

**BREAKING THE CYCLE OF
HOMELESSNESS:**

The Portland Model

**A publication of the
OFFICE OF THE MAYOR
CITY OF PORTLAND, OREGON**

Revised September, 1988

BREAKING THE CYCLE OF HOMELESSNESS:

The Portland Model

**J.E. Bud Clark,
Mayor**

**J. Daniel Steffey,
Assistant to the Mayor**

**Report prepared by:
Susan Stone,
Stone-Sheridan Group**



CITY OF

PORTLAND, OREGON

OFFICE OF THE MAYOR

**Printing made possible by:
Bureau of Community Development
Timothy L. Gallagher, Director**

**Office of the Mayor
1220 Southwest Fifth
Portland Oregon 97204
(503) 248-4120**

REPORT REVISED SEPTEMBER, 1988

1988 EDITION PREFACE:

PROGRESS TOWARD BREAKING THE CYCLE OF HOMELESSNESS

Breaking the Cycle of Homelessness: The Portland Model was first published in May, 1987. At that time Portland took great pride in its recognition as a national leader in efforts to end homelessness.

By May, 1987, Mayor J.E. Bud Clark's 12-Point Plan for the Homeless had resulted in significant improvements to both services for the homeless and the business climate in North Downtown, the traditional skid road area:

- There were significant visual improvements in North Downtown and increased cooperation between business, government and social service agencies.

- Emergency services such as shelter and case management were improved and folded into a comprehensive effort that could return individuals to self-sufficiency.

- In an unprecedented level of City-County cooperation, a task force called the Emergency Basic Needs Committee (EBNC) was developing a system for coordinating funding, planning, and delivery of emergency basic needs. EBNC was addressing jurisdictional disputes, overlaps and gaps in service within the city and Multnomah County.

The conclusion of the May, 1987 report stated, "The 12 Point Plan has focused support for the homeless, giving it a clear sense of direction and a process for achieving success. Diverse interests are working together behind this common rallying point, and the pieces are coming together for even greater success in the future."

It is difficult to look back at the first report without being impressed with the progress since May, 1987. What seemed like major victories at that time now appear as long-surpassed first steps toward current accomplishments:

-The emergency shelter system has capacity to handle those who need it. Anyone who wants emergency housing can now get it. No one is forced to sleep in the streets.

-Work has begun on a permanent housing solution. With the emergency shelter situation complete, housing efforts have expanded to include work on a long-term solution to homelessness, i.e. permanent, low-cost housing. A comprehensive housing program is being developed.

-Job opportunities for homeless people are being created. Several programs to generate jobs for homeless and low income people have been created. Also, an increasing number of programs for the homeless include employment counseling, high school equivalency classes and job placement.

-City and County services have been reorganized to eliminate overlaps and gaps in service, and to end jurisdictional disputes. After EBNC finalized its research and recommendations, City and County human service organizations voluntarily reorganized themselves in line with those recommendations. The emergency services system is now more efficient administratively, and more effective and accessible for clients.

-The effort's strong sense of purpose and direction has been a magnet for private groups. Organizations like the Oregon Association of Rehabilitation Professionals, the Junior League and a local acupuncture school are now using their expertise to address specific needs of the homeless. These needs might otherwise go unmet.

-Portland has attracted an additional \$6 million in federal funding. Through EBNC's coordination of funding requests, Portland has attracted \$6 million in federal homeless assistance grants through the Stewart B. McKinney act. Portland received among the highest per capita percentages of funding in the country, and the money is going to the highest priority efforts.

-Portland now has an effective model for addressing multi-jurisdictional issues. EBNC, which is now sunsetted, has become the model for successfully addressing disputes or multi-jurisdictional issues where there may be overlaps or gaps in service. This model is now being used to address the long term, affordable housing issue.

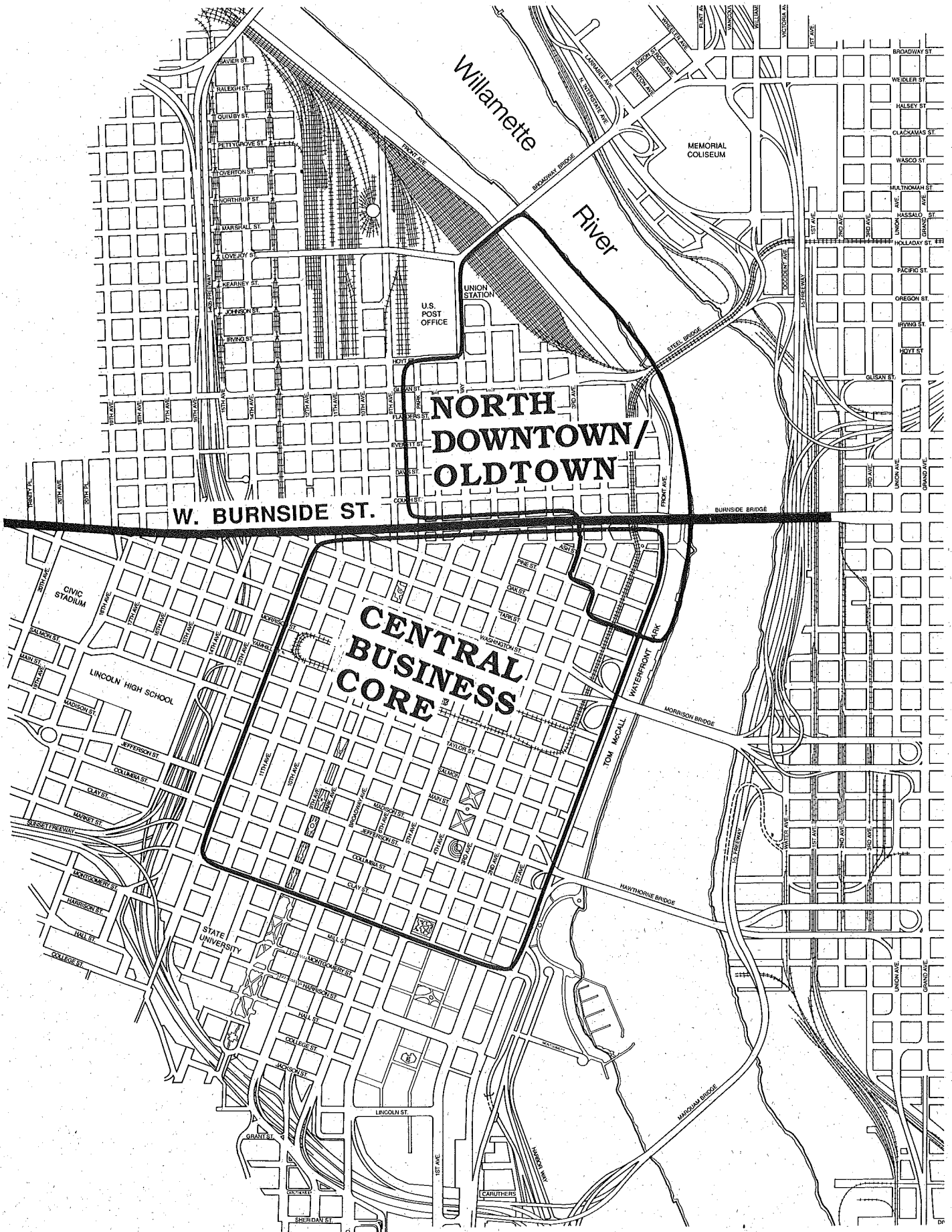
The diverse groups serving the homeless are no longer "going it alone." Rather, each organization is now part of an effective, coordinated network fanning out to meet the needs of the homeless. Rather than discrete, isolated accomplishments, success is built on success. Lessons learned in one area are applied to other challenges. Effective models used to solve one problem are being applied in other problem areas. And when objectives in one priority area are reached, efforts turn to the next highest priority.

Successes so far, including Portland's ability to attract national funding, have demonstrated that our approach is working. Although there are no city wide figures on the number who have broken the cycle of homelessness, agencies increasingly see people getting back on their feet.

One example of success is the Athens Hotel, which opened as transitional housing for the winter, 1987-88. Client activities were closely tracked. During the winter, 147 men and women lived at the hotel and received a range of case management, education, mental health, substance abuse, and job counseling services. As a result, 34% of the clients were employed at the time they moved out, 34% moved from the Athens into permanent housing, and 71% had visibly improved circumstances.

Experience has shown that individuals most recently homeless are most easily helped out of their homeless condition. With this awareness, Portland's program is now targeted toward intensive help for recent homeless as well as humane assistance for chronic, long-term homeless.

The bottom line is this: There are Portlanders who have homes, jobs and who are self-sufficient today because their community helped them to break the cycle of homelessness. This is an accomplishment of which our community can be proud. It is also the springboard for even greater results in the future.



**NORTH
DOWNTOWN/
OLDTOWN**

**CENTRAL
BUSINESS
CORE**

W. BURNSIDE ST.



DOWNTOWN PORTLAND

I. THE ROAD TO SELF-SUFFICIENCY FOR PORTLAND'S HOMELESS

Breaking the cycle of homelessness no longer rests in the "nice thing to do" category. The drain on public and private support, the effect on businesses in areas where homeless gather, as well as the cost of human suffering and waste make the price tag of homelessness too high.

Over the years, a wide range of public and private efforts has provided a band-aid for pain, but few homeless escaped their dependent status. In Portland, Oregon the pieces of the puzzle are finally coming together: We know how to break the cycle of homelessness.

Breaking the cycle is a multifaceted problem. When people are homeless, chances are they have problems beyond lack of shelter, including alcoholism or drug dependency, lack of job or social skills, a history of physical or mental abuse and illness, and other problems. The first priority is to find the homeless person a shelter. But to return that individual to self-sufficiency requires remedying the root causes. How does a municipality provide that range of help in a way the homeless person can and will use? And how can limited funds be stretched to meet the needs?

Part of the difficulty in addressing, or even discussing homelessness is the great diversity in the homeless population. The composition has changed dramatically in the past few years. Until recently, the traditional homeless single male pervaded most publicity and the public's views on the issue. But in Portland last year, half of the homeless people served were in family units. These are the new homeless, and rather than living on skid row, they live in cars parked in residential neighborhoods.

A third group, victims of domestic and sexual violence, comprises another major component of the homeless population. These victims, as well as homeless families, demand a very different service mix in a different setting than the traditional homeless male. Most of the traditional homeless male population is located in the traditional skid row area, while domestic violence victims and families are located and served primarily outside the core area.

In serving its traditional homeless population, Portland had an urgent concern beyond the needs of these individuals: The downtown business area was expanding north into the traditional skid row, bringing business and the middle class in contact with these homeless for the first time. Conflicts arose as the number of businesses and the number of homeless individuals increased, raising questions about how the needs of both groups could be accommodated.

The word "homeless" has come to mean more than a person lacking a roof over his or her head: It signifies someone in the throes of extreme uncertainty. That individual may be living on the streets or in temporary quarters like a shelter or transitional facility. What that person lacks is the ability to maintain a permanent residence and anchored lifestyle. Breaking the cycle of homelessness is not simply a housing issue: It's about getting at the root causes of that precarious way of life.

In 1986, Portland's Mayor, J.E. Bud Clark, marshalled the city and county's public and private resources... some new, some already in place... behind a wide-ranging plan to address homelessness. The framework for that effort was the Mayor's "12 Point Plan for the Homeless," endorsed by the Portland City Council and the Multnomah County Board of Commissioners in February, 1986.

There were two basic areas of concern: Client service and the service delivery system. An Emergency Basic Needs Committee (EBNC) was charged with determining client needs and developing the best service delivery model. Service delivery crossed many jurisdictional and organizational boundaries, and the challenge was to develop and implement an effective system with the support of all involved. Two years after the introduction of the 12 Point Plan, that system is now in place.

And, two years after the introduction of the plan, service delivery has improved dramatically. There is good evidence that many homeless individuals desperately want to return to self-sufficiency and, provided the range of services they need, do succeed.

Here's the bottom line: The cycle of homelessness can be broken, and the constant drain of support can stop for those who reach self sufficiency. Those who cannot reach self-sufficiency can be accommodated in a way that does not detract from the security and comfort of the city's residents, or the vitality of its businesses. The city can be an exciting, growing, livable home for all its citizens.

There are no shortcuts, and breaking the cycle demands extensive time and funding commitments. While Portland's road map for breaking the cycle is in place, the cost of breaking the cycle is high, and funds must come from federal and state, as well as local sources. However, the economic and social costs of not addressing this issue are higher.

Breaking the cycle, like any multifaceted task with far-reaching effects, is difficult to implement. At any point there are diverse interests with strong, sometimes opposing feelings about how the program should progress. Finding points of consensus... an absolute necessity... can be painful. But progress is being made, and the process is bringing business, social service and governmental entities together to address this issue of common concern.

