b>  | <b>732</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 1                 | 0                     | 3           | 4     |

### Summary of chronically homeless persons in each household type:

|                                                                                               |           |          |            |            |
|-----------------------------------------------------------------------------------------------|-----------|----------|------------|------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 63        | 0        | 182        | 245        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 4         | 0        | 10         | 14         |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 0         | 0        | 0          | 0          |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>67</b> | <b>0</b> | <b>192</b> | <b>259</b> |

### Summary of all other populations reported:

|                              |    |    |     |     |
|------------------------------|----|----|-----|-----|
| Severely Mentally Ill        | 38 | 6  | 105 | 149 |
| Chronic Substance Abuse      | 30 | 14 | 77  | 121 |
| Veterans                     | 33 | 49 | 34  | 116 |
| HIV/AIDS                     | 5  | 1  | 2   | 8   |
| Victims of Domestic Violence | 12 | 1  | 0   | 13  |
| Unaccompanied Youth          | 19 | 18 | 27  | 64  |
| Unaccompanied Youth Under 18 | 9  | 6  | 0   | 15  |
| Unaccompanied Youth 18-24    | 10 | 12 | 27  | 49  |
| Parenting Youth              | 1  | 10 | 0   | 11  |
| Parenting Youth Under 18     | 0  | 0  | 0   | 0   |
| Parenting Youth 18-24        | 1  | 10 | 0   | 11  |
| Children of Parenting Youth  | 1  | 12 | 0   | 13  |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### OR-503 Central Oregon CoC

**Point-in Time Date:** 1/24/2018

#### Summary by household type reported:

|                                                               | Sheltered         |                       | Unsheltered | Total      |
|---------------------------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                                               | Emergency Shelter | Transitional Housing* |             |            |
| Households without children <sup>1</sup>                      | 133               | 34                    | 328         | 495        |
| Households with at least one adult and one child <sup>2</sup> | 11                | 2                     | 49          | 62         |
| Households with only children <sup>3</sup>                    | 5                 | 3                     | 7           | 15         |
| <b>Total Homeless Households</b>                              | <b>149</b>        | <b>39</b>             | <b>384</b>  | <b>572</b> |

#### Summary of persons in each household type:

|                                                                                |            |           |            |            |
|--------------------------------------------------------------------------------|------------|-----------|------------|------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>156</b> | <b>34</b> | <b>383</b> | <b>573</b> |
| Persons Age 18 to 24                                                           | 20         | 14        | 49         | 83         |
| Persons Over Age 24                                                            | 136        | 20        | 334        | 490        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>30</b>  | <b>4</b>  | <b>165</b> | <b>199</b> |
| Children Under Age 18                                                          | 17         | 2         | 90         | 109        |
| Persons Age 18 to 24                                                           | 2          | 2         | 7          | 11         |
| Persons Over Age 24                                                            | 11         | 0         | 68         | 79         |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>5</b>   | <b>3</b>  | <b>7</b>   | <b>15</b>  |
| <b>Total Homeless Persons</b>                                                  | <b>191</b> | <b>41</b> | <b>555</b> | <b>787</b> |

#### Demographic summary by ethnicity:

|                            | Sheltered         |                       | Unsheltered | Total      |
|----------------------------|-------------------|-----------------------|-------------|------------|
|                            | Emergency Shelter | Transitional Housing* |             |            |
| Hispanic / Latino          | 18                | 5                     | 20          | 43         |
| Non-Hispanic / Non- Latino | 173               | 36                    | 535         | 744        |
| <b>Total</b>               | <b>191</b>        | <b>41</b>             | <b>555</b>  | <b>787</b> |

#### Demographic summary by gender:

|                                                             |            |           |            |            |
|-------------------------------------------------------------|------------|-----------|------------|------------|
| Female                                                      | 53         | 13        | 212        | 278        |
| Male                                                        | 138        | 24        | 339        | 501        |
| Transgender                                                 | 0          | 4         | 4          | 8          |
| Gender Non-Conforming (i.e. not exclusively male or female) | 0          | 0         | 0          | 0          |
| <b>Total</b>                                                | <b>191</b> | <b>41</b> | <b>555</b> | <b>787</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered | Total      |
|-------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                           | Emergency Shelter | Transitional Housing* |             |            |
| Black or African-American                 | 4                 | 1                     | 9           | 14         |
| White                                     | 169               | 35                    | 484         | 688        |
| Asian                                     | 0                 | 0                     | 0           | 0          |
| American Indian or Alaska Native          | 9                 | 3                     | 55          | 67         |
| Native Hawaiian or Other Pacific Islander | 2                 | 0                     | 3           | 5          |
| Multiple Races                            | 7                 | 2                     | 4           | 13         |
| <b>Total</b>                              | <b>191</b>        | <b>41</b>             | <b>555</b>  | <b>787</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 1                 | 0                     | 7           | 8     |

### Summary of chronically homeless persons in each household type:

|                                                                                               |           |          |            |            |
|-----------------------------------------------------------------------------------------------|-----------|----------|------------|------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 19        | 0        | 120        | 139        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 4         | 0        | 29         | 33         |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 0         | 0        | 0          | 0          |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>23</b> | <b>0</b> | <b>149</b> | <b>172</b> |

### Summary of all other populations reported:

|                              |    |    |     |     |
|------------------------------|----|----|-----|-----|
| Severely Mentally Ill        | 26 | 8  | 181 | 215 |
| Chronic Substance Abuse      | 21 | 16 | 163 | 200 |
| Veterans                     | 17 | 7  | 36  | 60  |
| HIV/AIDS                     | 0  | 0  | 1   | 1   |
| Victims of Domestic Violence | 10 | 1  | 7   | 18  |
| Unaccompanied Youth          | 25 | 17 | 56  | 98  |
| Unaccompanied Youth Under 18 | 5  | 3  | 7   | 15  |
| Unaccompanied Youth 18-24    | 20 | 14 | 49  | 83  |
| Parenting Youth              | 2  | 2  | 1   | 5   |
| Parenting Youth Under 18     | 0  | 0  | 0   | 0   |
| Parenting Youth 18-24        | 2  | 2  | 1   | 5   |
| Children of Parenting Youth  | 2  | 2  | 1   | 5   |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### **OR-505 Oregon Balance of State CoC**

**Point-in Time Date: 1/31/2018**

#### **Summary by household type reported:**

|                                                               | Sheltered         |                       | Unsheltered  | Total        |
|---------------------------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                                               | Emergency Shelter | Transitional Housing* |              |              |
| Households without children <sup>1</sup>                      | 761               | 396                   | 2,634        | 3,791        |
| Households with at least one adult and one child <sup>2</sup> | 82                | 129                   | 461          | 672          |
| Households with only children <sup>3</sup>                    | 35                | 15                    | 193          | 243          |
| <b>Total Homeless Households</b>                              | <b>878</b>        | <b>540</b>            | <b>3,288</b> | <b>4,706</b> |

#### **Summary of persons in each household type:**

|                                                                                |              |            |              |              |
|--------------------------------------------------------------------------------|--------------|------------|--------------|--------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>785</b>   | <b>408</b> | <b>2,983</b> | <b>4,176</b> |
| Persons Age 18 to 24                                                           | 56           | 62         | 280          | 398          |
| Persons Over Age 24                                                            | 729          | 346        | 2,703        | 3,778        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>222</b>   | <b>393</b> | <b>1,358</b> | <b>1,973</b> |
| Children Under Age 18                                                          | 130          | 234        | 738          | 1,102        |
| Persons Age 18 to 24                                                           | 14           | 19         | 56           | 89           |
| Persons Over Age 24                                                            | 78           | 140        | 564          | 782          |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>35</b>    | <b>15</b>  | <b>193</b>   | <b>243</b>   |
| <b>Total Homeless Persons</b>                                                  | <b>1,042</b> | <b>816</b> | <b>4,534</b> | <b>6,392</b> |

#### **Demographic summary by ethnicity:**

|                            | Sheltered         |                       | Unsheltered  | Total        |
|----------------------------|-------------------|-----------------------|--------------|--------------|
|                            | Emergency Shelter | Transitional Housing* |              |              |
| Hispanic / Latino          | 106               | 116                   | 428          | 650          |
| Non-Hispanic / Non- Latino | 936               | 700                   | 4,106        | 5,742        |
| <b>Total</b>               | <b>1,042</b>      | <b>816</b>            | <b>4,534</b> | <b>6,392</b> |

#### **Demographic summary by gender:**

|                                                             |              |            |              |              |
|-------------------------------------------------------------|--------------|------------|--------------|--------------|
| Female                                                      | 472          | 348        | 1,962        | 2,782        |
| Male                                                        | 564          | 463        | 2,557        | 3,584        |
| Transgender                                                 | 1            | 4          | 11           | 16           |
| Gender Non-Conforming (i.e. not exclusively male or female) | 5            | 1          | 4            | 10           |
| <b>Total</b>                                                | <b>1,042</b> | <b>816</b> | <b>4,534</b> | <b>6,392</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered  | Total        |
|-------------------------------------------|-------------------|-----------------------|--------------|--------------|
|                                           | Emergency Shelter | Transitional Housing* |              |              |
| Black or African-American                 | 27                | 42                    | 67           | 136          |
| White                                     | 893               | 696                   | 4,002        | 5,591        |
| Asian                                     | 5                 | 4                     | 9            | 18           |
| American Indian or Alaska Native          | 37                | 36                    | 213          | 286          |
| Native Hawaiian or Other Pacific Islander | 16                | 12                    | 46           | 74           |
| Multiple Races                            | 64                | 26                    | 197          | 287          |
| <b>Total</b>                              | <b>1,042</b>      | <b>816</b>            | <b>4,534</b> | <b>6,392</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 8                 | 0                     | 33          | 41    |

### Summary of chronically homeless persons in each household type:

|                                                                                               |            |          |              |              |
|-----------------------------------------------------------------------------------------------|------------|----------|--------------|--------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 256        | 0        | 1,110        | 1,366        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 21         | 0        | 113          | 134          |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 1          | 0        | 2            | 3            |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>278</b> | <b>0</b> | <b>1,225</b> | <b>1,503</b> |

### Summary of all other populations reported:

|                              |     |     |     |       |
|------------------------------|-----|-----|-----|-------|
| Severely Mentally Ill        | 244 | 174 | 754 | 1,172 |
| Chronic Substance Abuse      | 282 | 204 | 753 | 1,239 |
| Veterans                     | 73  | 55  | 346 | 474   |
| HIV/AIDS                     | 8   | 2   | 36  | 46    |
| Victims of Domestic Violence | 169 | 65  | 308 | 542   |
| Unaccompanied Youth          | 91  | 77  | 473 | 641   |
| Unaccompanied Youth Under 18 | 35  | 15  | 193 | 243   |
| Unaccompanied Youth 18-24    | 56  | 62  | 280 | 398   |
| Parenting Youth              | 12  | 16  | 25  | 53    |
| Parenting Youth Under 18     | 0   | 0   | 0   | 0     |
| Parenting Youth 18-24        | 12  | 16  | 25  | 53    |
| Children of Parenting Youth  | 12  | 21  | 25  | 58    |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

Tuesday, November 13, 2018



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

*Important Notes About This Data: This report is based on point-in-time information provided to HUD by Continuums of Care (CoCs) as part of their CoC Program application process, per the Notice of Funding Availability (NOFA) for the Fiscal Year 2018 Continuum of Care Program Competition. CoCs are required to provide an unduplicated count of homeless persons according to HUD standards (explained in HUD's annual HIC and PIT count notice and HUD's Point-in-Time Count Methodology Guide <https://www.hudexchange.info/hdx/guides/pit-hic/>). HUD has conducted a limited data quality review but has not independently verified all of the information submitted by each CoC. The reader is therefore cautioned that since compliance with these standards may vary, the reliability and consistency of the homeless counts may also vary among CoCs. Additionally, a shift in the methodology a CoC uses to count the homeless may cause a change in homeless counts between reporting periods.*

### OR-506 Hillsboro, Beaverton/Washington County CoC

**Point-in Time Date:** 1/24/2018

#### Summary by household type reported:

|                                                               | Sheltered         |                       | Unsheltered | Total      |
|---------------------------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                                               | Emergency Shelter | Transitional Housing* |             |            |
| Households without children <sup>1</sup>                      | 9                 | 72                    | 287         | 368        |
| Households with at least one adult and one child <sup>2</sup> | 18                | 8                     | 13          | 39         |
| Households with only children <sup>3</sup>                    | 4                 | 1                     | 1           | 6          |
| <b>Total Homeless Households</b>                              | <b>31</b>         | <b>81</b>             | <b>301</b>  | <b>413</b> |

