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Oregon

MEMORANDUM

TO: Jina Sanone
White House Office of National Service

FROM: Becky Eklund, Director
Oregon Youth Conservation Corps

DATE: March 25, 1993

SUBJECT: Oregon Youth Conservation Corps in Portland

COMMUNITY
CHILDREN
AND YOUTH
SERVICES
COMMISSION

Following is a two-page description of the Washington County Service Corps located in Portland, Oregon (not to be confused with the Washington Service Corps in Washington State). The program has a strong education emphasis and has been in operation for three years.

Please let me know of anyone interested in visiting the program as part of their visit to Oregon for the upcoming Forest Conference. The Corps members and program director would be thrilled to show off their program.

Attachment



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Washington County Service Corps - Portland, Oregon

The Washington County Service Corps is located in Portland, Oregon. The program serves youth in the area by providing a meaningful education option for high school age students who might otherwise contribute to the growing statistic of teen drop-outs. Following is a description of the program and its goals.

SPONSORS: The Washington County Service Corps is a program of the Washington County Education Service District in cooperation with local school districts. The program is funded through cooperation with several agencies. Work and service project sponsors provide most of the financial support for the Corps, combined with grant funds from the Oregon Youth Conservation Corps. Businesses provide funding in turn for needed work done. In the long run business and the community gain from a more educated and better trained worker.

PARTICIPANTS: The program is open to young adults ages 16- 24. Preference is given to high school students ages 16 to 19. Applications are screened by the high school and the program supervisor. A personal interview is required before final selection. The program is one semester long.

GOALS: The Service Corps strives to encourage the personal and educational growth of Corpsmembers through group and individualized work/service projects and educational activities. By the end of the semester, a successful Corpsmember will have:

- earned up to four credits toward high school graduation;
- developed post-Corps education and career plans and acquired skills and attitudes for success;
- experienced growth in personal and interpersonal skills, self esteem and discovered a sense of empowerment;
- earned a weekly stipend;
- developed a feeling of community citizenship and responsibility; and
- acquired entry level job finding and retention skills.

PROGRAM: To achieve these goals, the program has several components:

- **Boot Camp.** The program begins with a five day camp experience to introduce the program and to build the understanding and skills necessary for success in the Corps
- **Work/service Projects.** Working in crews, Corpsmembers complete projects such as landscaping, tree planting and community improvement. Work/service projects take place four days a week.
- **Mentorships.** Corpsmembers who demonstrate sufficient preparedness may have the opportunity to explore various careers by working in a community agency or private company.

Washington County Service Corps - Portland, Oregon
Page two

- **Education.** One day a week is devoted to formal education. Time is spent in group activities related to work projects. The remainder is spent in individual study. An important part of the program is the connection between education and the work itself. Therefore, each project is evaluated for its educational potential. Crew leaders work with the education coordinator in an effort to take full advantage of the learning opportunities of each work project.

HIGH SCHOOL CREDIT: Corpsmembers maintain enrollment in their home high school, and academic credit is awarded by the high school. Three and a half credits are awarded on a pass/fail basis in Personal Finance, Writing, Speech, Construction Skills, Physical Education, Environmental Science and Human Behavior. If the student has already received credits in some or all of these subjects, other courses can be substituted. Additional credit can be earned at Evening Academy, Twilight School, Portland Community College or some other educational institution. After a semester in the Corps program, the students are expected to return to their home high school or to have identified another educational option to pursue.

EXPECTATIONS: Corpsmembers are expected to uphold high standards of performance including attendance, punctuality, productivity, participation in all activities and academic progress. Failure to perform to expectations and to follow rules will result in dismissal from the Corps. This does not constitute suspension or expulsion from the home high school.

STIPEND: Corpsmembers receive a weekly stipend to cover incidental expenses related to the program.

SAMPLE WORK PROJECTS

Forestry projects including but not limited to, tree planting, road side clearing, pre-commercial thinning, basal pruning, slash piling and nursery work.

Weatherization of low income homes; construction of wheelchair ramps for schools

Construction of raised boardwalk through a wetlands area

Planted aquatic plants in a wetland revegetation project.

Landscaping projects at Portland Community College and a local parks and recreation department.

Trail building and maintenance including construction of railings, benches and bridges along trails.