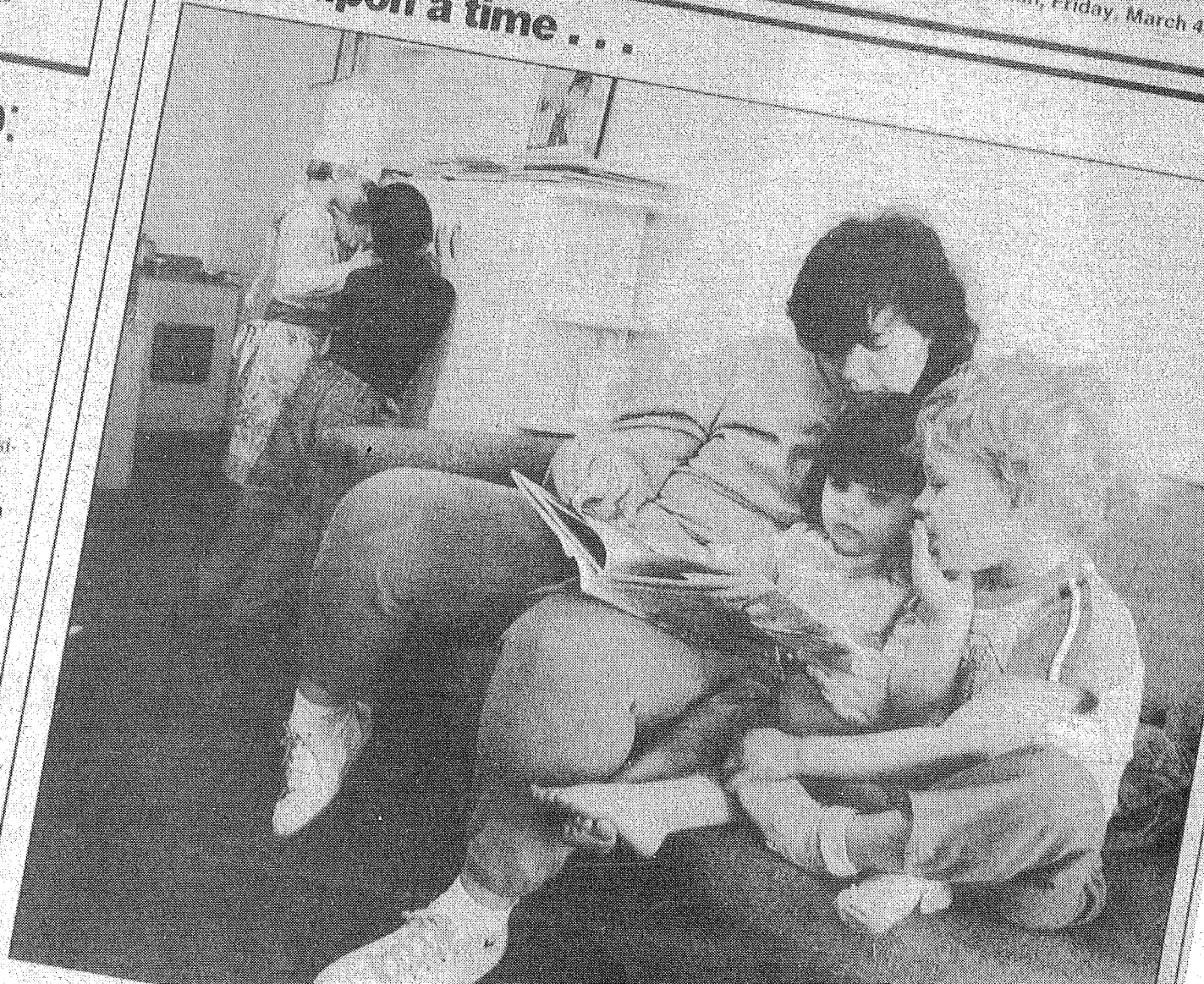
Once upon a time . . .

trip:

I speak in this week, God. lic in The k-haired Mr. Presi inter. ney Eliza with Helen Don't hear from the Van.

rs of Thomas ch 3. hat-

was



Kena Nelson, a child care worker at Portland Impact's Family Resource Center, reads from a storybook to Sami

Smith, 3, and her brother Zachary, 4 (right). In back ground are Renee Brewer (in cap), 6, and Omar Taylor, 5.

The Oregonian/ARILY C. BASHMISCHEN

Family Resources Center shelter opens to aid homeless families

□ The new facility will provide a place for job-hunting parents to leave youngsters

By JOSEPH SCHORR
of The Oregonian staff

Homeless Portland families that often spend their days walking the streets, resting in laundries and crouched in porry now have a place to go for shelter or just for the parents to leave their children while they look for work. The Family Resource Center, 1030 S. 35th Ave., officially opened its doors under

chairman of the Portland Impact board of directors. Most of those shelters close by 8 a.m., forcing homeless families back on to the street until dinner. The new shelter will give homeless parents counseling, job assistance and a safe place to leave their children while they search for work.

"Our goal is to develop a clean, safe, supportive and educational place for children," Davies said.

The center is located in an old store-front that previously housed a repair shop and a neighborhood store. It is located at the corner of 35th and

drug problem when the winter began, he said. Three weeks ago, when his car broke down and was towed away, his family was left without a home.

Sleeping in church shelters at night, Vincent and his girlfriend, Nonna Higgins, 28, spent their days on the street throughout the winter, with their son, Robert Vincent, at their side.

"We were getting on and off the bus with Robert, doing a lot of work," Vincent said. "I remember the day we

II. THE CHANGING NATURE OF HOMELESSNESS IN PORTLAND

A transient/homeless contingent has been part of Portland's fabric since the city's beginnings in the mid-1800's. In fact, some say Portland existed because of its homeless population. As a major center of logging, shipping and agriculture, and as a stop-over point for gold-rushers, Portland was a popular spot for transients. By the late 1800's Portland had more homeless per capita than any other U.S. city.

But unlike today's homeless population, these men were as likely to be skilled as unskilled, and readily shifted from one job to another. Though they were without homes, many were not destitute. They represented the epitome of the brawling, hard working tough guys of early western towns.

Since those early days, the character of the homeless population has changed dramatically. By 1930, the homeless person was more likely to be unskilled, destitute, have mental or substance abuse problems, and suffer chronic unemployment. By 1970 an additional contingent faced homelessness: those with limited income and soon-to-be-obsolete skills. High inflation, recession, and the inklings of an industrial shake-out had begun to eat away at the resources of these individuals and families to a frightening degree.

WOMEN AND FAMILIES

Following a 50 year decrease in the number of Portland's homeless, the 1980's brought an alarming increase and a clear shift in the composition of that population. For the first time, a significant number of women and families were without homes. And the overall age of the homeless population decreased from 52 to 38. By 1985, Oregon's weak economy with its restructuring timber, agricultural and high technology industries had exhausted individual and family resources for a contingent that had previously "scraped by." These people, now without homes, moved into their cars or on to city streets.

DEINSTITUTIONALIZED MENTALLY ILL, YOUTH, EX-OFFENDERS

Deinstitutionalization of chronically mentally ill patients since the 60's has increased the percentage of homeless with institutional experience. Many of

these patients return to "community care" with need for ongoing medical supervision, but without necessary job or social skills to keep them out of homelessness. Adjudicated youth and ex-offenders in state-supported programs have also been deinstitutionalized. They return to their communities and, like the chronically mentally ill, lack the job and social skills needed for self-sufficiency.

INCREASING TARGETS OF AGGRESSION

Today, homeless people are increasingly targets of violence, primarily from individuals who are not homeless. However, as the use of drugs increases and the average age of the homeless person decreases, there is a growing aggressive element in the homeless population itself, and this element preys mostly on other homeless.

III. COMPOUNDING THE PLIGHT OF PORTLAND'S HOMELESS

Three factors have complicated the plight of Portland's homeless:

DECREASE IN HOUSING SUPPLY

Temporary and permanent housing for low income people has decreased since the 1950's. Central city growth in Portland, as in other cities, often meant the razing of low income housing in favor of office buildings, parking structures, improved roadways and the other amenities of downtown.

In 1970, Portland had 4,128 downtown residential hotel rooms, which made up the bulk of low income downtown housing. Between 1970 and 1978, the supply decreased by 1,348... a 33% decline in nine years. Between 1978 and 1983, 642 additional units were lost and, by the end of 1986, another 439 were gone. That's a total loss of 2,429 units, or a 59% decline in 16 years.

In 1986 only 1,702 downtown residential hotel rooms remained. In 1987, with the 12 Point Plan, a new Central City Plan and other efforts by the city, that number remained constant.

In spite of its housing loss before 1987, Portland was more successful than other cities in renovating and holding on to its low income housing stock. This has given the city a better resource base for future efforts.

GENTRIFICATION OF SKID ROW

The redevelopment and revitalization of Portland's remaining skid row, just north of the central city core, has brought Portland's middle class in direct contact, and sometime direct conflict, with the homeless. Once the exclusive province of homeless and low income people, this area is being retro-fitted with shops, art galleries, restaurants and offices. These businesses rely on a clean, safe street environment conducive to customer movement.

Newly dubbed "North Downtown", this area is the traditional refuge for people so totally without means that they use the streets, doorways and dumpsters as beds,

social areas and toilets. This area includes most of city's extremely low and no income housing, along with the social service agencies that serve the homeless. As development has overpowered other skid row neighborhoods, transients are squeezed into this remaining area. The two cultures came face to face in North Downtown, raising serious questions about how the area could serve such diverse purposes.

GEOGRAPHICAL CONSTRAINTS

The geography of Portland with its rivers, hills, and fully developed residential areas to the south, west and east makes North Downtown the only area in which the city core can expand. The choice is to grow into North Downtown, or quit growing.

NORTHWEST

Beaver Hotel seen as gateway out of Skid

By HOLLY DANKS
of The Oregonian staff

When the doors opened Tuesday at the newly renovated Beaver Hotel and service center on Northwest Glisan Street, supporters said they were making room for a new way of life on Portland's Skid Road.

"This building will be a catalyst for helping us help the homeless people in Portland," Jean DeMaster, executive director of Burnside Projects, said during a dedication ceremony in a cavernous room that still smelled of paint and soon will be filled with 150 cots and sleeping bags for those needing emergency shelter.

"Once we make this building a gateway out of Portland's Skid Road, we can benefit the homeless, the community and the business community," DeMaster added.

The building will offer more than a place to sleep, DeMaster said, although she said she expected it to give nighttime shelter to more than 70,000 people the first year.

When the building officially opens for use March 26, it also will provide separate shower and public restroom facilities for men and women, who will be given clean clothing and a place to spend the day. While there, the homeless can use facilities of the Multnomah County Library and attend reading and English classes.

In addition, about 50,000 meals a

year will be served from the community kitchens in the new center, DeMaster said.

Operating as the Glisan Street Multi-Service Center, it also will house the Wallace Medical Concern, which offers basic medical treatment, referral and follow-up care at no charge to low-income urban-area residents; Burnside Projects' alcohol and drug counseling and treatment program; Multnomah County Corrections department programs, especially for those on pretrial release and for those serving community work sentences; a Burnside Project case management advice center; mental health and state employment services.

"People won't have to go a maze to get services," DeMaster said of the new center, intended to serve as the "access" outlined by Clark's 12-point plan for the homeless.

"Our goal is to try to get people fall through the cracks more," she said after previously, the Burnside Projects had six programs in the area, and offered services at the Central City Center. Upstairs in the 60 low-income City Center formerly known as the



The Oregonian/KRAIG SCATTARELLA
Emile Pelletier, 52, sits in his room at the remodeled Beaver Hotel, a new center for homeless and low-income persons in Portland.

Metro/Northwest digest

The metro area

County commissioners and other officials tried again Tuesday to reach a consensus on how to deal with overcrowding at the county jail, but no major breakthrough was made. **Page B2**

threat of lawsuits are forcing Oregon family doctors out of the obstetrics business, an Oregon Medical Association study says. In response, a spokesman for an association of lawyers charges that the insurance industry is to blame. **Page B2**

Oregon prison inmates who were subjected to radiation experiments deserve compensation, according to a state representative from Portland. "We're talking about a gruesome episode in the state's history," said Ron Cease. **Page B4**

now open 8 a.m. to 8 p.m. and family responsibility now goes to the Senate.

The Senate Labor criticism Tuesday of a plan for state money against the included that from b tive groups. Gov. Ne posed that \$10 million plus \$12 million used to upgrade state employees' men-dominated

Teledyne W conium refinir cone about a

at that might of ars, bout can
en...g at The
at
ac rs might
cked out in
gand. (Tie-dyed
of the ques-
edian. A jazz
an aspiring garage
n-al joints for a
y aprovisational
And a Welsh harpist
for rolling his own.
sors, the gay improv
rs munching on a
Vietnamese delicacies
must takes a break from
ers do the talking by
medieval goblins and
go bump (in Welsh) in
over all this madness rule
who used to be in charge
and security at one of
s most prestigious private
ly days of

IV. PRELUDE TO THE 12 POINT PLAN

Policy Underpinnings

Since 1972 the City Council has adopted a progression of policies mandating that housing and services for the homeless be provided in areas where homeless people are already concentrated. Early policies were developed before economic development and social service needs clashed, but policies adopted after the mid-70's were premised on this growing diversity of need.

Portland's policy development process has a heavy public participation component, with much of the planning work done through task forces and committees including citizens at large, area residents and businesses. In addition, all significant policy issues go through a public meetings and testimony process. While citizen involvement doesn't mean that every citizen will be totally in agreement with the results, it insures that policies are formulated with widest possible consideration of the diverse range of interests.

1972 DOWNTOWN PLAN:

Addressing homelessness by leveling neighborhoods where homeless gather was an option chosen by many cities. It was the option chosen by Portland when it developed its south end in the early 60's, and resulted in extensive housing loss. Ironically Portland and other cities found the problem compounded rather than solved. Diminished low cost housing forced more people into homelessness, and the new ranks often moved into previously unaffected neighborhoods.

In 1972 the city developed a document called "Planning Guidelines: Portland Downtown Plan." It set the initial framework for subsequent planning and development, and called for retention of the city's low income housing. The plan advocated rehabilitating existing buildings and maintaining the integrity of districts in the city. It promoted historic preservation, housing rehabilitation, new open space for downtown, and improved bus service.

1979 DOWNTOWN HOUSING POLICY AND PROGRAM:

The Downtown Housing Policy and Program, adopted by the Portland City Council in 1979, emphasized the city's commitment to low income housing. It also cited losses in low income housing, and documented that the demand for this housing had not diminished at the same rate as supply.