#### Summary of persons in each household type:

|                                                                                |           |           |            |            |
|--------------------------------------------------------------------------------|-----------|-----------|------------|------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>9</b>  | <b>77</b> | <b>315</b> | <b>401</b> |
| Persons Age 18 to 24                                                           | 6         | 9         | 24         | 39         |
| Persons Over Age 24                                                            | 3         | 68        | 291        | 362        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>52</b> | <b>20</b> | <b>43</b>  | <b>115</b> |
| Children Under Age 18                                                          | 29        | 8         | 19         | 56         |
| Persons Age 18 to 24                                                           | 0         | 5         | 5          | 10         |
| Persons Over Age 24                                                            | 23        | 7         | 19         | 49         |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>4</b>  | <b>1</b>  | <b>1</b>   | <b>6</b>   |
| <b>Total Homeless Persons</b>                                                  | <b>65</b> | <b>98</b> | <b>359</b> | <b>522</b> |

#### Demographic summary by ethnicity:

|                            | Sheltered         |                       | Unsheltered | Total      |
|----------------------------|-------------------|-----------------------|-------------|------------|
|                            | Emergency Shelter | Transitional Housing* |             |            |
| Hispanic / Latino          | 22                | 9                     | 30          | 61         |
| Non-Hispanic / Non- Latino | 43                | 89                    | 329         | 461        |
| <b>Total</b>               | <b>65</b>         | <b>98</b>             | <b>359</b>  | <b>522</b> |

#### Demographic summary by gender:

|                                                             |           |           |            |            |
|-------------------------------------------------------------|-----------|-----------|------------|------------|
| Female                                                      | 37        | 33        | 111        | 181        |
| Male                                                        | 27        | 64        | 245        | 336        |
| Transgender                                                 | 1         | 1         | 3          | 5          |
| Gender Non-Conforming (i.e. not exclusively male or female) | 0         | 0         | 0          | 0          |
| <b>Total</b>                                                | <b>65</b> | <b>98</b> | <b>359</b> | <b>522</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.





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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered | Total      |
|-------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                           | Emergency Shelter | Transitional Housing* |             |            |
| Black or African-American                 | 2                 | 11                    | 12          | 25         |
| White                                     | 53                | 75                    | 310         | 438        |
| Asian                                     | 0                 | 0                     | 1           | 1          |
| American Indian or Alaska Native          | 4                 | 2                     | 8           | 14         |
| Native Hawaiian or Other Pacific Islander | 5                 | 5                     | 10          | 20         |
| Multiple Races                            | 1                 | 5                     | 18          | 24         |
| <b>Total</b>                              | <b>65</b>         | <b>98</b>             | <b>359</b>  | <b>522</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 2                 | 0                     | 3           | 5     |

### Summary of chronically homeless persons in each household type:

|                                                                                               |          |          |            |            |
|-----------------------------------------------------------------------------------------------|----------|----------|------------|------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 1        | 6        | 142        | 149        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 6        | 0        | 11         | 17         |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 0        | 0        | 0          | 0          |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>7</b> | <b>6</b> | <b>153</b> | <b>166</b> |

### Summary of all other populations reported:

|                              |    |    |    |    |
|------------------------------|----|----|----|----|
| Severely Mentally Ill        | 0  | 21 | 49 | 70 |
| Chronic Substance Abuse      | 1  | 4  | 26 | 31 |
| Veterans                     | 0  | 47 | 24 | 71 |
| HIV/AIDS                     | 0  | 0  | 1  | 1  |
| Victims of Domestic Violence | 5  | 5  | 10 | 20 |
| Unaccompanied Youth          | 10 | 10 | 25 | 45 |
| Unaccompanied Youth Under 18 | 4  | 1  | 1  | 6  |
| Unaccompanied Youth 18-24    | 6  | 9  | 24 | 39 |
| Parenting Youth              | 0  | 3  | 3  | 6  |
| Parenting Youth Under 18     | 0  | 0  | 0  | 0  |
| Parenting Youth 18-24        | 0  | 3  | 3  | 6  |
| Children of Parenting Youth  | 0  | 3  | 2  | 5  |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

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### **OR-507 Clackamas County CoC**

**Point-in Time Date: 1/30/2018**

#### **Summary by household type reported:**

|                                                               | Sheltered         |                       | Unsheltered | Total      |
|---------------------------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                                               | Emergency Shelter | Transitional Housing* |             |            |
| Households without children <sup>1</sup>                      | 0                 | 14                    | 288         | 302        |
| Households with at least one adult and one child <sup>2</sup> | 1                 | 7                     | 19          | 27         |
| Households with only children <sup>3</sup>                    | 0                 | 1                     | 0           | 1          |
| <b>Total Homeless Households</b>                              | <b>1</b>          | <b>22</b>             | <b>307</b>  | <b>330</b> |

#### **Summary of persons in each household type:**

|                                                                                |          |           |            |            |
|--------------------------------------------------------------------------------|----------|-----------|------------|------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>0</b> | <b>14</b> | <b>301</b> | <b>315</b> |
| Persons Age 18 to 24                                                           | 0        | 7         | 8          | 15         |
| Persons Over Age 24                                                            | 0        | 7         | 293        | 300        |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>3</b> | <b>18</b> | <b>45</b>  | <b>66</b>  |
| Children Under Age 18                                                          | 2        | 9         | 26         | 37         |
| Persons Age 18 to 24                                                           | 0        | 9         | 0          | 9          |
| Persons Over Age 24                                                            | 1        | 0         | 19         | 20         |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>0</b> | <b>2</b>  | <b>0</b>   | <b>2</b>   |
| <b>Total Homeless Persons</b>                                                  | <b>3</b> | <b>34</b> | <b>346</b> | <b>383</b> |

#### **Demographic summary by ethnicity:**

|                            | Sheltered         |                       | Unsheltered | Total      |
|----------------------------|-------------------|-----------------------|-------------|------------|
|                            | Emergency Shelter | Transitional Housing* |             |            |
| Hispanic / Latino          | 0                 | 14                    | 25          | 39         |
| Non-Hispanic / Non- Latino | 3                 | 20                    | 321         | 344        |
| <b>Total</b>               | <b>3</b>          | <b>34</b>             | <b>346</b>  | <b>383</b> |

#### **Demographic summary by gender:**

|                                                             |          |           |            |            |
|-------------------------------------------------------------|----------|-----------|------------|------------|
| Female                                                      | 1        | 20        | 113        | 134        |
| Male                                                        | 2        | 14        | 232        | 248        |
| Transgender                                                 | 0        | 0         | 0          | 0          |
| Gender Non-Conforming (i.e. not exclusively male or female) | 0        | 0         | 1          | 1          |
| <b>Total</b>                                                | <b>3</b> | <b>34</b> | <b>346</b> | <b>383</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



## HUD 2018 Continuum of Care Homeless Assistance Programs Homeless Populations and Subpopulations

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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered | Total      |
|-------------------------------------------|-------------------|-----------------------|-------------|------------|
|                                           | Emergency Shelter | Transitional Housing* |             |            |
| Black or African-American                 | 0                 | 4                     | 14          | 18         |
| White                                     | 3                 | 26                    | 285         | 314        |
| Asian                                     | 0                 | 0                     | 1           | 1          |
| American Indian or Alaska Native          | 0                 | 0                     | 13          | 13         |
| Native Hawaiian or Other Pacific Islander | 0                 | 0                     | 2           | 2          |
| Multiple Races                            | 0                 | 4                     | 31          | 35         |
| <b>Total</b>                              | <b>3</b>          | <b>34</b>             | <b>346</b>  | <b>383</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 0                 | 0                     | 1           | 1     |

### Summary of chronically homeless persons in each household type:

|                                                                                               |          |          |            |            |
|-----------------------------------------------------------------------------------------------|----------|----------|------------|------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 0        | 0        | 122        | 122        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 0        | 0        | 3          | 3          |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 0        | 0        | 0          | 0          |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>0</b> | <b>0</b> | <b>125</b> | <b>125</b> |

### Summary of all other populations reported:

|                              |   |    |    |    |
|------------------------------|---|----|----|----|
| Severely Mentally Ill        | 1 | 1  | 80 | 82 |
| Chronic Substance Abuse      | 1 | 0  | 96 | 97 |
| Veterans                     | 0 | 1  | 20 | 21 |
| HIV/AIDS                     | 0 | 0  | 4  | 4  |
| Victims of Domestic Violence | 1 | 2  | 63 | 66 |
| Unaccompanied Youth          | 0 | 7  | 8  | 15 |
| Unaccompanied Youth Under 18 | 0 | 0  | 0  | 0  |
| Unaccompanied Youth 18-24    | 0 | 7  | 8  | 15 |
| Parenting Youth              | 0 | 9  | 0  | 9  |
| Parenting Youth Under 18     | 0 | 1  | 0  | 1  |
| Parenting Youth 18-24        | 0 | 8  | 0  | 8  |
| Children of Parenting Youth  | 0 | 10 | 0  | 10 |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

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**State Name:** Oregon

**Point-in Time Date:** 1/24/2018

### Summary by household type reported:

|                                                               | Sheltered         |                       | Unsheltered  | Total         |
|---------------------------------------------------------------|-------------------|-----------------------|--------------|---------------|
|                                                               | Emergency Shelter | Transitional Housing* |              |               |
| Households without children <sup>1</sup>                      | 2,689             | 1,158                 | 6,266        | 10,113        |
| Households with at least one adult and one child <sup>2</sup> | 298               | 204                   | 606          | 1,108         |
| Households with only children <sup>3</sup>                    | 70                | 26                    | 220          | 316           |
| <b>Total Homeless Households</b>                              | <b>3,057</b>      | <b>1,388</b>          | <b>7,092</b> | <b>11,537</b> |

### Summary of persons in each household type:

|                                                                                |              |              |              |               |
|--------------------------------------------------------------------------------|--------------|--------------|--------------|---------------|
| <b>Persons in households without children<sup>1</sup></b>                      | <b>2,752</b> | <b>1,177</b> | <b>6,891</b> | <b>10,820</b> |
| Persons Age 18 to 24                                                           | 219          | 178          | 599          | 996           |
| Persons Over Age 24                                                            | 2,533        | 999          | 6,292        | 9,824         |
| <b>Persons in households with at least one adult and one child<sup>2</sup></b> | <b>935</b>   | <b>589</b>   | <b>1,813</b> | <b>3,337</b>  |
| Children Under Age 18                                                          | 539          | 341          | 986          | 1,866         |
| Persons Age 18 to 24                                                           | 40           | 53           | 76           | 169           |
| Persons Over Age 24                                                            | 356          | 195          | 751          | 1,302         |
| <b>Persons in households with only children<sup>3</sup></b>                    | <b>70</b>    | <b>28</b>    | <b>221</b>   | <b>319</b>    |
| <b>Total Homeless Persons</b>                                                  | <b>3,757</b> | <b>1,794</b> | <b>8,925</b> | <b>14,476</b> |

### Demographic summary by ethnicity:

|                            | Sheltered         |                       | Unsheltered  | Total         |
|----------------------------|-------------------|-----------------------|--------------|---------------|
|                            | Emergency Shelter | Transitional Housing* |              |               |
| Hispanic / Latino          | 450               | 214                   | 804          | 1,468         |
| Non-Hispanic / Non- Latino | 3,307             | 1,580                 | 8,121        | 13,008        |
| <b>Total</b>               | <b>3,757</b>      | <b>1,794</b>          | <b>8,925</b> | <b>14,476</b> |

### Demographic summary by gender:

|                                                             |              |              |              |               |
|-------------------------------------------------------------|--------------|--------------|--------------|---------------|
| Female                                                      | 1,597        | 669          | 3,393        | 5,659         |
| Male                                                        | 2,115        | 1,104        | 5,471        | 8,690         |
| Transgender                                                 | 29           | 15           | 35           | 79            |
| Gender Non-Conforming (i.e. not exclusively male or female) | 16           | 6            | 26           | 48            |
| <b>Total</b>                                                | <b>3,757</b> | <b>1,794</b> | <b>8,925</b> | <b>14,476</b> |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.