Jack Liu photographs

SATISFIED CPW CLIENTS

"[Community Planning] Workshop has the ability to provide planning assistance in a variety of fields from homelessness to community revitalization and planning activities, to transportation planning. A great deal of talent and experience can be obtained at a reasonable cost."

**Dan Van Otten, State Community Services,
Department of Human Resources**

"In some delicate situations in dealing with other units of government the students in Community Planning Workshop tend to be less intimidating in the data collection phase than a "high-powered" consultant; the students tend to get more cooperation."

Don Byard, Oregon Department of Transportation

"Professionalism, creativity, and results are what you get from the Community Planning Workshop. This is a group of students that is motivated and that understands "real-world" challenges and research needs. I highly recommend Community Planning Workshop."

**Julie Curtis, Acting Director of Tourism,
Oregon Economic Development Department**

"Community Planning Workshop reports are complete and timely, and are organized in a manner that makes them easy to read and understand. There is sufficient statistical data to back-up the conclusions."

**Keith Petrie, Executive Director,
Mt. Hood Recreation Association**

"Community Planning Workshop has given us solid statistical analysis of community needs, interests, activities, and age groups. With these components we are better able to choose a path for our future. The staff of [the] workshop gave our morale a boost, encouraging us to keep working on some long-term goals as well as providing some new ideas and specific ways to achieve these goals."

**Maryjo Anderson, Planning Commissioner,
City of Nehalem**

CPW is funded, in part, by State of Oregon Community Services and the Fund for the Improvement of Post-Secondary Education.

COMMUNITY PLANNING WORKSHOP



UNIVERSITY OF OREGON

An applied planning research program helping agencies, communities, and organizations resolve planning issues.



For more information, please contact the:
Community Planning Workshop
Department of Planning,
Public Policy and Management
119 Hendricks Hall
University of Oregon
Eugene OR 97403
(503) 346-3812 or
(503) 346-3889



Students and faculty helping communities to solve problems.

The **Community Planning Workshop (CPW)** is an applied planning research program in the Department of Planning, Public Policy and Management at the University of Oregon. Oregon communities, agencies, and organizations contract with the CPW to receive technical assistance with planning and development issues.

Students work in small research teams with faculty members to apply research and development techniques that lead to the identification of tangible solutions. Under the supervision of CPW program faculty members, students have completed more than 100 planning and development research projects since 1980.

Year-round service: The Community Planning Workshop provides research services to communities, agencies, and organizations on a year-round basis. The program maintains a staff of five faculty project managers and thirty student researchers. This large and diverse staff allows the Community Planning Workshop to respond quickly to a wide range of requests from client groups.

Interdisciplinary expertise: The Community Planning Workshop has the capability to conduct research dealing with a number of planning and development issues. Our students and faculty members come from a variety of discipline areas including economics, geography, architecture, landscape architecture, leisure studies, and planning and public policy. Some of the areas of expertise used in current and past projects are listed on the opposite page.

COMMUNITY PLANNING WORKSHOP AREAS OF EXPERTISE

Community Design:

- City of Harrisburg Community Design and Action Plan
- Oregon Health Sciences University Campus Connections
- Village of Government Camp Design Alternatives

Resource Management:

- McKenzie River Corridor Management Inventory
- Highway 101 Parkway Access Study
- Wild and Scenic Rivers and Private Lands

Community Needs Assessment:

- South Coast Senior Citizen Needs Assessment
- Clatsop County Transportation Needs Assessment
- Nehalem Bay Community Center Needs Assessment

Market Analysis:

- Crater Lake National Park Winter Recreation Market Assessment
- Market Analysis for Increased Air Service at the North Bend Airport
- City of Coos Bay Retail Market Analysis

Economic Impacts Analysis:

- 1990 Columbia River Gorge Sailboard Economics
- 1989 Oregon Skier Profile
- 1988 Oregon Ski Economics

Public Policy Analysis:

- City of Corvallis Disaster Plan
- Resident Attitudes Toward Tourism in the Columbia Gorge
- University Housing Day Care Needs Assessment

Community Economic Development:

- Village of Government Camp Economic Development Analysis
- Evaluation of Economic Development Opportunities for the City of Veneta
- City of Reedsport Tourism Marketing Plan

CPW prepares studies designed to improve the Oregon economy and environment.