1981 NORTH OF BURNSIDE LAND USE POLICY

When the Downtown Plan was updated, the North of Burnside area was singled out for special review because the area had experienced a substantial amount of rehabilitation and new construction. These changes raised questions about development impacts and future land use trends.

The North of Burnside Plan, adopted by the City Council in 1981, went beyond policy, and established a land use framework to guide public and private decision-making. It calls for concentration and consolidation of long-term, low income housing and support services where the largest concentration of clients is located. Areas for temporary housing, drop-in centers, and social service agencies for non-resident transients or travelers were identified. Also clearly identified were areas for office and retail development.

The plan anticipated much of the development that has occurred in North Downtown, and did not view preservation of low income housing and social services as being in conflict with the area's revitalization.

There was extensive community participation in the plan's development, including a 30-member advisory committee consisting of business interests, merchants, architects, and social service providers; 22 additional people who served on subcommittees; numerous public meetings held during the one-year process.

1987 CENTRAL CITY PLAN

Through development of a Central City Plan adopted in 1988, Portland clarified its vision for the central core area. This plan, a model of public participation, reaffirms Portland's direction for the next 20 years. The Central City Plan affirms the need for a wide range of housing and development, including preservation of low-cost housing.

City/County Cooperation and Clarification of Roles

Jurisdictional disputes often hamper overall planning and lead to duplication of efforts or gaps in service. In 1984, the City of Portland and Multnomah County, which Portland is in, established an intergovernmental agreement to resolve disputes related to emergency basic needs.

A task force was formed to examine ways to improve methods for meeting emergency basic needs within the city and county, and that task force lead to

formation of an Emergency Basic Needs Committee (EBNC) in 1986. Because it included representatives from the city, county, United Way, the Housing Authority of Portland and citizen groups, EBNC brought together decision makers so problems could be resolved.

EBNC's charge was to develop specific policy, budget and planning recommendations for the City Council and the Board of County Commissioners. It coordinated studies in seven basic needs areas including Shelter; Food; Case Management; Health Services/ Medication; Energy Assistance; Transportation; and Employment.

Once the studies on basic needs were complete, EBNC hired a consultant to develop service delivery models to meet those needs. A model was chosen, and city and county service providers voluntarily reorganized in line with that model. As planned, EBNC was sunsetted on July 1, 1988.

Previous City Efforts

Prior to the 12-Point Plan, city efforts in support of the homeless focused on discrete issues, rather than a multifaceted approach to breaking the cycle. Housing and Human Resource departments focused on providing relief in those areas, while social problems like public urination, "person down," and aggressive panhandling were handled as police matters.

CENTER FOR HOMELESS MEN

An interesting early effort was the city's 1966 application for Federal funding of a Portland Center for Homeless Men. Called an "innovative action experiment," the Center would offer "a continuum of services" to return the homeless to "self-support, self-care and self-respect." The proposed Center had a dual focus... to "relieve human suffering" and "allow for the rehabilitation of valuable business property and thus enhance the economy of the community." The project was never funded.

SRO DEMONSTRATION PROJECT

In the 80's, with the policy basis for preserving low income housing in place, some dedicated individuals within departments developed innovative and effective programs. One such effort was Portland's SRO Demonstration Project, begun in 1981, which was the first of its kind in the nation.

The Portland Development Commission, Housing Authority and several non-profit social service agencies established the project with Housing and Urban Development (HUD) funds. Single Room Occupancy (SRO) units are residential hotel rooms with one room living units, shared bath and cooking facilities. Until 1981, this living system was considered substandard by HUD, and not eligible for federal funding. But an exception to the 1937 Housing Act made SRO's eligible for federal funding, thus financially feasible.

In the SRO Demonstration Project, 247 living units were rehabilitated. The price tag was one-third the cost traditionally needed to build or rehabilitate subsidized units under other federal programs. SRO housing became the standard for cost-effective, low-income housing for single adults nationwide.

Portland had an inventory of older, rundown hotels, and thousands of individuals in need of assistance. By 1984, four SRO hotels had been rehabilitated, were occupied, and were providing housing at a cost far lower than the cost of housing "projects" in other cities. The use of SRO's has continued to grow both in Portland and across the country.

EMERGENCY VOUCHER PROGRAM

In 1982 the city established one of the nation's first Emergency Shelter Voucher programs. The program provides emergency housing vouchers, good for one to two weeks, to individuals and families without adequate and safe shelter. Individuals and families must have a case plan developed with the intake agency, so emergency shelter becomes the first step toward self-sufficiency. Today the program has expanded its funding sources to include Federal Community Development Block Grant funds, State of Oregon Homeless Assistance Program funds, and Federal Emergency Management Administration funds.

Private Efforts in Support of the Homeless

FOOD AND SHELTER

Individual initiative and selfless giving are recurring themes of the private efforts for the homeless. Portland has been particularly lucky to have a large number of dedicated individuals serving homeless populations. Until the 1970's, efforts in the traditional skid row area were primarily church related, and focused on the

immediate needs of food, clothing and shelter for the night. Today these organizations, like Blanchet House, the Salvation Army, Union Gospel Mission, Rescue Mission and the Downtown Chapel continue in their important, front-line roles.

MULTI-SERVICE ORGANIZATIONS

After 1975, a number of non-church related organizations joined the forefront of core area efforts. Building on the older organizations' focus, these groups began to look at longer term, broader range services like housing, case management, alcohol treatment and mental health. The three largest groups, the Burnside Community Council, Central City Concern (formerly the Burnside Consortium) and Burnside Projects are all involved in a range of services and coordination with other organizations.

The Burnside Community Council (BCC) began in 1972 as a community advocacy group sponsoring forums, community education and recreational activities for the homeless. In 1978, it took a major step in direct services by opening Baloney Joe's, Portland's first daytime drop-in center. In 1980, BCC opened the West Women's Hotel, one of Portland's largest programs for homeless women. BCC's scope of services includes an emergency night shelter, a clean-up centers, meals program, jobs program, a medical and dental clinic, and counseling.

The organization has drawn public attention to the plight of the homeless through its advocacy/community organizing arm, a speakers bureau, and a publication called These Homeless Times. Members of BCC also helped draw national attention to homelessness, which raised support for the appropriation of Stewart B. McKinney funds.

The Central City Concern (CCC), started in 1978 as the Burnside Consortium, was formed to assist local government in the development and implementation of public policy in the North Downtown area. CCC provides direct services in two areas: Housing for low and no income people, and intervention for chemically dependent individuals through the Hooper Center.

CCC began managing hotels for low income and homeless people in 1988. Today the organization manages 737 units, of which 253 are owned.

In 1982, when CCC assumed management of the Hooper Center, 18,364 clients were treated for alcohol abuse. By 1986, 26,692 clients per year were being treated, and

the clients were divided equally between alcohol and drug dependency. In addition to providing these services, CCC, in conjunction with the Hooper Center, also administers a street intervention program for public inebriates, called C.H.I.E.R.S.

Burnside Projects, founded in 1969, provides services through a series of distinct project areas. Services include an emergency night shelter, a clean-up center, alcohol and drug treatment, mental health and corrections (pre-trial recognizance), case management, job placement, coordination of the emergency shelter system, and other emergency services.

In 1984, Burnside Projects in conjunction with CCC created the first Alcohol/ Drug-Free Housing in Portland. Without this housing, detoxified individuals lack the supportive living arrangement needed for full recovery, as their alcoholism/ drug dependency renders them unable to work for 30 to 90 days after detoxification. Both clients and providers are enthusiastic about the program, and see it as one of the strongest links in breaking the cycle of dependency. A study by a local university documented a 60% success rate, as compared to a 10-15% success rates for individuals outside the program.

Burnside Projects also operates a federally funded program, the Low Income Energy Assistance Program (LIEAP). LIEAP funds assist low income people in paying for winter heating. In 1986 Burnside Projects won for Oregon the First Place Award for Successful Innovative Practice, for using LIEAP funds to purchase the sort of winter heating people without homes can use... sleeping bags and winter jackets. Where heating costs are included in the price of a client's room, as with SRO's, LIEAP funds are applied toward the utility portion of rent. For the client, this often makes the difference between meeting rent payments or being evicted.

While BCC, CCC and Burnside Projects were the largest and most visible organizations, many smaller groups were founded in the late 1970's and 1980's. This patchwork of individual initiative was to become the fabric of today's coordinated approach to breaking the homeless cycle.

COALITIONS

By 1984, private groups and government agencies were effectively addressing individual aspects of homelessness, although there was limited inter-organizational coordination to fully pave the road to self-sufficiency for their clients.

The number of special interest coalitions, however, was growing. In 1982 Project LUCK, a pilot project to test the viability of a multi-agency service delivery strategy for street youth, was started with a \$200,000 grant from the federal government. In 1984, eight organizations formed the Oregon Coalition Against Domestic and Sexual Violence, with the growing recognition that violence was a root cause of homelessness.

In November, 1985, the Homeless Families Coalition was formed to insure that an appropriate portion of State Homeless Funds went to families. The coalition believes strongly that families should be served outside the core area, and that families should be kept together.

In 1987, the first state-wide coalition against homelessness, called the Oregon Shelter Network, was formed. The network is a coalition of shelter agencies statewide, and is open to individuals and organizations, public and private. The organization's goal is to provide "secure and accessible shelter for all Oregonians," and to address the root causes of homelessness statewide.

Through the coalitions, coordination among organizations increased. Still missing, however, was a method to prioritize and coordinate the wide ranging needs of the diverse homeless population, to leverage funds, and to identify and rectify gaps or overlaps in service needed to break the cycle of homelessness.

V. PHILOSOPHY AND DEVELOPMENT OF THE 12 POINT PLAN FOR THE HOMELESS

In January, 1985, Portland's new mayor, J. E. Bud Clark, came into office committed to both addressing the problems of Portland's homeless and promoting economic development. With the expansion of downtown into traditional skid row territory, the conflict between business and the traditional homeless population was intensifying. It became apparent to Mayor Clark and others that:

- 1) Rather than conflicting, the needs of the business community and the homeless were, in fact, complementary. Both business and the homeless wanted some place for homeless persons to go... other than the streets.
- 2) Land use planning and public policy decisions mandated continued use of North Downtown for low and no-income housing and service delivery. No other area of the city had similar land use plans.
- 3) Numerous public and private service organizations were serving the homeless, and with overall coordination, services could be enhanced.
- 4) Lack of overall planning limited ability to apply the scope of service needed to break the cycle of homelessness.

Even without a lot of scientific study, it was apparent that some practical things could be done to help the situation. First, homeless people need shelter... in traditional housing if possible. If not, then in SRO housing. If that's not available, dormitory-type shelters provide a better option than sleeping on the streets.

Second, clean-up facilities and toilets are needed. If individuals have somewhere to take care of themselves, their self-respect is improved, area businesses are happier, and community standards can be enforced. If toilet and clean-up facilities aren't available, community standards cannot be enforced, and making arrests for public urination is pointless.

Next, a wide range of services, provided in a coordinated manner, can give individuals the help they need to reach self-sufficiency. Chemical dependency is the leading cause of homelessness among single adults, so alcohol and drug treatment

programs are essential. A detox center is also an essential service, along with adequate alcohol and drug-free housing so detoxified individuals have options other than returning to the streets.

Employment is another key step toward self sufficiency, but is often out of reach for a person with few skills and years with no employment history. An effective program must provide employment counseling and a job so an individual can grab the first rung of the employment ladder.

Breaking the cycle and getting an individual or family out of the public support system requires a multifaceted effort. Working through the maze of services can be difficult, even threatening. Central points of access and case management systems can keep clients from "falling through the cracks," giving up, or going without the range of support they need.

Once basic services for the homeless are in place, it is possible to enforce community standards of behavior. Street sanitation, street safety, person down, and involuntary commitment are all aspects of the dual-focus system that both supports the homeless and creates an environment where business can flourish.

Public participation in policy development is essential. Portland is fortunate to have deep public sentiment supporting efforts for the homeless, and local surveys indicate the homeless issue is one of the community's highest priorities. But people can easily become polarized on an issue if they aren't given an opportunity to be involved, and polarization can put a stop to the best plans.

In all, 11 separate issues were raised. A 12th point, Comprehensive Planning, linked the issues together and provided a coordination point for all activities. The entire package was designed to:

- 1) Reach out to homeless people who need help in becoming part of the mainstream of community life;
- 2) Be firm with those who do not adhere to the community standard; and
- 3) Create an environment in which business can flourish and major economic development agendas can be pursued.

The 12 issues were compiled into a policy statement... the "rallying point" for

Portland's assault on homelessness... known as Mayor Clark's "12-Point Plan for the Homeless." In February, 1986, the 12 Point Plan was endorsed by the Portland City Council and the Multnomah County Board of Commissioners, assignments were made, and work began.

The plan recognizes that government efforts cannot and should not supplant private efforts. Instead, the delicate network of private social agencies is nurtured through a framework for coordination and support.

Major public funding comes from these sources:

FEDERAL

Federal Emergency Management Act (FEMA). These funds, administered by United Way, go toward emergency rent and utility assistance.

Low Income Energy Assistance Programs (LIEAP). These funds, administered by Burnside Projects, are used to subsidize winter heating costs.

Community Development Block Grants. Administered through the City of Portland Bureau of Community Development, the grants are used for maintenance contracts for SRO's, emergency housing voucher funds, development of family shelter programs, and direct assistance to social service agencies for housing the homeless. Funds are also used to buy and renovate housing in conjunction with other sources of funds.