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### Demographic summary by race:

|                                           | Sheltered         |                       | Unsheltered  | Total         |
|-------------------------------------------|-------------------|-----------------------|--------------|---------------|
|                                           | Emergency Shelter | Transitional Housing* |              |               |
| Black or African-American                 | 340               | 166                   | 287          | 793           |
| White                                     | 2,838             | 1,441                 | 7,520        | 11,799        |
| Asian                                     | 43                | 9                     | 26           | 78            |
| American Indian or Alaska Native          | 157               | 75                    | 456          | 688           |
| Native Hawaiian or Other Pacific Islander | 76                | 25                    | 87           | 188           |
| Multiple Races                            | 303               | 78                    | 549          | 930           |
| <b>Total</b>                              | <b>3,757</b>      | <b>1,794</b>          | <b>8,925</b> | <b>14,476</b> |

### Summary of chronically homeless households by household type reported:

|                                                                                    | Sheltered         |                       | Unsheltered | Total |
|------------------------------------------------------------------------------------|-------------------|-----------------------|-------------|-------|
|                                                                                    | Emergency Shelter | Transitional Housing* |             |       |
| Chronically Homeless households with at least one adult and one child <sup>2</sup> | 29                | 0                     | 63          | 92    |

### Summary of chronically homeless persons in each household type:

|                                                                                               |            |          |              |              |
|-----------------------------------------------------------------------------------------------|------------|----------|--------------|--------------|
| Chronically Homeless persons in households without children <sup>1</sup>                      | 854        | 6        | 3,148        | 4,008        |
| Chronically Homeless persons in households with at least one adult and one child <sup>2</sup> | 98         | 0        | 210          | 308          |
| Chronically Homeless persons in households with only children <sup>3</sup>                    | 2          | 0        | 3            | 5            |
| <b>Total Chronically Homeless Persons</b>                                                     | <b>954</b> | <b>6</b> | <b>3,361</b> | <b>4,321</b> |

### Summary of all other populations reported:

|                              |     |     |       |       |
|------------------------------|-----|-----|-------|-------|
| Severely Mentally Ill        | 626 | 391 | 2,342 | 3,359 |
| Chronic Substance Abuse      | 528 | 482 | 2,080 | 3,090 |
| Veterans                     | 299 | 301 | 763   | 1,363 |
| HIV/AIDS                     | 34  | 9   | 82    | 125   |
| Victims of Domestic Violence | 355 | 98  | 1,003 | 1,456 |
| Unaccompanied Youth          | 286 | 204 | 819   | 1,309 |
| Unaccompanied Youth Under 18 | 70  | 26  | 221   | 317   |
| Unaccompanied Youth 18-24    | 216 | 178 | 598   | 992   |
| Parenting Youth              | 24  | 47  | 34    | 105   |
| Parenting Youth Under 18     | 0   | 1   | 0     | 1     |
| Parenting Youth 18-24        | 24  | 46  | 34    | 104   |
| Children of Parenting Youth  | 27  | 54  | 33    | 114   |

\* Safe Haven programs are included in the Transitional Housing category.

<sup>1</sup>This category includes single adults, adult couples with no children, and groups of adults.

<sup>2</sup>This category includes households with one adult and at least one child under age 18.

<sup>3</sup>This category includes persons under age 18, including children in one-child households, adolescent parents and their children, adolescent siblings, or other household configurations composed only of children.

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## APPENDIX E: SHELTERS IN OREGON (SIO) REPORT

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**Type of Shelter**

| County                            | Disaster | Day       | Domestic Violence | Emergency | Migrant  | Transitional | Veteran's | Warming   | Total Bed Count | Low Barrier | High Barrier | No Barrier |
|-----------------------------------|----------|-----------|-------------------|-----------|----------|--------------|-----------|-----------|-----------------|-------------|--------------|------------|
|                                   | DIS      | DS        | DV                | E         | M        | T            | V         | W         | Beds*           | LB          | HB           | NB         |
| <a href="#">Baker County</a>      |          |           | 1                 |           |          |              |           |           | 2               |             | 1            |            |
| <a href="#">Benton County</a>     |          | 1         | 1                 | 3         |          | 2            | 1         | 2         | 156             | 5           | 4            | 1          |
| <a href="#">Clackamas County</a>  |          |           | 1                 | 5         |          | 1            |           | 14        | 90              | 5           |              |            |
| <a href="#">Clatsop County</a>    |          |           | 1                 | 2         |          | 1            |           | 1         | 73              | 3           | 2            |            |
| <a href="#">Columbia County</a>   |          |           | 1                 |           |          |              |           | 1         | 46              | 2           |              |            |
| <a href="#">Coos County</a>       |          |           |                   | 4         |          |              |           |           | 99              | 4           | 1            | 1          |
| <a href="#">Crook County</a>      |          |           | 1                 | 2         |          |              |           |           |                 | 2           |              | 1          |
| <a href="#">Curry County</a>      |          |           | 1                 |           |          |              |           | 1         | 15              | 1           |              | 1          |
| <a href="#">Deschutes County</a>  |          | 1         | 2                 | 6         |          | 1            | 1         | 7         | 54              | 16          | 1            | 1          |
| <a href="#">Douglas County</a>    |          |           | 1                 | 2         |          | 1            |           | 2         | 128             | 2           |              | 4          |
| <a href="#">Gilliam County</a>    |          |           |                   |           |          |              |           |           |                 |             |              |            |
| <a href="#">Grant County</a>      |          |           | 1                 |           |          |              |           |           |                 |             | 1            |            |
| <a href="#">Harney County</a>     |          |           | 1                 |           |          |              |           |           | 8               |             | 1            |            |
| <a href="#">Hood River County</a> |          |           | 1                 | 1         |          |              |           | 1         | 28              | 2           | 1            |            |
| <a href="#">Jackson County</a>    | 1        | 2         | 1                 | 3         |          | 1            |           | 5         | 198             | 4           | 4            | 5          |
| <a href="#">Jefferson County</a>  |          |           | 1                 | 1         |          |              |           | 1         |                 | 2           |              | 1          |
| <a href="#">Josephine County</a>  | 1        | 1         | 2                 | 1         |          |              |           | 1         | 42              | 1           | 1            | 4          |
| <a href="#">Klamath County</a>    |          |           | 1                 | 3         | 1        |              |           | 1         | 134             | 3           | 1            | 2          |
| <a href="#">Lake County</a>       |          |           | 1                 |           |          |              |           |           |                 | 1           |              |            |
| <a href="#">Lane County</a>       |          |           | 2                 | 9         |          |              | 2         | 2         | 811             | 2           | 13           |            |
| <a href="#">Lincoln County</a>    |          |           | 1                 | 1         |          | 1            |           | 2         | 11              | 4           | 1            |            |
| <a href="#">Linn County</a>       |          |           |                   | 3         |          |              |           | 1         | 252             | 4           |              |            |
| <a href="#">Malheur County</a>    |          |           | 1                 |           |          |              |           |           | 15              |             | 1            |            |
| <a href="#">Marion County</a>     | 1        |           | 1                 | 5         |          | 1            |           | 1         | 460             | 2           | 4            | 3          |
| <a href="#">Morrow County</a>     |          |           |                   |           |          |              |           |           |                 |             |              |            |
| <a href="#">Multnomah County</a>  | 1        | 12        | 2                 | 18        |          | 1            | 1         | 9         | 2103            | 21          | 10           | 13         |
| <a href="#">Polk County</a>       |          |           | 1                 | 2         |          |              |           |           | 27              | 1           | 2            |            |
| <a href="#">Sherman County</a>    |          |           |                   |           |          |              |           |           |                 |             |              |            |
| <a href="#">Tillamook County</a>  |          |           | 1                 | 1         |          |              |           | 1         | 37              | 2           | 1            |            |
| <a href="#">Umatilla County</a>   |          |           | 2                 | 1         |          |              |           | 2         | 40              | 4           | 1            |            |
| <a href="#">Union County</a>      |          |           | 1                 |           |          |              |           | 1         | 10              | 1           | 1            |            |
| <a href="#">Wallowa County</a>    |          |           | 1                 |           |          |              |           |           |                 |             | 1            |            |
| <a href="#">Wasco County</a>      |          |           | 1                 |           |          | 3            |           | 1         | 36              | 4           |              | 1          |
| <a href="#">Washington County</a> |          | 2         | 1                 | 7         |          | 1            | 1         | 7         | 149             | 13          | 4            | 2          |
| <a href="#">Wheeler County</a>    |          |           |                   |           |          |              |           |           |                 |             |              |            |
| <a href="#">Yamhill County</a>    |          |           | 1                 | 4         |          | 6            |           | 2         | 181             | 1           | 8            | 4          |
| <b>TOTAL # of Shelters</b>        | <b>4</b> | <b>19</b> | <b>35</b>         | <b>84</b> | <b>1</b> | <b>20</b>    | <b>6</b>  | <b>66</b> | <b>5205</b>     | <b>112</b>  | <b>65</b>    | <b>44</b>  |

APPENDIX F: COALITION OF COMMUNITIES OF COLOR 2017 MEMO TO THE JOINT  
OFFICE OF HOMELESS SERVICES IN MULTNOMAH COUNTY

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## **Memo to Joint Office of Homeless Services regarding Phase II of Points in Time Count 2017<sup>1</sup>**

“To promote connected, healthy and financially thriving communities, a racial justice housing agenda should be directed and owned by the community, align funding streams, prioritize community cohesion, and coordinate action.” (Rebuilding Community, Urban League of Portland report)

The Coalition of Communities of Color (CCC) are excited about the JOHS moving beyond the HUD definition of homelessness to recognize the less visible ways in which communities of color are impacted by housing instability and homelessness. We support redressal of undercounting of communities of color in homelessness. We urge JOHS to be mindful about research and data gathering about communities of color being led by communities of color. We see the JOHS’ recognition of expanding the definition of homelessness to include doubled-up, couch surfing and overcrowding experiences as an opportunity to decolonize the manner in which data about communities of color has been collected and analyzed. We also recommend that the manner in which JOHS engages with experiences of homelessness particularly by communities of color be cognizant of the fact that people experience homelessness due to a variety of factors that feed into housing instability. We have to see beyond traditional and mainstream housing/shelter providers to partner with community based and culturally specific organizations that seek to address root causes of housing instability.

### **What we know**

Through our research and connections with our culturally specific member organizations, we know that communities of color experience homelessness in ways that are both similar to and different from mainstream conceptualizations of homelessness.<sup>2</sup>

Prevailing myths in white dominant narratives that people of color are not in imminently unsafe housing conditions since they are not on the streets or in shelters are false, and detrimental to communities of color accessing resources and services. Unsheltered and sheltered people of color are more likely to be undercounted for several reasons. The PITC may not be targeting trusted touch points where people of color are most likely to look for support; PITC volunteers maybe given inadequate training about how to ask race/ethnicity information from the

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<sup>1</sup> By Shweta Moorthy, PhD, Coalition of Communities of Color and Professor Lisa K Bates, Portland State University.

<sup>2</sup> Rebuilding Community: A Disparate Impacts Analysis and Cross-Cultural Agenda to Prevent Displacement and Gentrification <http://www.coalitioncommunitiescolor.org/cedresourcepage/rebuildingcommunities>.

State of Black Oregon, 2015 [https://ulpdx.org/programs/advocacy-and-civic-engagement/advocacy-and-public-policy/publication\\_archive/state-of-black-oregon-2015/](https://ulpdx.org/programs/advocacy-and-civic-engagement/advocacy-and-public-policy/publication_archive/state-of-black-oregon-2015/)

Communities Of Color In Multnomah County: An Unsettling Profile  
<http://www.coalitioncommunitiescolor.org/cccdatarsearch/>

respondents; race/ethnicity identifiers themselves may need to be revised to be more community appropriate.

▪ Communities of color and low income communities experience homelessness in different ways – they maybe going in and out of homelessness, doubling up or couch surfing with community members (which in turn may make the hosting household vulnerable to eviction as renters). There are two myths about communities of color that are repeated throughout conversations on houselessness in Portland: One is that ‘immigrant’ communities of color prefer to live in large households, multi-generational households, or have a ‘cultural preference’ for living together. The second is that African-American residents have family available to supplement the shelter system and “shouldn’t” be in shelter spaces. These myths conflate a cultural coping strategy with a cultural preference. It may be laudable that staff hear from a community that “we don’t let our people go to shelters,” but that should not be understood as a culturally specific response to housing crisis. It is a coping mechanism that may be available to some groups, but it is not a preferable outcome to being stably housed. Likewise, expecting that people of color will first exhaust their familial and social networks’ resources before accessing public shelter and programs, because of a presumption that they have more local connections, puts those people of color at a great disadvantage. Knowing the disparities in income and economic stability for people of color, imagining that they have access to family/community support in terms of financial and housing resources is to leave people of color under-served. white dominant narratives assume that communities of color do not experience imminently unsafe or unstable housing situations due to overcrowding because they live in multigenerational households anyway. These communities therefore either can’t access resources available to ‘houseless’ individuals or are expected to not need any support.