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Aruba

Recommended by: <u>Jay Donahue</u>		SEND <input type="checkbox"/>
TO:	DATE: <u>4/23/93</u>	
NAME: <u>JINA SANONE</u>	TIME: <u>6:20</u>	
COMPANY: <u>Office of NATIONAL SERVICE</u>	FAX: <u>(202) 456-6402</u>	
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<u>WASHINGTON DC</u>		
FROM:	FAX NOS.: <u>2978 25165/25870</u>	
NAME: <u>DAVID POVEY</u>	PHONE: <u>2978 23600</u>	
COMPANY: <u>HOLIDAY INN ARUBA</u>	ADDRESS: <u>Palm Beach, Aruba</u>	
<u>UNIVERSITY of Oregon</u>	<u>Dutch Caribbean</u>	
SPECIAL INSTRUCTIONS/MESSAGE		
<p>ATTACHED Please find: 1) A 2 page summary of a pilot program for National Service using college-level volunteers to assist the Oregon Rural Development Council implement programs to assist high un-employment resource dependent communities.</p> <p>2) A partial list of the Oregon Rural Development Council membership and</p> <p>3) A log summary of my university of Oregon activities.</p>		
<p>I would like to meet with you Thursday April 29 to discuss ways I might assist your office and prepare a proposal for a pilot program. When we meet I will bring copies of University work for communities by college-level students, and copies of our news letters. I look forward to meeting with you. I will call your office Monday 4/26/93 to see when a meeting can be arranged.</p>		

TOTAL PAGES: _____ including this information page.

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SIGNATURE: David Povey

Opportunities for ORDC

ORDC is in a position to provide national leadership by establishing a pilot program for rural applications of the National Community Services Act. With support from ORDC members we could:

1. assist Oregon rural communities and regions identify development issues and opportunities and design and implement programs to improve the quality of life,
2. help create new employment opportunities and restore renewable resources in rural areas,
3. encourage college students to engage in public service to rural areas,
4. develop a mentor program using state and local officials to help train student volunteers how to provide assistance to rural communities and regions.
5. use college level students as rural "go fers" who assist community and regional organizations by helping to collect and organize information important to helping Oregon communities and regions establish new directions, and
6. engage ORDC members in this process by having them give advice to the "go fers" who will serve as field assistants to the ORDC helping to give new direction to rural community and regional development in Oregon.

Background on the Program

Through the National Community Services Act states and local organizations will be given the opportunity to design innovative ways to meet identified national priorities. The Clinton administration sent this proposed four year, \$7.4 billion program to Congress in April of 1993. Appropriations for the National Community Service Act are part of the Clinton Jobs bill presently being delayed by some Republican members of the Senate.

The bill is intended to attract people who are in college or wish to go to college to participate in community service. An objective of the program is to reduce the cost of college by allowing students pay for a portion of their college expenses through community service. Beginning with a funding base of \$400,000 and 25,000 volunteers the program is expected to attract as many as 100,000 participants with funding increasing to \$3.4 million by 1997. President Clinton envisions "an army of 100,000 young people restoring urban and rural communities and giving their labor in exchange for education and training"¹ The volunteers are expected to help in medical clinics, or help by implementing pro-active community policing programs, or work to reduce pollution, create new work opportunities and generally improve the quality of life in urban and rural America. The Clinton administration promises to "help pay operating costs for community groups with proved track records, providing the support they will need to grow."

Volunteers will be expected to enroll for periods of a year at a time. Like the Peace Corps those volunteers will receive minimum wage stipends, on-the-job training, vouchers to be applied toward future education expenses or for reduction of existing educational loans.

How Can ORDC Help Implement this Program ?

ORDC can establish a pilot program for funding consideration by the National Community Services Commission. The program would:

Demonstrate how ORDC will use college-level students, directed by people with experience in Oregon rural development, and mentorship guidance from ORDC state and federal agency representatives,

¹ Bill Clinton, The New York Times, OP-E4 2/28/93

assisting communities collect information, develop plans, prepare proposals and implement strategies which improve conditions for rural areas in Oregon.