Stewart B. McKinney Grants. In 1987 Congress approved funds for the elimination of homeless. Some funds were entitlement grants, e.g. each state was "entitled" to a share of the money, and some funds were discretionary grants for worthwhile programs. Portland received over \$6 million in grants, of which over \$4.8 million were discretionary funds.

STATE OF OREGON

State Homeless Fund. Initiated in 1985 by the Oregon Legislature, the fund received \$2 million for the 86-87 and 88-89 bienniums. The funds go toward the emergency shelter voucher system, transitional and special needs housing, and social service agencies for shelter support.

The fund was initiated after Central City Concern noted that the number of homeless was growing while the SRO hotels remained well below capacity. The missing link? The homeless did not have funds to stay at the hotels. An effort headed by CCC resulted in the new fund and dramatically increased SRO occupancy.

CITY AND COUNTY

Funds from the city and county general funds and Community Development Block Grant funds go toward a wide range of shelter, housing, emergency basic needs, street sanitation and safety efforts. One innovative funding method is the city's use of "tax increment" funds. Through its urban renewal agency, the Portland Development Commission (PDC), the city uses tax increment funds generated from urban renewal districts.

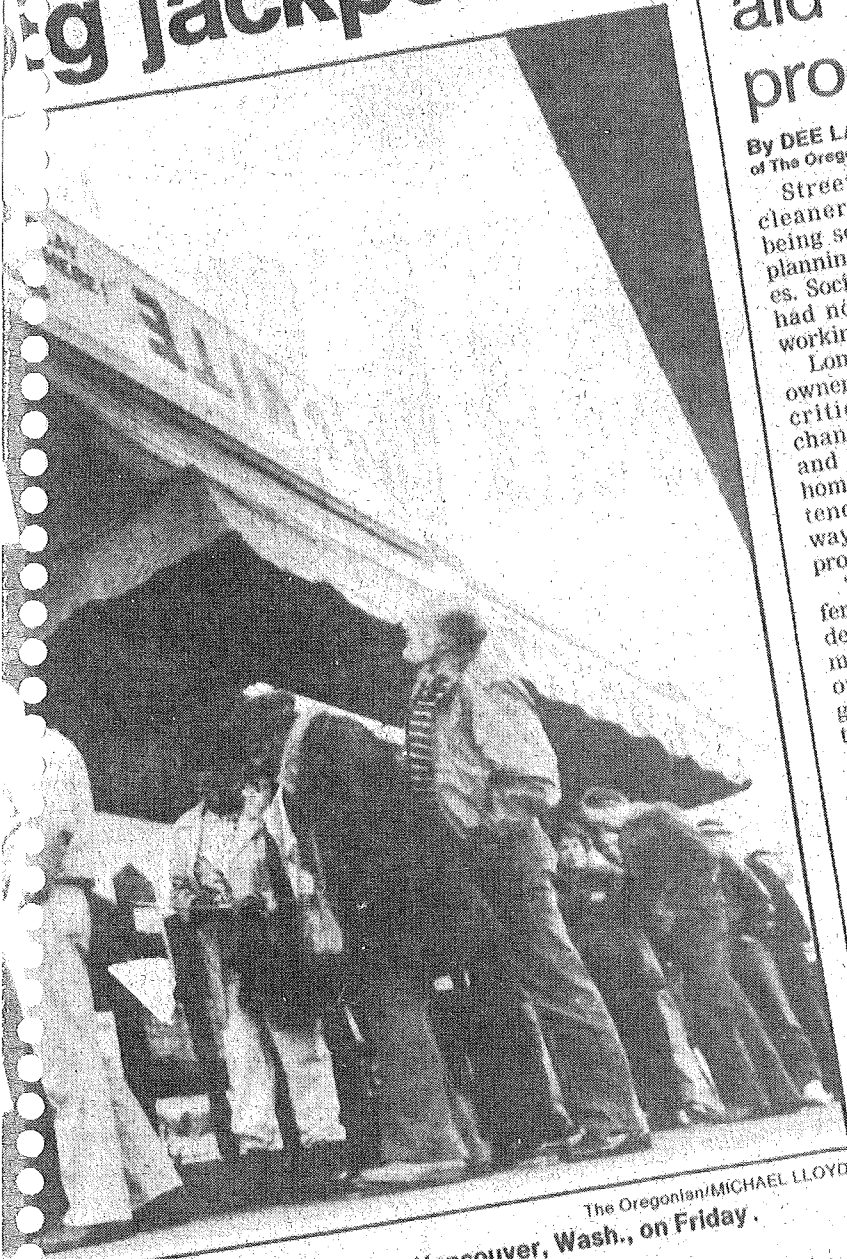
PRIVATE SUPPORT

In addition to public funds, financial support comes from private foundations and individuals. Personal gifts are usually small, although in combination they comprise a major source of funds.

Prior to the 12 Point Plan, the question of who gets what public funds was a difficult one. There were large numbers of organizations, committees and requests, all chasing the same dollars. The 12 Point Plan mandated a coordinated approach. Needs assessments have been developed for each emergency basic need. And, most importantly, activities have been prioritized by the service providers themselves. All requests for funding now come through the Community Action Agency, and are matched against the priority list, then passed to the funding agencies.

Following is Mayor Clark's "12 Point Plan for the Homeless." As originally written, each initiative included a statement of the problem, values, policy, program and charge. For this report, there is an additional section called "plans and progress" which documents activities that have taken place since the plan's endorsement. This is a snapshot of work in progress, including accomplishments to date and the groundwork for future successes.

g jackpots



The Oregonian/MICHAEL LLOYD

of the next block at the B Mart in Vancouver, Wash., on Friday.

KPTV (12). Oregon's Megabucks drawing will be two minutes earlier on KOIN (6).
Computers in each state will determine whether anyone won the jackpots. Lottery officials said the computer scans could take several hours.

To win Oregon's jackpot, a player must pick six winning numbers that are drawn from 42. No one has won the Megabucks drawing since a \$1.2 million jackpot was won Nov. 15.

Cantino predicted the week's sales would reach \$1.5 million and might approach \$1.9 million. The biggest week was last

week, when sales hit \$965,000. He said there is a 50 percent chance someone will win this week, with odds of one in 3 million that any one ticket is a winner.

Although many lottery ticket outlets were closed Christmas Day, both states reported strong sales for a holiday. In Washington, sales were \$601,000, nearly 20 times the sales last Christmas Day.

In Oregon, the lottery sold \$43,811 of tickets on Christmas Day, about seven times the amount sold on that day a year ago. Cantino predicted sales of \$500,000 Friday and \$1 million Saturday.

Homeless aid plans progress

By DEE LANE
of The Oregonian staff

Streets in Old Town are cleaner. More shelters are being set up. Comprehensive planning has inspired businesses. Social service agencies that had no previous contact are working together.

Longtime Old Town business owners, including some former critics, give credit for the changes to Mayor Bud Clark and his 12-point plan for the homeless. However, others contend the program has a long way to go to solve Old Town's problems.

"There's just a world of difference down here today," said developer William S. Naito, a major Old Town property owner. "And the 12-point program is in my mind the engine that's pulling all of this along."

"You can say that they're trying," said Creag Hayes, owner of Ciclo Sport Shop and one of the plan's harshest critics. "But we've been saying for four years that the real problem is lax regulation of alcohol. . . . We're selling alcohol like Kool-Aid on a hot summer day and then scratching our heads and asking why we have a problem."

The mayor's plan, announced more than a year ago and endorsed by the City Council and the Multnomah County Board of Commissioners in February, was a comprehensive approach to the problem of the homeless, with particular attention to Old Town, where the problems of the poor — and often the drunk — have conflicted sharply with the plans of a burgeoning business community.

Campground quashed

Some initial proposals were quashed, such as a campground for transients, but the bulk of the program survived. A checklist of Clark's plan shows that much of it has been implemented successfully. But now the plan may be at a turning point; the programs remaining require substantial changes in state law or infusions of somebody's money.

When the state Legislature convenes next month, the city is planning for both new and

VI. THE 12 POINT PLAN FOR THE HOMELESS

Initiative: COMPREHENSIVE PLANNING

PROBLEM

As homelessness becomes more widespread in the community, government jurisdictions together with voluntary private sector agencies seek to provide for the basic needs of the individuals and families who are homeless. Without a centralized point through which new policies and programs can be channelled, the public policy decision-makers' attempts to address the problems resulting from homelessness become confused and accountability for improvement becomes diffused.

VALUES

A coherent system through which proposals to deal with homelessness can be evaluated for presentation to local public policy-makers assures more considered action upon such proposals.

POLICY

One group with representation from local government and private sector agencies should be designated to initiate proposals to deal effectively and efficiently with the problems of homelessness. This group should also be charged with evaluating proposals on which local government will be requested to act.

PROGRAM

Direct the City/County Emergency Basic Needs Committee to review all proposals on which local government action will be requested. Seek consensus from service providers that endorsement of the Committee is valuable to any new program expansion, start-up, or major alteration.

CHARGE

To City/County Emergency Basic Needs Committee (EBNC) .

PROGRESS AND PLANS

EBNC charged seven ad hoc advisory groups of service providers to look at objectives and strategies for providing service and efficiently using resources. After those plans were developed, EBNC developed models for coordinating funding/administration, and for coordinating delivery of basic needs services.

Initiative: COMPREHENSIVE PLANNING (cont.)

Recommendations were included in EBNC's final report issued February 23, 1988.

On July 1, 1988, city and county service providers and administrators voluntarily reorganized around the EBNC models. EBNC is now sunsetted, and the Community Action Agency (CAA) has assumed responsibility for comprehensive planning.

One key to success was the ability of the service providers, as a group, to prioritize their needs. The 12 Point Plan assured providers that if they worked together as a coalition making one recommendation, activities would be funded in order of priority. The EBNC advisory group on Shelter, Clean-up and Clothing noted, "The process of completing the report has been almost as important as... preparing the report. Providers from vastly different service networks came together to describe, evaluate and attempt to improve the system which serves the homeless throughout Multnomah County."

It is significant that everyone agreed that one agent should be responsible for planning, needs assessment, prioritization, and issue anticipation. Another recognized need was a central focus for funding and education advocacy. These formerly fragmented, overlapping or missing pieces were brought together under the CAA on July 1, 1988.

The service delivery model established four criteria including access, integration, continuity and accountability. Service delivery is now provided by a network of independent service providers, coordinated by the CAA. The result is that the entire system is more accountable and responsible, and clients find it easier to get the range of services they need. Over the long term, the only way to make the system cheaper is to get people restabilized and out of homelessness. This only happens if an individual's range of problems is addressed.

One of EBNC's significant successes was its ability to prioritize funding needs, and to pursue funding sources. EBNC was successful in attracting over \$6 million in Stewart B. McKinney funds, which are federal funds to assist the homeless. Portland's ability to demonstrate a well-reasoned, coordinated approach to homelessness helped it secure among the highest percentages of funding per capita in the nation. EBNC's funding and coordination responsibilities now rest with the CAA, which continues to pursue federal, state and local funding sources.

Initiative: HOUSING

PROBLEM

Two thousand people are homeless in Multnomah County. "Thrown away" street youth, "new poor" and battered women have joined the chronically mentally ill and the disaffiliated alcohol and drug dependent living on community streets, camping under ramps, and living in autos. While this population has multiple problems and needs comprehensive treatment, one need that must be addressed is shelter.

VALUES

Shelter is a basic human need. The community is a more orderly and satisfactory environment when everyone has a suitable place to sleep and tend to their personal needs.

POLICY

Provide the opportunity for safe and decent housing for everyone in need.

PROGRAM

1. Designate one agency as basic housing programs coordinator. This agency will identify the proper organizations to perform the following:

- a) Serve as central records center for housing inventory, e.g. vacant units, for emergency, transitional, and permanent housing for all populations.
- b) Development, implementation, and oversight of the unified voucher system.
- c) Advocacy for retention/expansion of low income housing.
- d) Explore and implement innovative housing programs, such as the "Wichita Plan," shared housing, designated camping areas, etc.

2. Coordinate above actions with the religious community and the Coalition for Homeless Families.

CHARGE

To City/County Emergency Basic Needs Committee.

Initiative: HOUSING (cont.)

PROGRESS AND PLANS

Housing Agenda Launched

The 12 Point Plan, while broad enough to encompass long-term housing, spoke more to shelter and transitional housing. By winter 1987-88, the emergency shelter system was capable of handling all the individuals who requested shelter, and attention turned to the longer-term issue of safe, permanent, affordable housing.

Like the emergency basic needs situation in 1986, housing services and resources were fragmented to the point that coordination and planning were impossible. In Spring, 1988, EBNC directed creation of a management team representing the city, county, Housing Authority of Portland, and United Way. The team has been charged with supervising development of a housing management plan, using a consultant who will develop recommendations on a model to administer the housing resources of the city and county. The report is due in 1988.

The Housing Authority of Portland (HAP), which has been managing Section 8 housing, will assume a key role in the implementation of the new housing management plan. As evidence of HAP's commitment, it's executive director has stated publicly that homelessness in Portland will be eliminated in three years.

Vacant and Abandoned Housing

There are 2500 vacant or abandoned houses in Portland. Reclamation of this resource can play an important role in creating safe, permanent, affordable housing for the homeless.

Home ownership can mean more than a permanent place to live: It can allow individuals the opportunity to participate in the American Dream. Unlike individuals and families who stay in shelters or transitional housing, home owners develop an identity with a neighborhood and a sense of connectedness with the broader community. Financially, home ownership can provided the collateral to send children to college.

In December, 1987, Mayor Clark formed a Homestead Task Force to investigate the vacant and abandoned housing problem. The task force was specifically charged with assessing the problem, considering solutions, and recommending remedies.

Initiative: HOUSING (cont.)