## **Proposed methods**

Issues with count in general- things to consider

- Points in time count maybe a good measure to identify chronically homeless and sheltered people, but it’s not going to accurately identify people who go in and out of homelessness, which is disproportionately experienced by communities of color and low income populations.
- There’s a need to identify neighborhoods with high risk of gentrification or identifying populations with high risk of displacement.
- Ensure that race/ethnicity options in the survey forms are disaggregated and reflect the different communities of color that live in Multnomah county.

PITC preparation and larger process

- The JOHS needs to engage with communities of color and culturally specific organizations meaningfully and invest in organizations that are working to dismantle the different root causes of housing instability, of which homelessness is a manifestation.

- Communities of color need to be engaged throughout the process from being thought partners to engaging communities in data verification and analysis. Ad hoc community engagement tokenizes communities of color rather than considers us to be experts of our experiences.
  - Consider rather than an annual PITC in January that focuses on shelter/street count, smaller ongoing data collections during other quarters, in partnership with service organizations that work with populations of concern as well as culturally specific organizations that are first line of support for communities of color irrespective of whether they are housing services or not. For example, health providers, SUN schools, Community Alliance of Tenants, IRCO, Unite Oregon, Latino Network, other service touch points where an 'intake interview' or case management touchpoint could include questions about housing instability or 'doubled up' conditions.

#### Who is doing the actual count/survey methods

- The JOHS should consider building relationships with and partnering with culturally specific organizations that are responsive to communities and are trustworthy touch points for communities to seek help during housing instability, to do the count.
- To the extent that PITC relies on volunteers, a concerted effort should be made to recruit volunteers of color since research suggests that respondents are more likely to be more forthcoming and accurate in self-identifying as a person of color.
- All volunteers need an equity training that focuses on race, institutionalized racism, and implicit bias. It would be useful for this training to include specific information about homelessness and the purpose of understanding racial/ethnic disparities in this count. Specifically, there ought to be a training on how to approach and ask questions about race/ethnicity. Data collectors should be fully trained in equity issues in enumeration and in thinking about identification of race/ethnicity. Foremost, data collection training must address discomfort with asking questions about racial/ethnic identity. Some volunteers are likely to feel uncomfortable about racial identity issues and will need coaching and practice on it being "okay" to ask about identity.
  - Discussion of implicit bias in choosing to approach/not approach individuals based on perceptions of 'danger'—given that some people who are on the streets will be assigned a race by an enumerator who does not actually ask the questions, it is important to reduce any bias in who does not get approached to complete the survey.
  - Training on how to ask questions about race/ethnicity and language/translation.
    - How to ask in a respectful and open manner about someone's identification. The question wording must be carefully constructed and enumerators coached in follow-up language.
    - How to respond to pushback or questions about why it is important. Enumerators need language to respond if someone asks why they want

to know about race/ethnicity, that will help them to explain what the data are used for and why it is useful to include this information.<sup>3</sup>

Doubled up issues

- Build capacity among organizations that serve as trustworthy touchpoints to conduct surveys of doubled up/couch surfing.

## Accountability

The start of accountability is for JOHS to consistently report and present data on racial/ethnic disparity in a way that is transparent and takes seriously the issue. In the 2015 count, staff repeatedly downplayed large increases in African-American homelessness, despite those numbers steadily climbing over the previous three counts. Only community outcry changed the focus of the data presentation. The presentation of family/child homelessness as a more important problem belied the numbers of sharp increases in houselessness for people of color. More troubling, as staff preferred to focus on the family/children homelessness issue, they failed to present cross-tabulations of those data to understand whether the increase in family/child homelessness was predominantly experienced by people of color.

The preliminary results from the 2017 PITC were again presented in a way that downplayed racial disparity and issues for communities of color.<sup>4</sup> The “one-pager” presented highlighted a decrease in the *unsheltered* African-American population without mentioning whether there was actually a decrease in overall houselessness (in shelter or unsheltered) or movement of African-Americans into housing. Indeed, other data presented shows that there continues to be a substantial disproportionality in the houseless population for Native Americans and African-Americans. The data graphics chosen for the one-page summary do not include race/ethnicity until the back side of the page; these are presented alongside data from other cities that has no bearing on progress in Portland and does not mention racial disparity. The graphics chosen fail to account for size of *n* for data points and generally end up being misleading as to the extent of the issue for different groups. Some graphs are missing important information (such as the *n*). The racial/ethnic disparities data are mixed together with dissimilar categories and the use of the triangle graphic without any vertical axis makes comparison difficult. These issues of data presentation are not mere nit-picking about graphic design. The presentation of data in tables and graphics demonstrates attention and priority; it communicates highlighted issues and ought to give information in a straight-forward way. As presented, it appears as though JOHS is side-stepping the issues of racial equity again in this year’s count.

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<sup>3</sup> See [these reports](#) on Race, Ethnicity, and Language Data

<sup>4</sup> <https://multco.us/multnomah-county/news/2017-point-time-count-more-neighbors-counted-homeless-2015-more-sleeping>

The JOHS should work with community organizations of color to develop accountability mechanisms for how recommendations outlined above will be considered and implemented. Communities of color should be equitable thought partners in developing methodologies for estimating homelessness counts. We urge the JOHS to outline a transparent accountability process in partnership with communities of color that details the manner in which resulting data on doubled up populations is going to be actionable and lead to better equitable housing strategies that address the causes of homelessness among communities of color.

Improving estimates of doubled up/couch surfing or people in imminently unsafe or unstable housing situations by itself is insufficient if it isn't considered in the context of housing justice and redressing barriers faced by people of color to have housing stability and (re)build communities.

Resources: -

- State of Black Oregon 2015
- Rebuilding Community: A Disparate Impacts Analysis and Cross-Cultural Agenda to Prevent Displacement and Gentrification  
<http://www.coalitioncommunitiescolor.org/cedresourcepage/rebuildingcommunities>
- Oregon Department of Education data on students experiencing houselessness
- Community Alliance of Tenants helpline data
- Unite Oregon affordable housing survey
- Unsettling Profiles series, Coalition of Communities of Color

## APPENDIX G: FAIR HOUSING COUNCIL OF OREGON SHELTER GUIDE - SUMMARY

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# Fair Housing and Shelters

In working on the shelter study, staff at OHCS reached out to the Fair Housing Council of Oregon to connect on work that FHCO did in 2018 when they updated their “Guide to Fair Housing for Homeless and Domestic Violence Shelter Providers”. OHCS staff met with FHCO staff, reviewed the contents of the shelter guide, and source notes from the outreach FHCO conducted to inform the updates to the guide. OHCS then compiled a summary of information and reviewed it with FHCO staff. OHCS decided to summarize and highlight the work of FHCO to bring to light the legal obligations and protections that fair housing law provides as it relates to shelters. Fair housing connects to issues related to access to shelter, non-discrimination and examines issues at the intersection of protected classes, which aligns with OHCS’s Statewide Housing Plan goal for Equity and Racial Justice. The summary of FHCO’s work and inclusion of this information in the shelter study is intended to increase awareness of fair housing law among shelter providers and highlight the work of FHCO and their unique expertise in this area.

Between March and June of 2018 FHCO held 10 listening sessions and mini fair housing trainings with a total of over 150 shelter and social service providers and non-profit and community advocates across the state. Listening sessions were held with all seven Continuums of Care and at the Oregon Coalition on Housing and Homelessness annual conference.

In conjunction with the release of the updated shelter guide, FHCO Education and Outreach staff conducted trainings across the state for a total of over 250 people. Trainings locations included Deschutes County, Jackson County, Clackamas County, Marion County, Washington County, Multnomah County and individual shelters in Gresham, LaGrande, Dallas and the Portland Metro area. Staff also conducted a training for the Rural Oregon Continuum of Care annual meeting.

## Fair Housing Council of Oregon (FHCO)

The Fair Housing Council of Oregon (FHCO) is a nonprofit civil rights organization driven to eliminate illegal housing discrimination through enforcement and education across Oregon. FHCO promotes equal access to housing by providing education, outreach, technical assistance, and enforcement opportunities specifically related to federal, state, and local fair housing laws.

## What are Fair Housing Laws?

These laws protect against illegal housing discrimination based on “protected class status” in any housing transaction and, in fact, any housing situation. Oregon’s fair housing laws include the following protected classes: marital status, legal sources of income, sexual orientation, and gender identity. In addition, Oregon effectively created another protected class for domestic violence survivors by adding language to the state’s Landlord Tenant Act found in ORS 90.449. It is illegal to discriminate based on race, color, religion, national origin, familial status, disability, gender as well as sexual orientation, source of income and marital status. Oregon’s fair housing laws can be found in the Oregon Revised Statutes (ORS), Chapter 659A.

## What is a Protected Class?

Historically and statistically, identifiable groups of people have received unfavorable treatment in housing transactions. In attempting to rent, buy, get a mortgage, or secure home insurance they have been denied, harassed, given less favorable terms and conditions, or experienced a lower level of service than other groups. As a result, fair housing laws were enacted to protect against illegal housing discrimination based on “protected class status.” It is well documented that members of protected classes are overrepresented in the homeless population and face barriers to shelter and housing due to their protected class status.

## Who Has to Follow Fair Housing?

Fair housing laws apply to any person or entity whose actions could “make housing unavailable.” This means a wide range of entities are covered, including organizations operating rental assistance or shelter voucher programs, and possibly motels providing emergency shelter, etc. All of these programs are prohibited from discriminating on the basis of protected class and are required to follow all aspects of fair housing laws.

## At What Point Does Fair Housing Kick In?

Fair housing laws cover the entire relationship between a housing or shelter provider and an applicant or resident from the time of the initial inquiry, through application and residency, to termination, move-out, and beyond. During that time, any transaction or interaction can give rise to a claim of discrimination.

This includes:

- ☐ Discrimination during the application process: outright denial, providing false information, steering a potential resident to other housing/shelter based on their protected class, and advertising or marketing of the housing. Applicant screening decisions must be based on consistent fact-based criteria.
- ☐ Not treating all residents similarly in terms of procedures, rules, repairs, access to common facilities or other aspects of daily life. Consequences for not following agreements, rules, etc. must be applied consistently among all residents.
- ☐ Imposing additional program requirements on participants based on protected class such as parenting classes or support groups for persons with disabilities.
- ☐ Harassment, intimidation, threats and coercion based on protected class. Providers have a legal responsibility not only to refrain from these activities themselves, but to protect their residents from harassment from staff, volunteers and other residents. The Fair Housing Act and a HUD ruling clearly require housing and shelter providers to have protocols for addressing resident on resident harassment based on protected class.



- ❑ Termination for discriminatory reasons: Terminations that are not based on factual violations of the residency agreement could be construed as discriminatory, whether or not that was the provider's intent. Termination should always be based on objective fact-based behavior.
- ❑ Retaliation against a resident for filing a fair housing complaint, whether the claim is valid or not. Retaliation includes coercing, threatening, intimidating and interfering with a resident on account of exercising their rights. This could mean making verbal threats, terminating their stay or blacklisting them from future housing unless they drop the complaint.

## How Do Fair Housing Laws Relate to Nonprofit Organizations Providing Homeless and Domestic Violence Shelters?

Nonprofit organizations that provide shelter housing are ordinarily defined as offering “dwellings” under fair housing laws and, for the most part, are required to follow the laws in the same way as providers of permanent housing.

### What is considered a “dwelling?”

The Fair Housing Act defines “dwelling” as “any building, structure, or portion thereof which is occupied as or designed or intended for occupancy as a residence.” The legal determination of whether a shelter is a dwelling is made on a case-by-case basis, reviewing multiple factors, such as:

- ❑ Whether there is some form of agreement between the provider and resident.
- ❑ Whether the resident provides something in exchange for shelter.
- ❑ Whether the individual has another current residence that they intend to return to.
- ❑ Whether the primary purpose of the entity is housing.
- ❑ How long the typical length of stay is at the shelter.