The task force issued a report in April, 1988, and merged into the Vacant and Abandoned Housing Task force, which includes representatives of the several City agencies, as well as citizens knowledgeable about neighborhood issues.

Low-Income Downtown Housing Preservation Program

The Portland Development Commission (PDC) has authorized \$8 million to preserve and increase the city's housing stock of low-income, downtown rental housing. Over the next three years, PDC will provide capital financing for about 750 units. This effort is the first step in a 10-year initiative to replace housing that has been lost over the last decade.

Program funds will be used to help individuals acquire and renovate existing housing, and to develop new units. Private and non-profit owners will be assisted. Two-thirds of the money is set aside for projects for very low-income and homeless people, many of whom are now in shelters or other temporary quarters.

Agency Formed

The City/County Housing Coordinating Council (HCC) was formed by EBNC in April, 1987, and has completed an inventory of organizations concerned with housing.

Voucher System Expanded

HCC completed its work on the unified voucher system. Monies from the State Homeless Fund have joined city and county funds in the voucher pool, and the Oregon Trail Chapter of the American Red Cross has been designated as voucher clearinghouse.

The voucher system is designed to address the most at-risk populations first. Non-profit providers are the preferred vendors of voucher housing, further leveraging the public money devoted to housing the homeless.

SRO Hotels Purchased

Two SRO hotels, the Beaver and the Estate, were purchased in 1986. The Beaver has

Initiative: HOUSING (cont.)

been renovated, and is now called the Glisan Street Multi-Service Center. It includes both SRO housing and the offices of social service agencies (See POINT OF ACCESS, pp. 46-48). The Estate has been purchased, is open, and renovation was complete in September, 1988.

Youth Shelter Opened

In January, 1987, a new youth shelter, operated by Burnside Projects, was opened. It was one of the first youth shelters in the nation. Funded by the City of Portland, Multnomah County, United Way, and the Oregon Community Foundation (private funds), the shelter can house 30 street youth and is filled to near capacity each night. Portland's Youth Shelter is an example of the community-wide cooperation possible when needs are identified and prioritized. Once the need was identified, support was gathered from a variety of sources. Youth in the shelter are case managed by Outside-In, an agency linked to a consortium of youth services called Project LUCK. This gives youth in the shelter access to the range of services they need.

Since its opening the shelter has served over 900 youth, and services are expanding to include more transitional services. The shelter is providing some transitional housing until youth can find jobs. The case management arm is plugging youth into the Job Corps. Also, an innovative alcohol treatment program, using acupuncture, is showing promising results. The program, using volunteers from a local acupuncture school, has successfully kept alcoholics in treatment, and has helped individuals reduce their cravings for alcohol.

Shelters for Women and Children Relocated and Expanded

Portland's first shelter for women and children opened in 1980. However, it was in a rough area of town, and provided only 35 beds. In 1986, at the Mayor's direction, Community Development Block Grant funds were earmarked for a larger facility in a more appropriate neighborhood. Social service agencies and merchants area wide were involved in individual fundraising and support activities. Identification of this shelter as a priority has helped focus and leverage support.

A building in a more appropriate location was purchased and remodeled, and the new West Women's and Children's Shelter opened in August, 1988. It provides transitional housing for 60 women and children. In addition to housing,

Initiative: HOUSING (cont.)

comprehensive support services including case management, a range of counseling services, day care and job search programs are provided. Mothers attend classes in parenting skills, and children have their own program of play therapy and abuse prevention. These programs help both mothers and children feel more stabilized.

Because the West Womens' Hotel is transitional housing, residents generally stay between six and 18 months. A Stewart B. McKinney Grant provided \$200,000 in relocation and expansion funds, and pays for 25% of the hotel's operating funds for five years.

An additional \$163,665 in Stewart B. McKinney funds went to Raphael House, which is transitional housing for families who are victims of domestic violence. The funds support eight additional units of housing.

Permanent Housing for Homeless Women Opened

Fifty-seven units of permanent housing for homeless women opened in July, 1988. Called the Rose Apartments, this housing is run by a coalition of seven agencies that provide case management and support services for single women with special needs. The special needs groups include victims of domestic violence, women leaving prostitution or recovering from chemical dependency, and ex-offenders. Rents are subsidized by a Stewart B. McKinney grant.

Family Facilities Created

Because the homeless family phenomenon is relatively new, no family emergency shelter system existed before 1986. A model for family shelters was developed at Portland's Sunnyside United Methodist Church, and its Rev. Frank Shields has helped other churches replicate the model. The church shelters are staffed and funded entirely by volunteers, with church members providing meals, bedding and company for the homeless families throughout the night. Eight such facilities are operating at Portland neighborhood churches. This model has been so successful that churches throughout Oregon are now opening family shelters.

In addition, one shelter based on the Sunnyside model is operating at Warner Pacific College using students as volunteers. This may be the first family shelter in the country set up at a college. Agencies in the Homeless Families Coalition handle

Initiative: HOUSING (cont.)

client intake and case management for the shelter system so families receive the professional support they need to reach self-sufficiency.

Sunnyside has been involved in providing another service for families, called the Family Resource Center. This daytime, drop-in center for homeless families is staffed by Portland Impact, and provides child care, telephones, and is an information referral point for other services. The Center has been very successful, and, having proved the need, is moving to larger facilities.

Another approach to housing families was taken in East Multnomah County, where the county used Community Development Block Grant funds to purchase an apartment building. The building has 11 units, four of which are transitional housing for families, one for the building manager, and six rented at market rates. Case management is provided for the families in transitional housing, and average length of stay is 90 days. The significant feature of the project is that it is expected to be financially self-sustaining.

Housing for Chronically Mentally Ill Expanded

Since June, 1987, there has been significant progress in housing the chronically mentally ill. Many of these efforts take mentally ill individuals out of jails and shelters, and place them in appropriate, supportive environments.

A Stewart B. McKinney grant is funding eighteen units for chronically mentally ill single adults. The grant provides over \$93,000 to support operating costs. Providence Medical Center provides case management, transition to independent living, and long-term community-based mental health care.

Another Stewart B. McKinney grant funds 47 rooms for the chronically mentally ill on one floor of an SRO hotel, which has been in operation since March, 1988. In addition to close management of residents, the project also supports an outreach team to identify and assist chronically mentally ill individuals not in the program. The \$210,000 McKinney grant is nearly matched by funds from Multnomah County and the City of Portland.

An additional \$473,000 in Stewart B. McKinney funds will address the very difficult group of homeless people who are both mentally ill and involved in the corrections

Initiative: HOUSING (cont.)

system. These individuals also have alcohol and/or drug abuse problems, and require intensive supervision and training in basic living skills.

The funds will provide housing, case management and mental health services for 30 such individuals who have moved in and out of corrections facilities, and who have previously returned to the streets upon release. Rooms will be rented on one floor of an SRO hotel, and managed by a non-profit community development corporation with case management, counseling and support services provided by Burnside Projects and Mental Health Services West.

Finally, Mental Health Services West was awarded Federal Housing and Urban Development (HUD) low interest loans to construct or rehabilitate up to 20 units for chronically mentally ill individuals. Section 8 rental assistance will be available to these individuals for 15 years. Under Section 8, residents pay 30% of their income as rent, and the balance is paid by the federal government.

Veterans Housing Opened

A Stewart B. McKinney grant of \$1,300,00 for operations and \$650,000 for rehabilitation will fund a transitional housing program for homeless individuals released from Veterans Administration and psychiatric programs. A 40-bed facility opened in January, 1988, provides shelter, meals, counseling, job training, and daily living skills development for up to six months. Because a significant number of Portland's homeless, perhaps 15%, may be eligible, the Portland Veterans Administration Medical Center is already considering expanding this program.

Winter Transitional Housing Expanded

For winter 87-88, the vacant Athens Hotel was leased, repaired, and opened as transitional housing for four and one-half months. 147 homeless men and women lived at the hotel, and received a range of case management, education, mental health, substance abuse, and job counseling services. The result was, 34% were employed at the time they moved out, 34% moved from the Athens into permanent housing, and 71% had visibly improved circumstances.

Initiative: HOUSING (cont.)

Foreclosed Housing Utilized

Portland is one of the few cities accessing Housing and Urban Development (HUD) and other public Foreclosed Housing Utilization Programs. This allows Portland's Housing Authority to rent homes for \$1 per year, and use them for family and special needs transitional housing. Several programs to utilize foreclosed housing are being considered for the future as part of the housing agenda.

Initiative: PERSON DOWN

PROBLEM

Individuals incapacitated by alcohol are vulnerable to exposure, victimization, or accidents. Some are suffering from illness or injuries which may be masked by alcohol.

Police, fire, Hooper (Detoxification) Center outreach, and ambulance companies all expend resources to address this problem. The cost of the current system is estimated at \$1.2 million in tax dollars and perhaps that much in increased ambulance rates, inflated by cost shifts to pay for servicing this indigent population.

VALUES

No one incapacitated by alcohol or drugs should be left untreated on the streets of Portland.

POLICY

Anyone "down" should be quickly assessed and taken to appropriate care.

PROGRAM

1. Expand outreach efforts of Hooper Center by extending to 24-hour operation and increasing authority through deputization of staff to enforce public inebriate laws in the central city area.
2. Designate a first responder agency for the downtown core area to begin operation in coordination with #1 above by July 1, 1986. Options to be explored are:
 - a) Portland Fire Bureau, b) Hooper Center, and c) contracting with a private ambulance company.
3. Direct Emergency Medical Services Policy Review Board to review above proposals to assure:
 - a) Adequate medical consultation.
 - b) Appropriate training standards for program staff.
 - c) Reasonable safeguards for individual rights.

CHARGE

To Multnomah County Department of Human Services.

Initiative: PERSON DOWN (cont.)

PROGRESS AND PLANS

The Hooper Memorial Detoxification Center, originally part of Multnomah County, is now operated by CCC. Hooper has had sobering and detoxification programs since 1972, but until 1986, the outreach program consisted of a one-person, voluntary system, which picked up and transported inebriates to the center.

In July, 1986, the CHIERS (Central City Concern Hooper Inebriate Emergency Response Service) program replaced the voluntary system. It became the nation's first outreach system with :

- Two-person emergency medical treatment (EMT) team, deputized and able to use emergency civil hold for incapacitated/intoxicated people;
- Responsibility for inebriate pick up;
- Designated first responder, replacing police or ambulance response when appropriate.

From 8 AM until midnight a two-person team, EMT certified and deputized by the Multnomah County Sheriff, operates a van in the core area, North Downtown and near east side. The team's primary function is to identify and evaluate inebriated persons, call for further medical assistance if necessary, and/or transport the inebriate to the Hooper sobering station. In addition to patrolling, the CHIERS van is tied to the emergency 911 system.

The CHIERS van's first responder status frees squad cars and ambulances, saving time and money for both police and the city. And because the CHIERS personnel know many of their clients, movement of clients to the Hooper Center becomes an easier job.

In the last year Hooper has significantly expanded its detoxification services by offering drug as well as alcohol detoxification. In addition, four holding rooms have been constructed so that Hooper can accept hard-to-manage individuals.

Initiative:
ALCOHOL AND DRUG TREATMENT SYSTEM

PROBLEM

The alcohol and drug treatment system lacks the capacity to assure appropriate treatment when it is needed. People are sobered, detoxified, and ready for longer-term care only to find they must wait for a vacancy in those programs. This often leads to having no place to go but back to the street, with the likelihood of returning to the dependency cycle.

VALUES

Society and chemically dependent individuals can benefit from a sufficient quantity and variety of programs to provide appropriate treatment services to break the dependency cycle.

POLICY

Provide a system of treatment for chemically dependent people that is timely, effective, and appropriate.

PROGRAM

1. Develop sufficient programs and capacity to meet the needs of the chemically dependent persons.
2. Install a system of incentives to break dependency for persons involved in treatment.
3. Seek additional funding dedicated to program expansion.

CHARGE

To Multnomah County Department of Human Services to define sufficient capacity to treat substance abuse in the community, identify costs of operating such a program and the sources of revenue to finance the program.

To City of Portland Office of Intergovernmental Affairs to give priority to a legislative agenda which includes financing for expansion of substance abuse treatment capacity in the community.

Initiative: ALCOHOL AND DRUG TREATMENT SYSTEM (cont.)

PROGRESS AND PLANS

Program and Costs Defined, Some Funding Obtained

In 1987, Multnomah County Department of Human Services defined sufficient capacity for alcohol and drug treatment, and determined the cost to be \$1.1 million. The system to treat alcohol and drug addiction is now in place, and bit-by-bit pieces of the system are being funded.

Since 1987, money for day treatment of alcohol and drug addicted street youth has been obtained. Funds have gone to help dual-diagnosis treatment individuals and to increase drug detoxification at community health clinics.

Chemical dependency is the largest cause of homelessness among single adults, and special programs geared to this population have been expanded in the last year. The Hooper Detoxification Center has expanded to accept individuals with drug problems, and has built four holding rooms to handle difficult individuals.

Also, there are now three SRO hotels which have alcohol and drug free housing. All clients in this housing are case managed. A tenant council runs the housing and forms a community that encourages its members to stay clean and sober. The effectiveness of this program is 60%, as compared to 10 to 15% for individuals not in the program.

Fortified Wine Ban

Concurrent with adoption of the 12-Point Plan, the City council adopted a recommendation from the Mayor's Task Force on Downtown Alcoholism, which banned the sale of fortified wines (alcohol content of 19%) in the skid row area. The result was dispersal of the traditional population to other parts of the city... a result that has its supporters and critics. Subsequent actions by the City Council enlarged the ban area and further restricted fortified wine sales in any location where alcohol-related problems occurred.