In order to protect a shelter against fair housing liability, FHCO recommends all shelter providers assume that their programs represent “dwellings” and should comply with fair housing laws.

### What About Day Shelters, Severe Weather Shelters, or Warming Centers?

Day shelters and/or warming shelters are not dwellings and do not fall under fair housing law. However, civil rights laws for public accommodations cover day shelters. The protected classes for public accommodations in Oregon include race, national origin, religion, sex (including pregnancy), sexual orientation, gender identity, marital status, disability, and age over 18.

### What Are Some Fair Housing Issues That Occur in Shelters?

Between March and June of 2018 FHCO held 10 listening sessions and mini fair housing trainings with a total of over 150 shelter and social service providers and non-profit and community advocates across the state. Listening sessions were held with all seven Continuums of Care and at the Oregon Coalition on Housing and Homelessness annual conference.

FHCO found that many nonprofit organizations were not fully aware of fair housing laws and many shelter and transitional housing providers were not clear that they are considered a “dwelling” under the Fair Housing Act and may not have been aware of their legal responsibilities. Some of the issues uncovered in the outreach process were:

- X** Denying access to shelter based on religion
- X** Denying access to shelter based on sexual orientation or gender identity
- X** Permitting residents to harass other residents based on their religion, national origin, sexual orientation, etc.
- X** Refusing to shelter women with male children over the age of 11
- X** Not permitting assistance animals/emotional support animals
- X** Preventing male DV survivors from accessing equal services
- X** DV and other shelters/transitional housing programs not taking boys over 12
- X** Making shelter access contingent on attending religious services
- X** Denying access to shelter to those who don’t speak English
- X** Denying a reasonable accommodation or modification that would have enabled a person with a disability to access shelter
- X** Requiring marriage certificates for couples to stay at a shelter
- X** Refusing to house a person who is in recovery from addiction
- X** Refusing to house someone with a disability which prohibits them from using a top bunkbed or from completing certain chores

FHCO used written and verbal feedback from the listening sessions to complete the update to the guide in May 2018. The guide was developed with the support of a HUD Fair Housing Initiatives Program (FHIP) Education and Outreach Grant. The information in the guide is based on federal fair housing law, state and local fair housing laws in Oregon and evolving fair housing case law throughout the country. FHCO states the guide is intended as a first step in risk mitigation and gives general guidance to address common areas of confusion. The guide includes sample policies on Transgender Inclusion, Resident-on-Resident Harassment, Reasonable Accommodations and Modifications, and Assistance Animal Agreements. The guide is available at <http://fhco.org/index.php/learning->

<resources/fhco-downloads/category/3-guides?download=306:shelter-guide4web> In conjunction with the release of the updated shelter guide, FHCO Education and Outreach staff conducted trainings across the state for a total of over 250 people. Trainings locations included Deschutes County, Jackson County, Clackamas County, Marion County, Washington County, Multnomah County and individual shelters in Gresham, LaGrande, Dallas and the Portland Metro area. Staff also conducted a training for the Rural Oregon Continuum of Care annual meeting.

## What Should Providers Do to Make Sure They Are Following Fair Housing Laws?

In its recommendations in the guide, FHCO suggests that nonprofit housing and shelter providers:

- ☐ Review all policies, procedures, rules and application criteria for unintended discrimination;
- ☐ Make sure there are policies to address when any exceptions might be made to application criteria or rules;
- ☐ Develop new policies and procedures as needed. FHCO recommends having a grievance procedure for residents who believe their rights may have been violated; i.e. denial of a reasonable accommodation request.
- ☐ Develop a clear process on how to handle resident-on-resident harassment and identify staff involved;
- ☐ Develop a clear process for how to handle reasonable accommodation requests and identify staff involved.
- ☐ Have a protocol for how to assist individuals with limited English. This is a requirement for federally-funded providers, but a best practice for all providers. It is important that confidentiality is maintained for any translation services used.
- ☐ Make sure staff know how to document any fair housing issues that come up and document the time spent addressing them. Documentation should be clear and legible. Individuals can file fair housing complaints up to two years after an alleged act of discrimination, so thorough documentation is extremely important;
- ☐ Identify a staff person to be the fair housing “specialist.” This person will keep abreast of fair housing issues, address any concerns and be the point person for handling a fair housing complaint;
- ☐ Develop a strategy to train all new staff and volunteers in fair housing requirements and to have regular refresher trainings as well. We recommend annual training for board members as well.

If you have general questions about fair housing laws, contact the Fair Housing Council of Oregon at (503) 223-8197 ext. 5 in the Portland metro area or (800) 424-3247 ext. 5 throughout Oregon.



# SEVERE WEATHER SHELTER RESPONSE PLAN

*MODEL TEMPLATE*

*“Providing temporary emergency shelter  
to homeless persons during severe weather.”*

*December 30, 2008*

[Revised 11/2018]

## *Acknowledgements*

*Faith-Based and Community Shelter Providers  
Housing and Supportive Services Network (HSSN)  
Interfaith Committee on Homelessness (ICH)  
Family Promise of Washington County/Interfaith Hospitality Network  
Washington County Consolidated Communication Agency (911 WCCCA)  
211info Information and Referral Call Center  
Washington County Department of Housing Services*

*Prepared by Annette M. Evans, Homeless Program Manager*

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### REVISION HISTORY

| Revision Date | Description of Changes                                                                                                                                  |
|---------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2008          | Original Version                                                                                                                                        |
| 11/2016       | Spanish version of Guest Guidelines added (Appendices)                                                                                                  |
| 11/2018       | Introduction: add “Inclement” v. “Severe” definition;<br>Components of A Shelter Plan: add Fire and Life Safety,<br>Evacuation, Smoke Detector section. |
|               |                                                                                                                                                         |
|               |                                                                                                                                                         |
|               |                                                                                                                                                         |

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# SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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*\* Comments regarding this document and the Severe Weather Shelter Response Plan may be directed to the Washington County Homeless Program Manager.*

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### INTRODUCTION

This template is designed to provide a model for a Severe Weather Shelter Response Plan (“Plan”) for use by community partners in providing emergency temporary shelter to homeless persons during inclement and life-threatening weather.

The template may need to be adapted to reflect the amenities of the structure and services available by the community partner; e.g. – shelter site occupancy capacity, hours of intake, etc.

Inclement weather conditions such as rain, wind, high/low temperatures can have detrimental and life-safety impact for vulnerable homeless populations with chronic health and disabling conditions. This SWS plan focuses on:

- Operating inclement shelters on designated dates during the months of November through March to provide respite from the weather elements; and
- Providing expansion of shelter operations during extreme severe weather that may be life-threatening due to severity of temperatures and length of weather incident (pro-longed more than 2 to 3 days).

### PURPOSE

The purpose of this plan is to provide information and procedures for use by community partners to open and operate emergency temporary shelters for homeless persons in the event of inclement or severe weather conditions. It describes the underlying goals of the plan, the definition of a severe inclement weather event, the responsibilities of various community and public partners, and coordination activities with other agencies.

### DEFINITION OF WEATHER CONDITIONS/INCIDENT

For the purpose of this document, inclement and severe weather are defined as follows:

Inclement Weather: Harsh weather that is wet and cold where temperatures may reach 32 degrees Fahrenheit or below during Winter months (November to March).

Severe Weather: Extreme weather that poses risk to life and property that may include a special alert forecast predicting strong wind, heavy rain, frozen precipitation, or other extreme weather for a period of 24 or more hours during Winter months (November to March).

### COMPONENTS OF A SHELTER PLAN

Many resources are needed to host a shelter site for homeless persons to facility amenities suitable to serving various homeless populations, volunteer staff, and meals. A campaign to solicit volunteers who will be committed to provide time and support are essential to the successful operation and service delivery to guests.

#### Staffing

At a minimum, the following volunteers will be needed:

- a) Shelter Coordinator – Person(s) who will act as primary contact for all shelter activities and is responsive to the Pastor (church shelter) or Agency Director (nonprofit or public shelter) and the Homeless Program Coordinator. A shelter may designate up to two (2) persons as Shelter Coordinators.
- b) Shelter Host – Persons who will oversee the shelter operations and act as hosts on day or night shifts, greet guests at the door and provide facility tour. Minimum of two persons at all times, with additional hosts recommended with increased shelter attendance. Hosts will work with the Logistics Coordinator to set-up shelter amenities; e.g. cots, etc. Hosts will work under the direction of the Shelter Coordinator.
- c) Meal Coordinator – Person(s) who will arrange for meals for shelter guests. The Meal Coordinator will work under the direction of the Shelter Coordinator.
- d) Logistics Coordinator – Person(s) who will provide services in support of the shelter operations to include shopping for shelter necessities, transportation, shelter set-up, etc. If a church van is available, may be responsible to coordinate pick-up and drop-off of homeless at designated locations.

#### Volunteer Recruiting

Most people are inherently generous in sharing their time and talent if we but ask. To recruit volunteers, consider hosting an Information Exchange meeting following prayer services if a faith-based shelter or a meeting with advocates of your agency to discuss the potential to engage in helping the homeless by providing shelter and meals during severe weather. The meeting provides individuals an opportunity to ask questions and better understand how they might support a weather shelter.

Invite persons willing to make a commitment by collecting their contact information (e.g. Name, Phone Number, and Email Address). This list of contacts will be used to receive formal training and an orientation regarding the shelter program.

➔ See Appendices, Volunteer Recruitment Sign-Up Form

#### Meals

An evening or morning meal is recommended, but not required. Meals may consist of easy to chew and digest ingredients to include soup, sandwiches, cereal or other items made available by the shelter host site.

#### Building/Facility Amenities

As part of the development of a shelter plan, the church/agency will assess the availability of space, amenities of the facility, and liability assumed under this program.



**Maximum Number of Occupants Allowed**

The maximum number of allowable temporary shelter occupants shall be calculated using an occupant load factor of one individual for every 35 square feet of room area. For example, a room with 1,000 square feet would be allowed to provide temporary shelter for up to 28 people. Please check with your local Fire Marshall for additional details on occupancy requirements.

**Fire Safety and Evacuation**

The local Fire Marshal and the Building Official, or their designees, shall conduct an inspection with the shelter coordinator present prior to commencement of work in preparation for operation of the temporary shelter. The inspection shall determine if the building or area is appropriate for the temporary shelter and identify what work needs to be completed prior to operation.

**Smoke Detection, Smoke Alarms and Carbon Monoxide Detectors**

- a. All temporary shelter sleeping areas shall be provided with interconnected smoke alarms or a complete smoke detection system.
- b. Smoke detectors or smoke alarms may be battery operated.
- c. All other areas of the building used for shelter operation shall be equipped with smoke detectors or smoke alarms as prescribed by the Fire Marshal's Office as follows:
  - (1) Buildings housing a temporary shelter shall be equipped with a smoke detection and alarm system installed under permit through the Fire Marshal's Office.
  - (2) Each room used for sleeping shall be provided with a working smoke alarm (10 year battery with hush feature) or a smoke detector tied into an alarm system and a carbon monoxide detector.
  - (3) Hallways serving as a means of egress for sleeping rooms shall be provided with a working smoke alarm (10 year Battery with Hush feature) or a smoke detector tied into an alarm system. Coverage of the hallways shall be per NFPA 72 spacing requirements.
  - (4) In buildings that are not equipped throughout with an automatic sprinkler system installed in accordance with the fire code, the smoke alarms in guestrooms shall be connected to an emergency electrical system and shall be annunciated by guestroom at a constantly attended location from which the fire alarm system is capable of being manually activated. The constantly attended location must be served by a responsible adult that:
    - (a) Has a high degree of familiarity with the building layout and emergency egress routes in the event of an emergency.
    - (b) Has an understanding of their responsibilities to the occupants with regards to emergency evacuation of the building in the event of an emergency.

### **Means of Egress (Exits)**

All floor levels with a temporary shelter area shall have a minimum of two means of egress (exits) from each floor level. Exits from sleeping rooms shall be provided as follows:

- a. Ground floor sleeping rooms with less than 50 occupants.** Sleeping rooms located on the ground floor of the building serving 49 people or less shall have at least one exit and at least one window qualifying as an escape or rescue window as defined by the building code.
- b. All other sleeping rooms.** Rooms used as shelter sleeping rooms that are located on floor levels other than the ground floor and that have an occupant load of 10 or more shall have two exits from the room. The exits serving the room shall be separated by a distance equal to at least 1/3 of the longest diagonal distance of the room.

### **Emergency Evacuation Plan**

All temporary shelters shall create and maintain an emergency evacuation plan addressing the evacuation of all visitors and staff in an emergency event. At a minimum, the emergency evacuation plan shall contain the following:

- a. Building Floor Plans.** Building floor plans for each floor being used as temporary shelter with the sleeping rooms clearly identified;
- b. Room Size.** The square footage of the rooms used as sleeping rooms and the use of adjacent rooms;
- c. Egress Path.** A plan to show egress from the proposed shelter spaces and from the building; and
- d. Life-Safety Systems.** Information regarding sprinkler systems, smoke detection or fire alarm systems in the building.

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### DEVELOPING YOUR SHELTER

The following is a checklist of items for discussion in your consideration to open as a temporary emergency shelter for homeless persons during severe weather.

#### General Items

- \* Time the shelter will open to guests.
- \* Time the shelter will close in the morning.
- \* What door will the guest enter and depart.
- \* Availability of building facilities for extended periods 2 to 10 days, if needed.
- \* How many guests will you host?
- \* Populations you will serve?
- \* Number of volunteers needed.
- \* Other items as defined in Appendix A of the shelter plan.
- \* No evangelism.
- \* Listen without judging. Be respectful of their privacy.
- \* Do not offer financial assistance.

#### Identify Shelter Procedures for Guest Intake

Intake and Guest Sign-In Log (sign in sheet for volunteers and for guests)

Date, Name of Guest/s, Male/Female, Volunteer(s) on Duty, Comments

➔ See Appendices, Shelter Intake and guest Sign-In Log Form

Guest Guidelines (have guest sign they received a copy of guidelines)

Go over guidelines with guest, have them sign on log sheet they received a copy and understand the rules.

➔ See Appendices, Guest Guidelines Form

What to say to guests – welcome, go over guidelines and procedures, and give a tour of the church/facility

Where do people go to eat meal and sleep

Building information (posted in several locations)

Lights

Heat

Locking doors

Restrooms/showers

Sleeping areas (procedures posted)

Smoking

Where is telephone located

#### First Aid Plan

What to do in case of emergency:

**Do not handle blood!**

Emergency phone #'s: **9.1.1** or non-emergency **503-629-0111**

Post emergency contact information at all phones; include name of church/shelter and street address of the church/shelter.

➔ See Appendices, In Case Of An Emergency Form

## **DEVELOPING YOUR SHELTER - CONTINUED**

### **On-Site Needs of Shelter Hosts (Volunteers)**

Name tags for volunteers

Schedule of open shelters, open and closing schedule.

Signs on outside shelter doors of the building – where to enter.

### **Resource Referral Information for guests**

Dial **211** or if using a cell dial **503-222-5555** for referral to shelter locations and community resources.

List of shelters

Medical

Food kitchens, food boxes

Clothes

### **Personal Care Items**

Bedding (if you give guests bedding tell them they can take it with them)

Toiletry items (individual bag of items they can take with them)

Snacks to go (juice boxes, energy bars)

## STEPS TO BECOME A SHELTER PROVIDER

### Orientation for Shelter Coordinator and Hosts

An “Orientation” on the shelter plan will be provided to church/agency sites upon request. The orientation will address items outlined in this manual. To arrange an orientation for your church/agency, please contact the Homeless Program Manager in Washington County, and a session will be scheduled with shelter staff. Contact information is included in the Plan.

➔ See Appendices, Severe Weather Shelter Response Plan

### Disclaimer or Policy Document

We encourage you to have a one-page disclaimer or policy document with some instructions and guidelines for both guests and volunteers and a log sheet for recording names of guests and volunteers (with a place for comments). There should be a place to sign acknowledging that they agree to follow the procedures.

➔ See Appendices, Guest Guidelines Form

➔ See Appendices, Shelter Intake and Guest Sign-In Log Form

### Set-up and Activation

#### Phase 1 - Preliminary Set-Up

As soon as the shelter site establishes the details and commitment to provide shelter services, the Shelter Coordinator completes Appendix A of the Plan and forwards to the Homeless Program Manager on or before October 1 annually. A community partner may open a shelter site after October 1; however, shelters are encouraged to register early to facilitate the process prior to severe winter weather incidents.

#### Phase 2 - Shelter Activation

1. Church/agency monitors weather and determines they have facility accommodations and volunteers to open as a shelter.
2. Church/agency activates by emailing Appendix A with activation date and times to 211info contacts and the Homeless Program Manager (follow instructions in the Plan attached to this document and located on the county’s website at <http://www.co.washington.or.us/homeless>). The Homeless Program Manager forwards a consolidated shelter activation schedule to law enforcement, fire/emergency services, severe weather shelter providers, and HSSN members.
4. 211info (and other services and shelters) will refer street people to shelter sites based on information in Appendix A - giving location information, time, and other directions as needed.
5. When the Shelter Host determines the severe weather is over and/or does not have facility and staffing to support the shelter operations, the Shelter Host will “deactivate” by contacting the Homeless Program Manager, who will respectively remove the Shelter Host site from the available shelter schedule listing.

## **STEPS TO BECOME A SHELTER PROVIDER - CONTINUED**

### **Recordkeeping**

The plan recommends all Church Host Sites use a standard log sheet (attached) for comments that is faxed or emailed to the Homeless Program Manager who will collect and record data of emergency shelter.

It is recommended each host site have a 3-ring binder to keep all shelter information to include:

- a) Disclaimer or Policy
- b) Intake and Guest Sign-In Log
- c) Emergency Contact Information
- d) Resource and Referral Information for Guests
- e) Other

### **Signage as a Shelter Location**

Identification of the shelter entrance through adequate signage is important to ensure all homeless enter the shelter location through one intake process. Signage should identify the entrance of the shelter, hours of operation (open/close), and include phone contact information, e.g. – 211 or 503-222-5555. For consistency across the county, shelters may use a consistent shelter sign that is printable in color with GREEN indicating shelter is open and RED indicating the shelter is closed.

Where possible, please have the details of your sign translated into Spanish and/or other languages.

➔ See Appendices, Shelter Signage - Template

## SHELTER PLANS AND PROCEDURES

### Severe Weather Shelter Response Plan (“Plan”)

Active shelter hosts participating in the Plan will review and follow the procedures. The Plan is available as an appendices to this document and is located online at

<http://www.co.washington.or.us/homeless>.

➔ See Appendices, Severe Weather Shelter Response Plan

### Appendix A – Details of Shelter Host Site

The Appendix A is the universal document prepared by each Shelter Host site and demonstrates the church/agency’s commitment to partner in the plan. The information includes shelter street address, contact information, capacity of the shelter site, hours of intake, pet policy, and homeless populations to be served by the shelter. Appendix A can be found in the Plan document.

The Appendix A form is used by the shelter host site as official communication on dates and times of activation and de-activation as a shelter.

➔ See Appendices, Severe Weather Shelter Response Plan

### Emergency Procedures

While incidents are rare at the shelter, it’s important to be prepared by documenting procedures to be followed during an emergency and practice this response with Shelter Hosts. At a minimum there should be one telephone accessible to all Hosts. All Hosts should be aware of telephone locations throughout the building. Shelter Hosts may also carry cellular telephones. Emergency contact information should be posted at telephones in the shelter building.

If there is a need for medical or law enforcement, do not hesitate to call **911**. Upon securing the situation, Shelter Hosts will also contact the Shelter Coordinator to inform of the incident. In addition, the Shelter Coordinator or Host will contact the Homeless Program Manager to provide a report on the incident and actions taken.

### Important Contact Information:

- Never give homeless guests the telephone numbers of any shelter hosts, the church office number, or other contact information for persons providing services within the Plan. Please provide the **211** or **503-222-5555** phone contact for 211info Referral.
- Do not confirm the existence of any current or previous homeless guest to anyone over the phone. This security/privacy is needed for all guests, and especially persons who may be fleeing domestic violence. If someone identifies himself/herself as a police officer or public official, please refer them to the Shelter Coordinator.

**Hours of Operation**

A minimum of two (2) Shelter Hosts will be on duty at all times of shelter operations. The Shelter Schedule is a tool for use by the Shelter Host to define the timelines and activities of shelter operations.

A template follows for your use in developing a Shelter Schedule for your specific shelter site.



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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### **SHELTER SCHEDULE [TEMPLATE]**

#### Evening Schedule:

6:00 to 6:30 p.m. – Set-up Time

- Volunteer Shelter Hosts arrive at the shelter site to assist with room preparation.
- Shelter Hosts sign-in. May wear nametags with first name.
- Shelter Hosts complete a brief orientation with the Shelter Coordinator for that evening.
- Shelter Hosts require a volunteer disclosure be signed and on file – please provide volunteer with form if not already completed.

6:30 to 10:00 p.m. – Intake Time

- Shelter Hosts greet homeless guests.
- Shelter Hosts reviews the Shelter Guest Guidelines (rules) with the homeless guests. Give the guest a copy for his/her signature (first name is okay) indicating they understand the rules. Once the guest has signed this document, this is maintained on file. This form is only reviewed and signed once, regardless of the number of nights the guest stays in the shelter.
- Shelter Hosts asks the homeless guest to sign the Shelter Intake form.
- Shelter Hosts give the guest a tour of the building areas where they will eat, sleep, bathrooms, and where they may leave their personal belongings.

10:00 p.m.

- Lights out, please.

#### Morning Schedule:

6:00 to 6:30 a.m.

- Shelter Hosts begin preparing breakfast (if one is to be served).

6:30 to 7:30 a.m.

- Shelter Hosts wake up homeless guest.
- Guests are expected to pack-up their sleeping area and personal items to take with them when they leave the shelter.
- Shelter Hosts advise the guests if the shelter will be open that evening, provide intake time and other information, as necessary.
- Guests eat breakfast, if provided.

7:30 a.m.

- Guests leave the shelter.

7:30 to 8:00 a.m.

- Shelter Hosts wipe down kitchen counters and tables with bleach water.
- Shelter Hosts returns kitchen to pre-breakfast condition (clean and organized).
- Shelter Hosts sweep/mop floor areas.
- Shelter Hosts complete overnight log sheet to include volunteer hours worked, add comments about guests, or other helpful information.
- Shelter Hosts lock doors when leaving the shelter site.

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### STAFFING - POSITION DESCRIPTIONS

#### **Shelter Coordinator**

The Shelter Coordinator will act as primary contact for all shelter activities and be responsive to the Pastor (church shelter) or Agency Director (nonprofit or public shelter), the Shelter Hosts, and the Homeless Program Manager. Shelters may designate up to two Shelter Coordinators as primary contacts.

The Coordinator will recruit volunteers to work as Shelter Hosts, a Meal Coordinator and a Logistics Coordinator to arrange and provide shelter services.

The Coordinator will prepare and publish Appendix A activation and de-activation notices to 211info and the Homeless Program Manager. The Coordinator will maintain all recordkeeping to include signed Guest and Host documents, Intake Guest Sign-In forms, Volunteer Hours Log, and other documents as necessary. The Coordinator will provide the Homeless Program Manager with reports on number of homeless served and volunteer hour statistics.

#### **Shelter Host**

Overnight Shelter Hosts greet shelter guests and facilitate a welcoming atmosphere, provide tour of the areas to be accessible to the guests, and stay overnight at the shelter. Hosts arrive at the shelter with personal bedding and toiletries during the designated shelter set-up time. Shelter Hosts will work with the Shelter Coordinator and Meal Coordinator. The Shelter Hosts will follow the Shelter Schedule. Please refer to your shelter's specific Shelter Schedule.

For safety and visibility: Please have a minimum of two (2) shelter hosts on-site during the operation hours, with one host awake during shelter hours (may alternate sleep shifts) and located near the front of the room. Advise guests that you are here for them should they need anything in the night. Should there be an emergency, call 911.

Personal Belongings: Shelter Hosts should lock all personal belongings (e.g.- purse, computer laptop, etc.) behind closed doors or remain with the items at all times. Do not leave guests unsupervised around supply closets and lock all closets when not in use.

Supply Distribution to Guests: If the shelter is providing personal hygiene supplies, most guests have little in the way of supplies and some may be tempted to hoard the shelter's supplies. Please distribute available supplies to guests to include shampoo, soap, lotion, toothpaste, etc. Other items such as deodorant, razors, diapers, etc., can be supplied by hosts as available.