Initiative: INVOLUNTARY COMMITMENT

PROBLEM

Currently, no legal authority exists to compel people with repeated voluntary or involuntary admissions to detoxification services to obtain ongoing treatment.

VALUES

Neither society nor individuals benefit from continuing to sober people unless the cycle of alcoholism can be broken.

POLICY

Society has a right to compel chronic users of substance abuse detoxification services to obtain ongoing treatment.

PROGRAM

1. Advocate for changes in state law to be passed by the 1987 Legislative Session to provide for involuntary commitment for chronic detoxification service users, together with adequate state funding for treatment for those so committed.
2. Coordinate above actions with the State Mental Health Division Task Force on Civil Commitment of Mentally Ill Persons.

CHARGE

To City of Portland Office of Intergovernmental Affairs.

PROGRESS AND PLANS

An involuntary commitment bill in the 1987 Oregon Legislature did not pass. Another attempt will be made in 1989.

Initiative: STREET SANITATION

PROBLEM

The streets of the Burnside area do not conform to acceptable community sanitation standards due primarily to lack of public toilet facilities and a proliferation of sidewalk dumpsters.

VALUES

Clean streets help create a hospitable atmosphere conducive to improving the vitality of the Old Town neighborhood.

POLICY

Provide safe and appropriate public toilet facilities in the downtown area and eliminate dumpsters from sidewalks.

PROGRAM

1. Establish programs that enhance street sanitation by:
 - a. increasing the availability of public toilets by examining the feasibility of locating "European-style" toilets in the downtown area and exploring costs of opening and placing attendants in the currently closed public restrooms;
 - b. hiring low income downtown residents for a limited period to regularly collect and transport trash to a central location for storage and transfer; and
 - c. developing a program of assistance for property owners/businesses to construct secure off-sidewalk alcoves within a finite time period after which on-sidewalk dumpsters would be banned.

CHARGE

To Portland Bureau of Community Development to develop toilets.

To Portland Department of Transportation to develop on-street dumpster elimination program.

To Portland Bureau of Buildings for development and implementation of an enforcement program.

Initiative: STREET SANITATION (cont.)

PROGRESS AND PLANS

Public Toilets

Once the need for public toilets was identified, city funding could be leveraged by installing toilets in new or renovated buildings, rather than building separate facilities. The supply of public toilets will continue to increase in this manner.

Expanded Clean-up

A program to employ low income downtown residents to sweep sidewalks was started in 1986, and has contributed to both street sanitation and employment objectives. The original program in North Downtown has been expanded to a larger core area. That program is also being converted to private funding through an economic improvement district promoted by the Association for Portland Progress, a group of area business people. 17 clean-up persons will be employed (see JOBS, pp. 42-44).

Dumpsters

Dumpsters became a major problem in the North Downtown area as the number of restaurants and other retail establishments increased. Homeless people forage through the dumpsters or use them as a shield for toileting. With the support of the business community, the City Council decided to enforce the ordinance banning on-street dumpsters, effective April 1, 1987. The dumpster problem is now gone.

Initiative: JOBS

PROBLEM

People who are homeless generally lack confidence, basic skills, or recent stable work history to seek and retain employment at even the beginning of the economic ladder.

VALUES

Anyone who is capable of working should have access to a job at the State minimum wage performing a needed service.

POLICY

Encourage public and private initiatives to hire homeless people, providing training and transitional employment when necessary.

PROGRAM

1. Encourage and assist Facilities Maintenance Employment Project with Association for Portland Progress, and encourage other such employment initiatives.
2. Encourage private employers to reserve minimum wage jobs for people who need to grasp "the first rung of the economic ladder."
3. Encourage pre-employment training and long-term transitional employment programs in sheltered settings.
4. Assure coordination of youth employment programs with Leaders Roundtable.

CHARGE

To Portland and Multnomah County/Washington County Private Industry Councils to develop, promote and support employment and training programs for the homeless.

PROGRESS AND PLANS

Like many of the activities under the 12-Point Plan, the jobs program has a range of benefits. In addition to its main goal of giving homeless people a chance to grab at the first rung of the employment ladder, the program keeps participants working rather than wandering the streets, provides street cleaning for an improved business

Initiative: JOBS (cont.)

environment, and reinforces the commitment of the business community. It's this sort of leverage that stretches the benefits of every dollar and every hour invested in a program.

Youth

The Youth Shelter is linked to the Job Corps, which puts youth into primarily forestry jobs. Also available through the Youth Shelter is access to a jobs program run by the Private Industry Council. This program puts youth to work painting, cleaning and doing repair work in the core area. In addition, the Youth Shelter offers General Education Diploma (high school equivalency) classes.

Veterans

Portland was chosen as one of 14 demonstration project sites for veteran job counseling and training. The project is funded by \$95,000 in Stewart B. McKinney Funds, and administered by Oregon's State Employment Service.

Homeless veterans will get counseling and training, then be hired to do community outreach, recruitment and training of other veterans. Three to six months after they are hired, these veterans will develop and transition into their own jobs in the community. Each year this program will work intensively with 50 individuals.

Through its outreach efforts, the program will have contact an additional 250 veterans each year. One of the program's objectives is to familiarize all veterans with services available in the community, and veteran-to-veteran contact is the best way to achieve this.

Association for Portland Progress

The Association for Portland Progress (APP) runs two job programs. One program, praised in an editorial in the Oregonian, and in the Portland Business Journal creates an Economic Improvement District (EID) in which property owners tax themselves. The assessment pays for 17 clean-up persons and 28 "guides" who assist visitors and discourage illegal behavior.

APP also manages city-owned parking garages, and hires homeless individuals for maintenance. Personnel for both APP programs are hired through agencies assisting the homeless.

Initiative: JOBS (cont.)

State Employment Division Branch Offices

The State Employment Division has on-site personnel at both Burnside Projects and the Burnside Community Council.

Burnside Job Corps

Operated by the Burnside Community Council, the Burnside Job Corps has placed 322 people in permanent, full time work in 1987, with an additional 139 placed in the first quarter of 1988. In addition 4400 casual day labor jobs were filled in 1987, with an additional 2,299 filled in the first quarter of 1988.

The Job Corps runs a series of programs designed to fit the individual needs of its clients. The most "job-ready" clients are given the help they need, including job referral, support, transportation, clean-up, or other services, then prepared for and placed in permanent jobs.

Individuals who are not quite job-ready are placed in temporary jobs, then helped to develop the skills they need to move to a permanent position. Often those in temporary jobs need help getting into a work routine, and need to develop stability. As part of preparation for employment, the Burnside Job Corps runs support groups, helping individuals make the transition from street life to self-support.

A third job classification is casual day labor. These jobs are primarily for individuals who need emergency funds, or who are not ready for temporary work.

The Burnside Job Corps also has four fire fighting crews, called the Intertribal Fire Fighting crews. These crews, formerly part of an intertribal organization, are nationally known and fight fires across the United States. Their Indian leadership has been maintained, and the crews include both men and women.

Community Response

Once the need for jobs was clearly outlined, support was offered by a variety of organization and individuals. One effort is by the Oregon Association of Rehabilitation Professionals. The group includes 20 private vocational rehabilitation companies who volunteer their services to prepare and place homeless individuals in jobs. The group also provides follow-up counseling.

Initiative: CASE MANAGEMENT

PROBLEM

Many homeless people lack sufficient knowledge and skill to access the services necessary to maintain themselves in housing or treatment.

VALUES

People who are unable to cope with social systems to meet their needs should be assisted by an advocate/advisor.

POLICY

People who need help should be located and assisted in accessing programs that provide helping services and case management.

PROGRAM

1. Identify existing case management services available from public and private sources in the community and correlate to unmet needs for these services.
2. Develop plan for a system to provide case management for everyone in need of such services, to track clients through that system, and to evaluate its effectiveness.
3. Seek funding for implementation of plan #2 above from a variety of sources including local, state and federal sources, grants, and contracts with private agencies.

CHARGE: To Emergency Basic Needs Committee.

PROGRESS AND PLANS

In 1987, through EBNC's advisory group on Case Management, models were developed, along with an assessment of present services and unmet service needs. Linkage of emergency basic needs services and coordination of the service delivery system were outlined. Also, case management needs were prioritized by the service providers, so the most critical needs could be met as funds became available.

The county has now provided \$196,000 for short-term case management (called "linkage services") to 18 agencies. These funds go to help individuals with alcohol and drug abuse problems, victims of domestic violence, ex-prostitutes, homeless families, the chronically mentally ill, and youth. Also, funds for case management have been included in both state and federal homeless assistance grants.

Initiative: POINT OF ACCESS TO SERVICES

PROBLEM

Those needing services to meet basic needs are confronted with multiple agencies dispersed at various locations throughout the community. Often those who need these services lack sufficient knowledge, skill, motivation and transportation to find and enter the appropriate service.

VALUES

People needing basic services should be able to access services at a multi-service center location. Several such multi-service centers are necessary.

POLICY

Provide suitable locations and facilities for access to basic services in areas where public policies support such locations and facilities. Where possible, locate such facilities in conjunction with low-income housing. Stabilize a rational service delivery system and minimize space cost.

PROGRAM

1. Provide sufficient low cost, long term space for program operation to assure providers of stable physical locations.
2. Assist in designing standards and policies to govern location and scope of program operations.
3. Assure coordination with case management services.

CHARGE

To City/County Emergency Basic Needs Committee

PROGRESS AND PLANS

Since the 12 Point Plan was written, the concept of Central Point of Access has been implemented in a variety of forms. In some cases the central point is a physical location. In other cases, the central point of access is created by a linkage of service providers. Following are examples of both:

Initiative: CENTRAL POINT OF ACCESS TO SERVICES (cont.)

**The Glisan Street Multi-Service Center:
A range of services in one location**

In 1986 the Portland Development Commission (PDC) and the Central City Concern in concert with other North Downtown social service agencies, proposed an SRO hotel be developed into a service center with special housing accommodations. The Beaver Hotel was purchased, renovation completed, and opened in March, 1987 as the Glisan Street Multi-Service Center. At the opening, Jean DeMaster, executive director of Burnside Projects said, "Once we make this building a gateway out of Portland's skid row, we can benefit the homeless, the community and the business community."

The center was a major step in both client service and effective use of resources. With services in one location, clients avoided walking around the neighborhood, going from one agency to another, standing in one line after another on the streets in front of the agencies.

The center's lower floor houses the Wallace Medical Concern and Burnside Projects' alcohol and drug treatment program.

On the main floor is Burnside Projects' Crisis Intervention program including information and referral, emergency services and intervention services. Also located on the main floor is the Case Management Program, Money Management and Check Co-endorsing, Mental Health, Veteran's Services and the Oregon Employment Service. In addition, there are corrections programs for those on pre-trial release and for those receiving intensive corrections case management.

Other services at the Center include an emergency night shelter for 140 people each night, a clean-up center and clothing exchange. An estimated 45,000 meals will be served from the community kitchens this year. Upstairs, SRO units are available for 60 residents.

In addition to better client service, this central point of access has provided social service agencies a permanent home, ending their precarious renter status. Many of the Beaver's social service tenants were faced with rising rents, lease expirations, or short term leases, as well as physical dispersion.

Initiative: CENTRAL POINT OF ACCESS TO SERVICES (cont.)

**Portland Impact:
Networking to provide a continuum of services**

Located in Southeast Portland, Portland Impact is an example of a central point of access for homeless families and couples. The homeless can come to this one location for the full continuum of services they need... some of which are at the location, some of which are accessed through other organizations.

Homeless families are provided emergency shelter at a church shelter or, if these are filled, through the voucher system. Case management plans, including job assistance, health care and other services, are developed.

Families can stay in the emergency shelters for up to two weeks, at which time they are moved to transitional housing. Portland Impact arranges for the housing, and continues to provide case management and support throughout the transitional stay. Portland Impact works with other agencies to access jobs programs, and works with a volunteer financial planner to provide budgeting and financial planning assistance for the families.

Also, Portland Impact operates a Family Resource Center for day-time drop-in. In conjunction with its Youth Center, parenting skills and counseling are provided. In conjunction with its Senior Center, seniors are provided assistance. In short, through a network of services, homeless families and couples are provided the continuum of service they need to get out of their homeless state.

Initiative: STREET SAFETY

PROBLEM

People entering the Central City are confronted by behavior and appearances they perceive to be threatening. Fear of crime limits citizen mobility and participation in community life.

VALUES

Diversity of lifestyle is healthy and interesting if one feels secure from harm.

POLICY

Provide an environment in the Central City where people feel safe to interact with others who differ in lifestyle, age, race, socio-economic class, and appearance.

PROGRAM

1. Establish a pilot neighborhood team police unit in the North of Burnside area.
2. Seek funds to hire persons as unarmed police aides to serve as a visible reassurance that access to police protection is available.
3. Increase the number of outdoor public phones for 911 access.

CHARGE

To Portland Police Bureau.

PROGRESS AND PLANS

Increased Police Presence

Police presence has been significantly increased in the North Downtown area. Foot patrols, horse and car patrols make the police a visible part of the neighborhood's activity.

Crime Prevention Program

An innovative crime prevention program was developed by the city's Office of Neighborhood Associations. The city contracts with the Downtown Community Association (residents group) and the Association for Portland Progress (business group) to hire a full-time crime prevention coordinator. The program recognizes the city's crime prevention responsibilities, has the clout of the Mayor's office, but leaves control of the program to local organizations.

Initiative: STREET SAFETY (cont.)

The coordinator was hired in August, 1986. Since then, seven business watch programs have been initiated, six more are under development, and twelve apartment watch programs are underway, including some in SRO hotels. Residents and businesses get training on how to improve safety both in buildings and on the street. Also, the coordinator can be the contact for special safety issues that arise.

Another of the crime prevention coordinator's programs is the Troubleshooter Card Program. Pre-addressed postcards are distributed to downtown businesses and residences, with check-offs for 10 chronic street disorders or crime problems. Businesses and individuals fill in these cards, and return them to the coordinator, who compiles the results weekly and sends results to the central police precinct. The precinct uses this information to most effectively schedule walking beats. With the support of the Portland Police, this program has been successful at identifying and addressing aggressive panhandling, street drug dealers, and other chronic problems.

The crime prevention program has enhanced grassroots interest in safety, and has helped business people and residents realize they have power to affect the crime situation.

Portland Guides

The Association for Portland Progress (APP) is planning to form an Economic Improvement District which will fund 28 Portland Guides. As well as assisting visitors, the guides will help discourage illegal behavior. The guides will be hired from the police academy and local colleges, and will act as "eyes and ears." If problems arise, the guides will contact a back-up police unit.

Aggressive Behavior Ordinance

In February, 1987, the City Council adopted an ordinance enabling police to control aggressive street behaviors. The ordinance helps curb aggressive panhandling.

Drug House Ordinance

In May, 1987, the City Council passed a civil ordinance designed to remove crime activity from neighborhoods and the downtown area. The ordinance encourages building owners to comply with a better level of management by allowing the city to seek a one year court-ordered building closure for structures where criminal activity has occurred. The ordinance has been effective, and has received good citizen feedback.

Initiative: JOBS (cont.)

Point of Purchase Materials

The Downtown Retail Council has developed a point of purchase display program with the theme "Real Change, Not Spare Change." Shoppers receive informational cards that help them direct panhandlers to emergency services.

Initiative:
CHRONIC MENTAL ILLNESS TREATMENT

PROBLEM

Many of the community's homeless population is categorized as chronically mentally ill. Policies of deinstitutionalization, predicated on delivery of services in the least restrictive environment, have proceeded without proper attention to providing adequate funding for community-based care. Additionally, inadequate attention has been paid to the recurrent need of some individuals, who often decline services, for periodic institutional commitment.

VALUES

Individuals suffering from chronic mental illness deserve adequate ongoing treatment of a type and in a location consistent with their present condition.

POLICY

Provide adequate treatment services for chronically mentally ill individuals in an environment that is the least restrictive and most likely to protect the individual and others from harm.

PROGRAM

1. Define scope of program necessary to provide ongoing treatment of chronically mentally ill individuals, including extent of need for periodic institutional commitment as required to meet treatment needs.
2. Develop sufficient programs and capacity to meet the needs of chronically mentally ill persons.
3. Seek additional funding dedicated to program expansion.
4. Participate in State Mental Health Division Task Force on Civil Commitment of Mentally Ill Persons.

CHARGE

To Multnomah County Department of Human Services to define sufficient capacity to treat chronic mental illness of persons in the community, identify costs of operating such a program and the sources of revenue to finance the program.

Initiative: CHRONIC MENTAL ILLNESS TREATMENT (cont.)

To City of Portland Office of Intergovernmental Affairs to give priority to a legislative agenda which includes financing for expansion of programs for the chronically mentally ill.

PROGRESS AND PLANS

A program for serving the chronically mentally ill has been developed by the Multnomah County Department of Human Services for EBNC. The program identifies three levels of service, and costs associated with those services.

Stewart B. McKinney funds have been obtained for several projects:

- \$210,000 goes toward 47 rooms on one floor of an SRO hotel to provide housing, assessment, case management and support services to chronically mentally ill persons. In addition to close management of residents, the project also supports an outreach team to identify and assist chronically mentally ill persons not in the program. Funding from the city of Portland and Multnomah County nearly matches the McKinney grant.

- \$236,582 annually over two years provides 15-20 rooms for chronically mentally ill persons who have repeatedly moved in and out of corrections facilities, and returned to the streets. Case management, counseling and support services are provided.

Both grants help to direct the mentally ill out of jails and shelters, and into more appropriate facilities. Another Stewart B. McKinney grant provided:

- \$466,250 for 18 units in one facility for chronically mentally ill single adults. The grant supports operating costs of the facility, with Providence Medical Center providing case management, transition to independent living, and long-term community-based mental health care.

The Oregon State Legislature provided new funding for identification and treatment of the most at-risk populations (those who have been committed two or more times in a three year period.) The legislature also passed a bill both safeguarding personal rights and making it easier to commit chronically mentally ill individuals whose conditions were severely deteriorating.

Initiative: PUBLIC PARTICIPATION

PROGRAM

Inadequate public dialogue concerning policies and programs concerned with homelessness tends to polarize the community, preventing effective responses to the many problems presented by this population. Additionally, inadequate communication often results in ineffective utilization of resources.

VALUE

Open public discourse, conducted in an orderly process, produces policies and programs of higher quality and greater scope that are more responsive to the needs of the community.

POLICY

Development of policies and programs to serve the homeless shall be presented to policy makers for decision only through an orderly process.

PROGRAM

1. Convene a public forum to discuss and resolve the problems of homelessness and ways of mitigating the impact of this condition upon the homeless individuals and the residential and business neighborhoods of the community.
2. Coordinate the work of this forum with the City/County Emergency Basic Needs Committee.
3. Mandate participation in this forum by executive-level managers of all city and county operating bureaus and agencies as required by the work of the forum.

CHARGE

To City of Portland Office of the Mayor to convene and chair the public forum.

PROGRESS AND PLANS

The forum meets monthly, and features two to three speakers. Locations and subject matter vary, and meeting notification goes to 350 people.

Old Town leaders working privately to solve differences

By GORDON OLIVER
of The Oregonian staff

Donald E. Clark, Central City concern executive director, and a consultant for Old Town's major property owners have been working privately for several months to develop an agreement that could end a long-standing conflict between the neighborhood's social service providers and business interests.

If leaders of neighborhood business and service institutions can agree on a direction for Old Town's future, the Portland Development Commission is prepared, if given City Council approval, to spend about \$2.6 million in the next fiscal year to buy and rehabilitate "single room occupancy" hotels in downtown and Old Town, said Samuel Galbreath, director of PDC's housing programs.

The preservation of downtown low-income housing using downtown urban renewal funds during the next decade is one of the top priorities for Central City Concern, Clark said. About 30 of the core area's 44 low-income hotels, with about 1,800 units, should be saved through public purchase, Galbreath estimated.

Clark and Roger Shiels, an architect and planner representing Old Town's major property owners, emphasized that no accord had been reached on issues that had created tensions in Old Town for more than a decade. But both are optimistic that an agreement will be developed that would allow business expansion while preserving housing and social services for homeless and low-income people. The agreement could be incorporated into the Central City Plan being prepared for City Council action late this year, Clark said.

Shiels represents Northwest Natural Gas Co. and its development subsidiary, Pacific Square Corp.; the Hayden Corp.; Norcrest China Co.; U.S. Bancorp; and the Glacier Park Co., a land holding subsidiary of Burlington Northern that has control of the rail-yard property near Union Station. Shiels was hired to work on behalf of public acquisition of the Union Station property and to prepare a business interest response Preservation of low-income housing would be a victory for both social service agencies and business if it would keep low-income from being force out through hotel

Shiels both said. At the same time, some property owners said they would be wary of an agreement that would make Old Town a "magnet" to needy populations, while service agency representatives want assurances that residents, including alcoholics, will have a place to go outside without being bothered.

The business leaders are interested in public acquisition of the Union Station property and an eventual expansion of the Transit Mall to the train depot. Without an agreement to protect housing, Clark said, those projects could threaten the residential neighborhood by creating new development pressures.

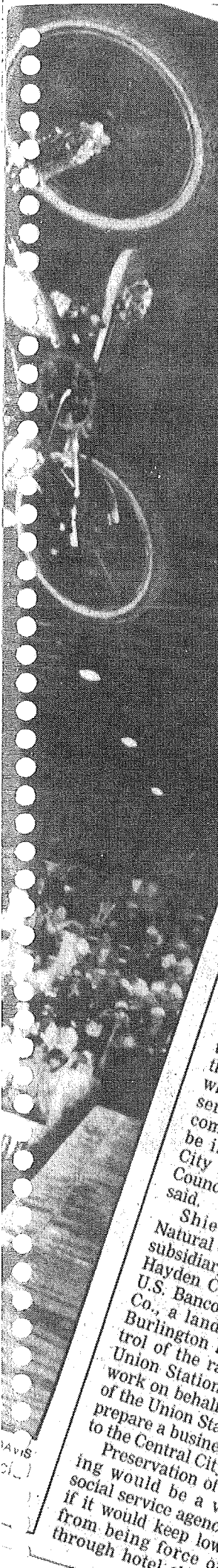
Clark said social service agencies and their supporters had the political strength to mobilize public opposition to the business goals. Conversely, business interests have the clout to damage or kill projects desired by service agencies, he said. Lacking an agreement, "we have the ability to stop each other, but we don't have the ability to do much good for Portland," Clark said.

Shiels and Clark both credited Mayor Bud Clark with creating a climate for an agreement through his 12-point plan for the homeless. The mayor's plan is credited with being responsible for reducing problems of public alcoholism and drug abuse, litter and crime.

The Metropolitan Area Express line has brought more people into Old Town, and business leaders are buoyant about the City Council's recent approval of a combined helicopter and parking lot near the Steel Bridge.

"I'm optimistic about everything in Old Town now. I think we've turned a corner," said John Parsons, an executive of the Pacific Union Station Business Community Association, a community group that opposed Central City Concern's purchase of the Beaver and Estate hotels for housing and service programs.

Creag Hayes, owner of Cyclotron Sport Shop in Old Town and a frequent critic of social service initiatives, said he had learned of the discussions by chance only a week ago. "I'm a little concerned," he said, "one has talked to street-level



VII. COMMUNITY QUESTIONS ABOUT HELP FOR THE HOMELESS

There are certain persistent questions about help for the homeless. The most pervasive is whether Portland's enhanced programs draw homeless people from other parts of the country. There are similar viewpoints in other cities:

- Colorado Springs believes its homeless population comes from Denver.
- Miami, Florida residents believe homeless people congregate there because of the weather.
- Phoenix believes its climate draws homeless.
- Seattle residents believe the city's tolerant attitude draws homeless from Portland.
- Portland's residents believe its programs and moderate climate draw people from California, Idaho and Washington.
- San Francisco and Washington D.C. residents believe their cities attract homeless from all over the nation, and the list goes on and on.

The truth is, the per capita percentage of homeless people, and the composition of the homeless population from city to city, is remarkably consistent. Studies indicate that somewhere between about one out of 300, and one out of every 500 residents of a metropolitan area is homeless. For the Portland area, one out of every 300 residents equals about 4300.

How many people in Portland are homeless? The number is elusive, both because it is difficult to count, and because the definitions of homelessness are so varied. However, on February 25, 1987 a year-long study by the EBNC Ad Hoc Advisory Committee on Shelter, Clean-Up and Clothing found that 9,258 individually named people received one or more nights of shelter services from August 1, 1985 through June 30, 1986. Of this number, 4,750 individuals, roughly half, were in homeless families. About 2,400 were individual men, 960 were individual women, 500 were youth (under 21 years of age), 378 were in homeless couples without children, and 200 were elderly.

Dr. Carl Abbott, professor of urban studies and planning at Portland State University, has studied homelessness nationwide. He has noted, "Essentially, homelessness is a universal, local problem, and each city produces its own homeless population. The problem has the same characteristics and magnitude across the U.S."

The myth that Portland is attracting homeless people persists because after 1980, the city did see a marked increase in the number of homeless. The public surmised that the increase was due to an influx from "somewhere else." Also, local programs for the homeless increased as the number of homeless increased, further fueling the myths that homeless flocked to Portland because it was a "nice place" to be.

Actually, there has been an increase in homelessness in all cities, and new programs only met the urgent demands that already existed. While some permanently transient people do exist, the number is small. They tend to be articulate, outgoing, and mobile. Chronic alcoholics and the chronically mentally ill, on the other hand, have a difficult time simply navigating city streets to find the bare necessities of life. This is not a mobile population.

As for homeless families and victims of domestic and sexual violence, these populations are highly immobile. Women and children fleeing intolerable household situations are financially and psychologically unprepared to travel to distant, unknown cities, unless there is the possibility of living with friends or relatives. Families face the same situation. If a family is homeless, where would they find the money to travel to new locations? And their bewilderment at being homeless... their failure to understand what went wrong... leaves them psychologically ill-equipped to move to unknown environs.

A second question is whether helping the homeless, particularly the traditional skid row population, makes their life too "easy." Homeless people gathering on skid row, drinking and socializing, may make life look carefree. But being homeless is no picnic. In fact, being homeless, and finding enough food, clothing and shelter to stay alive, even with help from social service agencies, is a full time job. Foraging through dumpsters for food is not glamorous. Spending the night under a bridge in the rainy northwest winter is not comfortable. Make no mistake about it: People are homeless because they do not have the ability to be anything else.

It is clear that given the help they need, many homeless people can return to self-sufficiency. For some people, the road is difficult, but do-able. For others,

breaking the cycle is so hard, so costly, that self-sufficiency is tactically impossible. Still, these individuals did not choose homelessness because it was a carefree way of life. These individuals can be accommodated so they do not jeopardize themselves or city vitality.

VIII. REPORT CARD ON THE 12 POINT PLAN and FORECAST FOR THE FUTURE

**(This is the original 1987 version.
For an update see the 1988 Edition Preface, pages 1-3)**

Since the 12 Point Plan went into effect, there has been a significant improvement in the environment of North Downtown:

- The number of loitering or inebriated people on the street has decreased dramatically;
- There are fewer incapacitated inebriates on the street,
- The number of drug overdoses in the area dropped 50% between the first and last six months of 1986;
- Dumpsters have been removed from the sidewalks, public urination has decreased, and the street sweeping program has helped keep the sidewalks clean;
- North Downtown businesses have publicly praised the improved environment for business.