Abuse: Because of their close interaction with shelter guests, hosts may notice needs or difficulties. Be particularly alert to physical and emotional abuse of guests, especially children. Guests should be informed that physical punishment of children, name-calling, screaming at, verbally humiliating, and intimidating a child or adult are all forbidden and are grounds for ejection and/or permanent exclusion from shelter.

First Aid and Medications: Shelter Hosts should be aware of the location of first aid supplies, e.g. – band aid. No medications are to be distributed or supplied by the shelter. The shelter hosts should not attempt to administer medical treatment. Hosts are encouraged to call 911 if the guest appears to be having a medical emergency/need.

### POSITION DESCRIPTIONS - CONTINUED

Permanent Exclusion From Shelter: The Shelter Hosts will advise guest(s) when they break the shelter rules and restate the shelter rule for clarity. After a series of warnings determined by shelter policy, the Shelter Host may exclude the guest if the infraction is of a serious nature to cause concern for safety of the individual, other guest and the shelter hosts. This may include incidents of disturbance to shelter operations that may lead to an unsafe environment. Any violent behavior, or behavior causing a disturbance, or behavior causing volunteers or guest to be uncomfortable or fearful for their safety should result in a 911 emergency request for police presence.

Permanent exclusions will be reported to other Shelter Coordinators within the Washington County Severe Weather Shelter network. This notice can occur via email or phone, and should only include the facts regarding name and reason for exclusion; e.g. the violation of shelter rules that created an unsafe shelter environment.

#### **Meal Coordinator**

The Meal Coordinator will arrange the necessary supplies for meals based on the activation schedule and anticipated capacity of the shelter (# of persons to feed). The Meal Coordinator will arrange for food supplies and/or prepared meals to be available for the Shelter Hosts to feed the guests.

Meals may consist of soup, sandwich items, casserole, etc. Meals should be simple to prepare, should be of nutritional value and easy to eat. Please be aware that homeless persons may have poor dental care and unable to chew hard or uncooked items; e.g. – apples, carrot sticks, etc.

#### **Logistics Coordinator**

The Logistics Coordinator will provide services in support of the shelter operations to include, but not limited to, shopping for shelter necessities, transportation, arrange special shelter set-up, etc. If a church van is available, may be responsible to coordinate pick-up and drop-off of homeless at designated locations.

## APPENDICES

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Washington County  
**Severe Weather Shelter Response Plan  
For Homeless Persons**

## Objective

To provide temporary shelter to homeless persons when there is a period of “Inclement” and/or “Severe” weather during Winter months (November through March).

Inclement Weather: Harsh weather that is wet and cold where temperatures may reach 32 degrees Fahrenheit or below during Winter months (November to March).

Severe Weather: Extreme weather that poses risk to life and property that may include a special alert forecast predicting strong wind, heavy rain, frozen precipitation, or other extreme weather for a period of 24 or more hours during Winter months (November to March).

## Participating Agencies and Responsibilities

- **Washington County Homeless Program Manager** manages activation/deactivation communication of severe weather shelter site (churches) with 211info, WCCCA, and HSSN ..... **503-846-4760**  
Contact: Annette Evans [Annette\\_Evans@co.washington.or.us](mailto:Annette_Evans@co.washington.or.us) ..... Fax 503-846-4795
- **HSSN Homeless Subcommittee** outreaches to faith-based and community partners to identify Severe Weather Shelter site and provide orientation.  
Homeless Program Manager: Annette Evans [Annette\\_Evans@co.washington.or.us](mailto:Annette_Evans@co.washington.or.us) ..... **503-846-4760**  
Interfaith Hospitality Network: Annie Heart [familypromiseannieheart@gmail.com](mailto:familypromiseannieheart@gmail.com) ..... **503-844-2919**
- **Shelter Provider Organization** (Faith-based and Community Partners) providing temporary shelter from extreme weather conditions.....See Appendix B
- **Washington County Emergency Management Cooperative (WCEMC)** monitors weather conditions and temperatures, publishes weather reports to predefined email distribution. (WCEMC Weather Forecast)  
Contact: Christopher Walsh, [Christopher\\_Walsh@co.washington.or.us](mailto:Christopher_Walsh@co.washington.or.us) ..... **503-846-7586**  
..... Website [www.wrh.noaa.gov/pqr](http://www.wrh.noaa.gov/pqr)
- **2.1.1info (Community Action I & R Staff)** maintains a list of activated Shelter Providers / Provides referrals. To access Shelter information via phone, dial ..... **211**  
Alternate Call Center # is 503-222-5555..... Website <http://www.211info.org/>
- **Washington County Consolidated Communications Agency** will relay shelter information to Public Safety officials (Agency Directive 3.4.21)

## Shelter Provider Organization Protocol

Shelter provider organization(s) will provide overnight shelter and meals during Inclement or Severe weather using one or both of the activation protocols:

Inclement Weather: Designated day(s) of the week to provide overnight shelter and meals for a period not to exceed local jurisdiction ordinance within the months of November through March.

Severe Weather: Based on extreme weather incidents, shelters may activate with additional days when the weather reaches 32 degrees or below for 2 or more consecutive nights and/or the extreme weather is considered life-threatening without adequate shelter from the weather.

## Action Plan

### Preparation (prior to weather event):

1. HSSN will engage the faith-based and community organizations to participate in providing temporary shelter services. Orientation will be provided to participating shelter provider organization on the Severe Weather Shelter Response Plan. The shelter provider organization will complete Appendix A and provide shelter site location,

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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- contact information, shelter capacity, hours of intake, shelter amenities, and population to be sheltered (e.g. – singles, families with children). The Service Provider Organization Directory will be updated (Appendix B).
2. Shelter provider organization contact WCEMC requesting to be added to the email distribution of the WCEMC Weather Forecast updates. Shelter provider organization will provide an email address to receive the WCEMC Weather updates and will monitor the weather for activation.
  3. WCEMC will add the shelter provider organization contact information to the email distribution.

### **Response (during weather event):**

4. The shelter provider organization will review WCEMC weather updates received via email, the National Weather Service Forecast Office, and/or weather updates available on local TV/Radio broadcasts. Shelter provider organization will determine when their organization will open to provide shelter services to the homeless.
5. The shelter provider organization, upon determination to open as a shelter, completes activation portion of Appendix A.
6. The shelter provider organization(s) forwards a copy of Appendix A via email (preferred) or fax to the contacts at Washington County Homeless Program Manager.
7. The Homeless Program Manager will provide the information to 211info.
8. Washington County Homeless Program Manager will compile a list of shelter sites with amenities, and distribute the information to:
  - 8.a WCCCA non-emergency dispatch for relay to law enforcement and fire/EMS agencies in the county.
  - 8.b 211info to update the Call Center and website.
  - 8.c Shelter provider organizations and the HSSN email distribution.
  - 8.d Washington County Emergency Management Cooperative.
  - 8.e Interfaith Committee on Homelessness.

### **Deactivation (following weather event):**

9. The shelter provider organization monitors weather updates and determines when to terminate shelter services by checking the deactivation box on Appendix A, list date and time of closure, and forward via email (preferred) or fax to the Washington County Homeless Program Manager.
10. Washington County Homeless Program Manager will update list of shelters to reflect deactivation and distributes information to:
  - 11.a WCCCA non-emergency dispatch for relay to law enforcement and fire/EMS agencies in the County.
  - 11.b 211info (Community Action I & R staff)
  - 11.c Shelter provider organizations and the HSSN email distribution.
  - 11.d Washington County Emergency Management Cooperative.
  - 11.e Interfaith Committee on Homelessness.

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### Appendix A

Washington County  
**Severe Weather Shelter For Homeless Persons**

***\*Enter Shelter Provider Organization Name Here \****

Shelter Location: \_\_\_\_\_ (Street Address, City)

Pastor Name (if applicable): \_\_\_\_\_

Primary Contact Name (Day): \_\_\_\_\_

Phone Number (Day): \_\_\_\_\_

Email Address \_\_\_\_\_

Primary Contact Name (Night): \_\_\_\_\_

Phone Number (Night): \_\_\_\_\_

Email Address \_\_\_\_\_

Tri-Met Bus Route #'s: \_\_\_\_\_, \_\_\_\_\_, \_\_\_\_\_

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### Standard Capacity and Services

*Emergency Preparedness: In the event of a major power outage/disaster, please check all that apply:*

- ☐ Facility has a generator backup power source.  
☐ Facility has a generator powered HVAC system.

Populations to be served (check all that apply):

- ☐ Families with Children  
☐ Single Adults (18+ Years and older)  
☐ Unaccompanied Youth (Age \_\_\_\_ and younger)

Shelter Capacity: \_\_\_\_\_ (# of persons, beds)

Hours of Intake: \_\_\_\_\_ (Days of week, times)

Type of Bedding: \_\_\_\_\_ (floor, cots, etc.)

Showers: \_\_\_\_\_ (# + shower or tub)

Meals: \_\_\_\_\_ (coordinated meal available, food donations, cooking facility)

Day Use Available: \_\_\_\_\_ (Yes or No)

Handicap Accessible: \_\_\_\_\_ (Yes or No)

Accept Pets (Dogs/Cats): \_\_\_\_\_ (Yes or No)

Other: \_\_\_\_\_

☐ **Activate (Open) Effective Date/Time** \_\_\_\_\_ (a.m. / p.m.)

☐ **Deactivate (Close) Effective Date/Time** \_\_\_\_\_ (a.m. / p.m.)

Email to all: [Annette\\_Evans@co.washington.or.us](mailto:Annette_Evans@co.washington.or.us) (Washington County Homeless Program Manager)

Appendix B

Washington County  
Severe Weather Shelter For Homeless Persons

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**SERVICE PROVIDER ORGANIZATION DIRECTORY**

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*(To be developed by HSSN Homeless Subcommittee)*

**BEAVERTON**

Agency Name, Street Address, City

Contact Name (Day) ..... 503-123-4567

[Email@Email.com](mailto:Email@Email.com)

**FOREST GROVE**

Agency Name, Street Address, City

Contact Name (Day) ..... 503-123-4567

[Email@Email.com](mailto:Email@Email.com)

**HILLSBORO**

Agency Name, Street Address, City

Contact Name (Day) ..... 503-123-4567

[Email@Email.com](mailto:Email@Email.com)

**TIGARD**

Agency Name, Street Address, City

Contact Name (Day) ..... 503-123-4567

[Email@Email.com](mailto:Email@Email.com)

**TUALATIN**

Agency Name, Street Address, City

Contact Name (Day) ..... 503-123-4567

[Email@Email.com](mailto:Email@Email.com)



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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### VOLUNTEER RECRUITMENT SIGN-UP

*Want to learn more about the Severe Weather Shelter Response Plan to provide shelter and meals to homeless persons during extreme life-threatening weather? Please provide information below and you will be contacted for a meeting to discuss the shelter project.*

***Thank you for your service!***

| NAME | PHONE | EMAIL | BEST TIME TO MEET |
|------|-------|-------|-------------------|
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9/2018

**IN CASE OF AN EMERGENCY****Severe Weather Shelter - Church Name:** \_\_\_\_\_**Address:** \_\_\_\_\_**Church Phone:** \_\_\_\_\_**Shelter Coordinator(s) Contact Information:****NAME:** \_\_\_\_\_ **PHONE:** \_\_\_\_\_ **CELL #** \_\_\_\_\_**NAME:** \_\_\_\_\_ **PHONE:** \_\_\_\_\_ **CELL #** \_\_\_\_\_**IN CASE OF A LIFE-THREATENING EMERGENCY: FIRE, MEDICAL, POLICE, DIAL 9-1-1**

For non-emergency assistance, please dial 503-629-0111

**We do not recommend that a shelter guest or a shelter volunteer transport a person to the hospital or medical clinic.**

If a person is having a medical emergency, call **9-1-1**. The EMT/Paramedic responders will assess the situation and determine if transportation to a medical facility is necessary.