Beyond these surface signs, there is growing confidence that business, social service agencies, and the indigenous homeless population can co-exist in North Downtown. Low income housing does not need to be bulldozed in favor of business development, and businesses do not need to contend with chronic late stage alcoholics living on their doorsteps.

In February, 1987, representatives of the business community and social service agencies in North Downtown began an unprecedented series of meetings to outline common interests and accords. The two groups have been in conflict since the 70's brought gentrification to the area, and the search for points of agreement was a major step forward.

In March, 1987, Mayor Clark was joined by business leaders in endorsing a \$640 million development for the North Downtown. Over the next twenty to thirty years, the project could generate 20,000 jobs. Just a few blocks up the street, social service agencies were moving into the newly purchased and renovated Beaver Hotel. The magnitude of investment and confidence by both business and social service agencies was another vote of confidence in the future of the area.

In May, 1987, the North Downtown business community and social service agencies signed a landmark set of accords, which was then endorsed by the Portland City Council. The accords mandate SRO housing and other accommodations for zero and low income people be preserved, that support services for these populations remain in the neighborhood, that business development in the area be encouraged, and that services to break the cycle of homelessness are essential to minimizing the number of homeless people in the future.

The accords list specific activities that both businesses and social service agencies will support, and establish a regular communication forum to assure that "development, housing and social service programs in the District are carried out in a cooperative manner."

The accords and the visible improvement in the area are important successes. But in one year, how far have we actually come in breaking the cycle of homelessness?

While there is little overall data on the number of homeless people who reach self-sufficiency, first-hand accounts from agencies say the cycle is being broken for a small, but growing number of people. Most of those working with homeless people in Portland are convinced that the plan is an effective one, and its effectiveness will be amplified when more pieces of the package are in place.

We do know that many more people are receiving shelter, case management and other services, which puts them in a far better position to reach self-sufficiency. It is clear that the less time a person is homeless, the easier it is to return them to self-sufficiency. Agencies dealing with families and victims of sexual and domestic violence are particularly optimistic because they readily see that support makes a difference.

With leadership and a workable plan in place, what stands in the way of success? Certainly funding is the biggest obstacle. Still, Portland's achievements per public dollar spent have been notable. Funds are highly leveraged because projects are coordinated, piggy-backed, and prioritized. The family shelters, developed under a city contract and run in area churches, are excellent examples of what coordination can achieve. The street sweeping program, coordinated by Burnside Projects through a contract with Association for Portland Progress is another example.

One of the 12 Point Plan's chief successes has been strengthening of public support, and funnelling of support into action and results. Polls show that public support is

directly linked to Mayor Clark's visible leadership. In January, 1987, after the plan had been in effect one year, an Oregonian poll showed 89% of Portlanders thought help for the homeless was important. Surprisingly, support for the homeless was voted more important than water service. Also, 59% of those polled said help for the homeless was the last item they would cut. In an even stronger show of support, a poll of 1,200 residents by the city showed that 66% would support a tax levy to provide housing for the homeless.

The 12 Point Plan has focused support for the homeless, giving it a clear sense of direction and a process for achieving success. Diverse interests are working together behind this common rallying point, and the pieces are coming together for even greater success in the future.

Rating city services

Portland residents responding to a poll commissioned by The Oregonian this month were asked to rate the importance of major city services and to suggest areas that could be cut if necessary.

How would you rate the importance of using tax funding for the following services?

	Very or somewhat important	Not too or not at all important	Undecided
Fire protection	100%	0%	0%
Police	98%	2%	0%
Street repairs	93%	7%	1%
Help for the homeless	89%	10%	1%
Parks, recreation	88%	11%	2%
Water service	86%	12%	2%
Sewers	84%	14%	1%
Parking	61%	38%	2%
The arts	54%	44%	2%

If the city had to cut services to avoid raising taxes, how willing would you be to see funds cut for the following services?

	Not too or not at all willing	Very or somewhat willing	Undecided
Fire protection	86%	13%	1%
Police	83%	16%	1%
Help for the homeless	59%	39%	2%
Water service	59%	36%	5%
Sewers	55%	42%	3%
Street repairs	45%	52%	3%
Parks, recreation	42%	57%	1%
Parking	25%	73%	2%
The arts	23%	74%	3%

The Oregonian/Bardsey & Hessecker Inc.

Mayor hails support for aid to homeless

Story on Page One also
By GORDON OLIVER
of The Oregonian staff

Mayor Bud Clark said he was pleased with poll findings showing strong support for programs to help the homeless, a centerpiece of his administration. "This, to me, is very gratifying," Clark said of the support levels for his homeless programs. "I knew it was strong, but I didn't realize it was that strong."

A poll commissioned by The Oregonian Feb. 13-15 showed about nine out of 10 people thought that help for

"We need the services, even if the taxes go up."

the homeless was important — about as important as street repairs and parks and recreation. More than half said they would support these programs for the

fire, people are going to want police and fire," said city Commissioner Mike Lindberg, who has jurisdiction over the Parks Bureau and the Performing Arts Center. He said a dedicated fund to separate the arts and parks from competition with public safety programs would be one way to reduce competition between the different types of services.

Lindberg has argued consistently that strong parks and recreation programs are essential in Portland's fight against crime because they provide an outlet that reduces criminal activity. He also has pushed the arts as a key to economic development. Performing Arts Center manager Patrick Harrington said the center, which is now self-supporting, has not requested general-fund money in order to avoid competition with public safety programs.

The center anticipates an operational deficit of about \$600,000 next year but is looking outside the general fund for money. The possibility of new taxes to maintain services was acceptable to Clara Aasen, a retired Portlander who responded to the survey. "I can't see the need for the services," she said. "We have to

Talk of license

By TOM HALLMAN JR.
of The Oregonian staff

A regional supervisor with the Oregon Liquor Control Commission labeled as "premature" Monday any talk of rescinding the license of Southeast Portland bar that neighbors claim has history of violence.

Early Sunday, a man was shot to death in parking lot of Don Juan's Mexican Cuisine, 2 S.E. Hawthorne Blvd. Later that day, the board directors of the Sunnyside Neighborhood Association voted to urge the OLCC to rescind the liquor license.

The license is up for renewal in June, but the group hoped that the liquor commission would rescind it immediately. Board members said the owner of the Ruiz of Woodburn, had appeared before

Judge wants jail plans b

By HARRY BODINE
of The Oregonian staff

U.S. District Judge James A. Menzies said Monday he wants Multnomah County commissioners to decide whether they want to limit the operation of the Justice Center before he rules on a lawsuit concerning jail overcrowding.

During a three-way "conference" telephone call Monday, County Counsel John B. Jerome E. LaBarre, the attorney for inmates in the 6-year-old lawsuit, Redden told Menzies the county commissioner's representative to the next court hearing would be Leash.

Redden told Menzies that the county knows what the count down and long-range plan is regarding jail overcrowding. The judge previously ruled that the population of a courthouse to 50 inmates is not yet to rule on the facility, the downtown jail.

Built to house 100 inmates, the population is far in excess. After construction in recent years, the population is far in excess of 150. Fred B. Peckham, Peckham staff he re

"I can't see the need for the services," she said. "We have to

order the Thor name relative

IX. SELECTED BIBLIOGRAPHY

Burnside Projects. Annual Report - 7/1/87 - 6/30/88. Portland: October, 1987. Report on Burnside Project's range of programs serving the traditional homeless population. Available from Burnside Projects, 435 N.W. Glisan, Portland, OR 97209.

Burnside Projects. Bridges: A Publication for Friends and Supporters of Burnside Projects. Portland. Newsletter includes topical articles on issues of homelessness, case histories, data, community events and news. Available from Burnside Projects, 435 N.W. Glisan, Portland, OR 97209

Central City Concern. Annual Report, 1987-88. Portland: February, 1988. Report on CCC's activities, including housing, alcohol-free housing and alcoholism services. Write CCC, 222 N.W. Couch, Portland, OR 97209.

***City of Portland, Oregon. The Central City Plan: Choices for the Future. Portland: 1987.** Four-color, newspaper format, of the draft plan. Includes sections on economic development, housing, urban design, preserving Portland's heritage, transportation, recreation, arts, vision for the city, and other topics.

***City of Portland, Bureau of Human Resources. Assessment of Special Needs of Special Populations Within the Central City Area. Portland: April, 1986.** Populations studied include alcohol and drug abusers, elderly, prostitutes, refugees, youth, and other special needs groups. Also, a matrix of services and bibliography.

***City of Portland, Bureau of Human Resources. Human Services for Portland's Central City: Phase II Research. Portland: April, 1986.** A review of innovative programs nationwide, and funding sources for Portland/Multnomah County program development.

***City of Portland, Bureau of Human Resources. Three Deinstitutionalized Populations. Portland: April, 1986.** Focuses on deinstitutionalized chronically mentally ill, youth and ex-offenders... composition of each population, demographics and service needs.

- *City of Portland, Bureau of Planning. North of Burnside Plan. Portland: 1981. Established land-use framework plan for development of that area. Emphasized that housing and services to the homeless be provided in areas where they congregate.
- *City of Portland, Bureau of Planning. North of Burnside, Supplemental Report. Portland: May, 1981. Documents physical, economic and social conditions and trends in the traditional skid row.
- *City of Portland, Bureau of Planning. North of Burnside Implementation and Management Report. Portland, July, 1982. Makes specific recommendations on implementing North of Burnside plan.
- *City of Portland, Bureau of Planning. Status Report on Low-Income Single Room Occupancy (SRO) Housing in Downtown Portland. Portland: March, 1986. Includes detailed information on housing trends, policy considerations, funding sources and other topics.
- *City of Portland, Bureau of Planning. Single Room Occupancy (SRO) Housing Study: Central City Planning Area. Final Report. Portland: September, 1986. Examines housing supply, and identifies factors likely to influence the maintenance or expansion of SRO's in the next 20 years.
- *City of Portland, Downtown Housing Advisory Committee. Downtown Housing Policy and Program. Adopted by the Portland City Council, October, 1979. A key policy document emphasizing city's commitment to low income housing.
- *City of Portland, Portland Planning Commission and Bureau of Planning. Housing: An introduction to Portland's Policies and Programs. The 1985 Annual Housing Report. Portland: June, 1986. Describes Portland's housing programs and policies, and the agencies, committees and groups involved in housing-related activities.
- *City of Portland, Portland Development Commission. Project Reference File: Selected Publicly Assisted Housing Projects. Portland: November, 1982. An inventory of residential housing projects.

City of Portland, Portland Development Commission and the Community Redevelopment Agency/ City of Los Angeles. Single Room Occupancy Development Handbook. Portland: April, 1985. A step-by-step guide to SRO development, including finding and financing a suitable building, rehabilitation, and management of the operating SRO. Available from the Portland Development Commission, 1120 S.W. 5th, Portland, OR 97204. Write c/o Martha Miller, and cost is \$12.50.

***City of Portland/Multnomah County Emergency Basic Needs Committee (EBNC). Plan for Coordination of Emergency Basic Needs Services. Portland: February, 1988.** This report includes the recommendations and a model for coordinated funding/administration and delivery of emergency basic needs services, and summaries of need assessments for seven categories of service.

***Housing Coordinating Council, Emergency Basic Needs Committee. Matrix and Descriptions of Housing-Related Committees, Boards, Commissions and Agencies in Portland and Multnomah County. Portland: January, 1987.** This is a complete review of city and county organizations, including brief histories, programs, membership and contacts for more information.

Oregon Coalition Against Domestic and Sexual Violence. Joint Long Range Plan for Prevention of Domestic and Sexual Violence and Service for Victims. Portland: September, 1986. Details current services, unmet needs, sources of support and areas needing greater coordination. Write the Coalition c/o Bonnie Lee Berry, Director, Bradley-Angle House, Inc., P.O. Box 14694, Portland, OR 97214.

Sawyer, Chris D., "From Whitechapel to Old Town: The Life and Death of the Skid Road District, Portland, Oregon". Portland: Thesis, Portland State University, 1985. A comprehensive and insightful look at the growth and changes in Portland's skid road district.

*These documents are available through the Mayor's office, City of Portland. For copies and additional information about other aspects of Portland's program, contact J. Daniel Steffey, Office of the Mayor, 1120 S.W. Fifth, Portland, OR 97204. The telephone is (503) 248-4120.

X. ABOUT THIS REPORT

OBJECTIVES

Over the past two years, Portland's program for the homeless has gained national recognition, prompting information requests from city governments, media, and business groups. By sharing the history, philosophy and experiences of the Portland program, our city can make an important contribution to efforts against homelessness nationwide.

Portlanders can take pride in what their community has accomplished. This report focuses on those accomplishments both to highlight how far we have come, and to pinpoint areas where future contributions need to be made. Hopefully, this knowledge will spur our community to even greater accomplishment.

REPORT PREPARATION

The report was prepared by the Mayor's office, with a steering committee including the Mayor's Office, City Bureau of Planning, Portland Development Commission, Bureau of Community Development, and Emergency Basic Needs Committee.

While policies, research reports and other documents were important informational sources for this report, the real "glue" came from interviews with people involved in, or concerned with support for the homeless. A wide range of interests was represented, including representatives from social service agencies, business, government, and community residents.

One document of particular value was Chris D. Sawyer's doctoral thesis on the history of Portland's skid row. His insightful account provided an historical framework for understanding the evolution of Portland's efforts for the homeless.