**\*Domestic Violence Crisis Line****(503) 469-8620****\*Washington County Family Shelter Network****(503) 640-3263****\*Safe Place For Youth Shelter (age 14 to 19 years)****(503) 542-2717 or (503) 542-2389****\*Mental Health Crisis Line****(503) 291-9111**

Bonnie Hayes Animal Shelter (Animal Control)

(503) 846-7041

Cab, Broadway

(503) 333-3333

Cab, Yellow Cab Service

(503) 272-8765

Communicable Disease Reporting Line

(503) 846-3594

Environmental Health, Foodborne Illness Reporting

(503) 846-8722

Family Justice Center

(503) 430-8300

Hawthorn Walk-In Center<sup>1</sup>

(503) 846-4555

HomePlate Youth Outreach Worker

(503) 867-4954 or (503) 867-7762

Hospital, Legacy Meridian Park

(503) 692-1212

Hospital, Providence St. Vincent

(503) 216-1234

Hospital, Tuality Forest Grove

(503) 357-2173

Hospital, Tuality Hillsboro

(503) 681-1111

Luke-Dorf Homeless Outreach Worker

(503) 597-3876 or (503) 726-3736

Metro West Ambulance

(503) 648-6657

Public Health After Hours Line

(503) 412-2442

Veterans Community Based Outpatient Clinic – Hillsboro

(503) 906-5000 / (503) 220-8262

Virginia Garcia Clinic – Beaverton / Hillsboro Locations

(503) 352-6000 / (503) 601-7400

Information and Referral Resources<sup>2</sup>

211 or (503) 222-5555 cell

Just Compassion, Walk-in Day Center,<sup>3</sup>

(503) 639-9203 (Tigard Foursquare Church) Open

Door Counseling Center Walk-in Day Center<sup>4</sup>

(503) 640-6268

<sup>1</sup> Hawthorn Walk-In Center open 7-days a week, 9 a.m. to 8:30 p.m.<sup>2</sup> 211 info Call Center open Monday through Friday, 8 a.m. to 6 p.m.<sup>3</sup> Just Compassion Day Center open Thursdays, 9 a.m. to 2 p.m.<sup>4</sup> Open Door Counseling Center open Monday through Friday, 9a.m. to 5p.m.

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# SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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## GUEST GUIDELINES - TEMPLATE

Hours: \_\_\_\_\_ p.m. to \_\_\_\_\_ a.m.

\_\_\_\_\_  
(Insert Church Name) Church welcomes you to our severe weather shelter. *We hope that you will feel welcome during your stay with us. In order to ensure that everyone has a positive experience, we ask that you follow these rules. If you have any questions or special needs, particularly of an emergency nature, please ask a Shelter Host for assistance.*

The shelter will be open no earlier than \_\_\_\_\_ p.m. Please do not arrive prior to this time. Exterior building doors are locked at \_\_\_\_\_ p.m. All guests must be at the church by \_\_\_\_\_ p.m. unless other shelter accommodations have been arranged.

**Smoking** is not allowed inside the building or within 10 feet of the building entrance.

**Drugs and Alcohol** - Absolutely no drugs or alcohol are to be consumed or stored, on or off the shelter grounds by any guest. All guests must be clean and sober of all drugs and alcohol before entering the program. If we suspect alcohol or drug use, you will be asked to leave. If you refuse to leave, we may call 911 for assistance.

**Weapons** - No weapons are allowed on the church property.

**Pets** - Guests are not allowed to have pets of any kind in the building, with the exception of service animals.

**Harassment** - No threats or acts of violence will be tolerated in any way. Any attempt to impose your will on another is an act of violence. Harassment in any form (whether it is verbal, physical, emotional, mental, or sexual) will not be tolerated, nor will aggressive or intimidating behavior of any kind be tolerated.

Discipline of children must be non-violent. Physical, verbal, mental, or emotional abuse of children is not acceptable and will not be tolerated. Examples of abuse include pinching, slapping, hitting, spanking, biting, name calling, swearing, etc. Staff is required by law to report any suspected child abuse or neglect. If you have questions or concerns about this, please ask staff.

**Meal** - A meal is available at \_\_\_\_\_ p.m. Please keep food and drinks in the kitchen or eating area, except baby bottles.

**Public Areas** - Appropriate attire must be worn at all times. All guests must be dressed properly. This means you must be fully clothed. For your protection, shoes must be worn.

**Lights Out** - Lights out at 10:00 p.m. and all guests are to stay in the sleeping area. If for any reason you have to leave the building in the night (other than to smoke), you will not be let back inside without permission from the Shelter Hosts.

**Designated Areas** - Please stay in the designated guest areas of the building. You will be provided tour of these areas. Please only sleep in areas designated for sleeping.

**Child Supervision** - Parents are responsible for the supervision of their children. No children should be left unattended. Young children should go to the restrooms only with their parents. Please do not place inappropriate items (diapers, paper towels, wipes, etc.) in the toilets. Please accompany your children to the restrooms.

### General Information

- \* Guests need to clean up after themselves or ask a volunteer for assistance.
- \* A telephone is available for brief, local calls.
- \* The shelter is not responsible for lost or stolen items.
- \* Guests are welcome to use the sanctuary for prayer or reflection.

Shelter Hosts will wake you at \_\_\_\_\_ a.m. Please get up and immediately eat breakfast provided by the Shelter Hosts. You will need to put away your sleeping mats and bedding to take with you as you leave. It is important that you be ready to promptly leave the church shelter by \_\_\_\_\_ a.m.

***I understand and agree to follow the rules of this church/agency shelter. I understand that failure to do so may result in my being asked to leave the building and grounds.***

\_\_\_\_\_  
Name

\_\_\_\_\_  
Name

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Signature

Date: \_\_\_\_\_

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### REGLAS PARA

Hours: \_\_\_\_\_ p.m. to \_\_\_\_\_ a.m.

(Insert Church Name) le da la bienvenida a nuestro refugio de clima severo. *Esperamos que se sienta bien durante su estancia con nosotros. A fin de que toda persona tenga una experiencia positiva, pedimos que siga estas reglas. Si tiene alguna pregunta o necesidades especiales, particularmente de carácter de emergencia, por favor piden a un anfitrión del refugio para asistencia.*

El refugio estará abierto a las \_\_\_\_\_. Por favor, no lleguen antes de esta hora. Las puertas exteriores del edificio están bloqueadas durante a las \_\_\_\_\_. Todos los huéspedes deben estar en la iglesia a las \_\_\_\_ a menos que se organicen otras adaptaciones de refugio.

**Fumar**-No está permitido fumar dentro del edificio o dentro de 10 pies de la entrada del edificio.

**Drogas y alcohol** - absolutamente ningún tipo de drogas o alcohol podrán ser consumidos o almacenados, dentro o fuera de la propiedad del refugio por ningún invitado. Todos los huéspedes deben estar limpios y sobrios de todas las drogas y alcohol antes de entrar en el programa. Si nosotros sospechamos uso de alcohol o drogas, se le pedirá salir del refugio. Si usted se niega a abandonar el refugio, llamaremos 911 para asistencia.

**Armas** - No se permiten armas en la propiedad de la Iglesia.

**Las mascotas** - Invitados no deben tener ningún tipo de mascotas o animales domésticos en su compañía dentro o fuera del edificio o en la propiedad, a menos que los animales de servicio.

**Acoso** - No amenazas o actos de violencia serán tolerados en modo alguno. Cualquier intento de imponer su voluntad en otro es un acto de violencia. No se tolerará el acoso en ninguna forma (ya sea verbal, físico, emocional, mental o sexual), ni se tolerará el comportamiento agresivo o intimidante de ningún tipo.

Disciplina de los niños no debe ser en forma violenta. Abuso físico, verbal, mental o emocional de los niños no es aceptable y no será tolerado. Algunos ejemplos de abuso indebido son: pellizcar, palmadas, golpear, azotes, morder, llamada de nombre, jurar, etc... Personal se requiere por ley informar de cualquier sospecha de abuso infantil o descuido. Si tiene preguntas o preocupaciones acerca de esto, pida ayuda al personal.

**Comida** - Una comida está disponible a las \_\_\_\_\_ p.m. Por favor, tenga alimentos y bebidas en la cocina o área alimentarias solamente, excepto biberones.

**Áreas Públicas** - vestidura apropiada es obligatoria en todo momento. Todos los huéspedes deben estar vestidos correctamente. Esto significa que debe estar totalmente vestido. Para su protección, hay que llevar zapatos.

**Luces apagadas**- Luces serán apagadas a las 10: 00 p.m. y todos los huéspedes deberán permanecer en el área para dormir. Si por cualquier razón tiene que dejar el edificio (salvo que fuman) en la noche, usted no se permitirá volver a entrar sin permiso de la persona encargada o (anfitrión) del refugio.

**Áreas designadas** - Por favor durante su estancia permanezca en las áreas designadas para invitado en el edificio. Se le proporcionará recorrer las áreas bajo supervisión. Por favor, sólo duerman en zonas designadas para dormir.

**Supervisión Infantil**- Padres son responsables de la supervisión de sus hijos. Ningún niño debería dejarse desatendido. Los niños pequeños deberán ir a los baños sólo con sus padres. Por favor no coloque elementos inadecuados (pañales, toallas de papel, etc.) en los retretes. Por favor, acompañe a sus hijos cuando necesiten ir al baño.

**Información general** \* invitados deben recoger sus propiedades o pedir a un voluntario por asistencia. Un teléfono está disponible para las llamadas breves y locales. El refugio no es responsable de elementos perdidos o robados. \* Huéspedes son bienvenidos a utilizar el santuario para orar, reflexionar, o meditar.

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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La persona en cargada (anfitrión) del refugio le despertara a las \_\_\_\_ . Por favor, levantarse e inmediatamente pase a tomar el desayuno proporcionado por el refugio. Deberá recoger y limpiar el lugar donde durmió y dejarlo en la condición en que se le fue entregado. Es importante que usted este listo para alojar sin demora el refugio de la iglesia a \_\_\_\_\_ .

**Comprendo y estoy de acuerdo con las reglas de este refugio de Iglesia/Agencia. Entiendo que al no hacerlo puede resultar en que se me pida abandonar el edificio y la propiedad.**

\_\_\_\_\_  
Nombre

\_\_\_\_\_  
Nombre

\_\_\_\_\_  
Firma

\_\_\_\_\_  
Firma

Fecha: \_\_\_\_\_

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## SEVERE WEATHER SHELTER RESPONSE PLAN FOR HOMELESS PERSONS

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### SHELTER INTAKE AND GUEST SIGN-IN LOG - TEMPLATE

| SHELTER HOST SITE: _____ |                                            | DATE OF INTAKE: _____        |         |          |                 |                          |                |
|--------------------------|--------------------------------------------|------------------------------|---------|----------|-----------------|--------------------------|----------------|
|                          | NAME OF GUEST<br>(one individual per line) | BIRTH YEAR<br>(example 1962) | TIME IN | TIME OUT | REVIEW<br>RULES | GAVE TOUR<br>OF BUILDING | NOTES/COMMENTS |
| 1                        |                                            |                              |         |          |                 |                          |                |
| 2                        |                                            |                              |         |          |                 |                          |                |
| 3                        |                                            |                              |         |          |                 |                          |                |
| 4                        |                                            |                              |         |          |                 |                          |                |
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| 9                        |                                            |                              |         |          |                 |                          |                |
| 10                       |                                            |                              |         |          |                 |                          |                |
| 11                       |                                            |                              |         |          |                 |                          |                |
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| 24                       |                                            |                              |         |          |                 |                          |                |
| 25                       |                                            |                              |         |          |                 |                          |                |

SHELTER SIGNAGE - TEMPLATE

# **SEVERE WEATHER SHELTER**

# **OPEN**

**Forest Grove United Church Of Christ**



**Shelter services are available  
6:00 p.m. to 6:00 a.m.**



For Washington County shelters and other shelter  
resources within the Metro area,  
dial **211** or **503-222-5555**.

# Refugio de Clima Severo

# Abierto

**Forest Grove United Church Of Christ**



**Servicios del refugio están disponibles  
6:00 p.m. to 6:00 a.m.**



Refugios en el Condado de Washington y otros  
refugios y recursos en la área metro,  
Marque **211** o **503-222-5555**.



SHELTER SIGNAGE - TEMPLATE

**SEVERE WEATHER SHELTER**

**CLOSED**

**PLEASE COME BACK LATER**

**Forest Grove United Church Of Christ**



**Shelter services are available  
6:00 p.m. to 6:00 a.m.**



For Washington County shelters and other shelter  
resources within the Metro area,  
dial **211** or **503-222-5555**.

# Refugio de Clima Severo

# Cerrado

Por favor regrese mas tarde

**Forest Grove United Church Of Christ**



**Servicios del refugio están disponibles  
6:00 p.m. a las 6:00 a.m.**



Refugios para el Condado de Washington y otros  
refugios y recursos en la área metro  
marque **211** o **503-222-5555**.