To develop this program the ORDC, working with RDII, the University of Oregon Community Planning Workshop, the U of O Sustainable Development Group and other interested public and private programs, would prepare a proposal which describes how the pilot rural development program would be implemented. A potential outline for this proposal would include the following:

1. Identification of several Oregon regions each with three to five communities with an economic base which is predominantly resource-based. The selected communities should have a demonstrated need for assistance and evidence of a willingness to work together to help solve existing problems.
2. Inventory of Strengths, Weaknesses, Opportunities and Threats for each community and types of "staff assistance" most likely to be needed to help assist communities with these features.
3. Evaluation of past and present regional strategies used to guide economic development for the area.
4. Based on the outcomes of steps 2 and 3 work with local leaders to develop a 12 month work program for each community and the regions.
5. Identify skills most needed in the college-level volunteers who would assist community groups collect information, evaluate options, develop plans, prepare proposals and implement strategies which improve local conditions and contribute to an integrated regional strategies.
6. Develop materials to attract college-level volunteers with desired entry-level skills.
7. Develop a training program for volunteers before they are assigned to rural communities.
8. Develop criteria for the selection of rural volunteer coordinators. Ideally, volunteer coordinators will be persons with graduate degrees and experience appropriate to the needs of the region. It is expected that each region would have a volunteer coordinator who works with volunteers and local organizations helping to guide and assist with the volunteer's day-to-day activities. The volunteer coordinator would also be responsible for arranging weekly meetings of the volunteers in a region to share experiences and network ideas for regional problem-solving. Volunteer coordinators would also be responsible for initial liaisons with ORDC mentors.
8. Develop project management training programs for volunteer coordinators.
9. Create mechanisms for regular on-going feed-back and evaluation of the program.
10. Establish a budget for National Community Services support of a two year experimental pilot program which begins in the Fall of 1993.
11. Characterize the rural development experience and areas of expertise of the ORDC membership.

If the membership of ORDC is willing to develop and submit this proposal there is a good possibility that it could be considered as part of the response and solution to issues raised at the recent forest summit. Jina Sanone, of the office of National Community Service, has expressed some preliminary interest in this model. During the week of April 26, 1993 I plan to meet with Jina to get additional background on the program and how ORDC might best structure and present a proposal.

If you are interested in having an ORDC proposal developed I am willing to assist in preparing a draft for your review and comment. If you have questions or wish to discuss this further please call, David Povey at the University of Oregon Department of Planning, Public Policy and Management at 346-3812 or 346-3633. I will be out of the state April 22-29, 1993.

OREGON RURAL DEVELOPMENT COUNCIL

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1/1/93

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ORDC Active Member List
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DAVID FOVEY

Educations and Certification

1972	Ph.D., City and Regional Planning, Cornell University
1969	M.R.P., Regional Planning, Cornell University
1963	B.S., Business Administration and Political Science, Lewis and Clark College

Employment

1990-	Co-director, Sustainable Development Group, University of Oregon
1983-	Director, Urban and Regional Planning Program, University of Oregon
1979-	President, UniPlan Associates, Eugene, Oregon
1978-	Director, Community Planning Workshop, University of Oregon
1985-	Vice Chairperson, Oregon Winter Recreation Advisory Committee
1973-82	Head, University of Oregon Department of Urban and Regional Planning
1970-73	Assistant Director, Pacific Urban Studies and Planning Program, University of Hawaii
1966-67	Project Manager, American-Yugoslav Project in Regional Planning Studies

Professional Consulting Activities

1993	Market analysis of rural use and future demand for electronic communication
1993	Prepared and implemented a survey of residents to determine community values
1993	Directed work on the development of a strategic plan for Oregon ski industry
1992	Prepared working papers on Windsurfing and Eco-tourism in the Columbia Gorge
1992	Organized University of Oregon Sustainable Development Research Group
1992	Directed Market Analysis for Winter Use of Crater Lake National Park
1992	Prepared expert testimony for ski area expansion for Mt. Hood Meadows
1991	Conducted a market analysis and economic feasibility assessment for a proposed ski area at Mt. Bailey, Oregon.
1991	Organized and co-directed Costa Rica Windsurf Research Team site visits.
1991	Analyzed the economic impacts of windsurfing in the Columbia River Gorge.
1991	Analyzed the economic feasibility expansion of visitor facilities for Crescent City
1990	Directed a design competition for the City of Government Camp, Oregon.
1989	Conducted a parkway access study for portions of Highway 101 in Coos County.
1988	Analyzed the economic impacts of the Oregon ski industry in the 1986-87 Season
1987	Conducted a feasibility assessment for classified research at the Riverfront Research Park
1987	Analyzed the economic impacts of sailboarding in the Columbia River Gorge.
1986	Conducted a market analysis for the proposed Riverfront Research Park at the University of Oregon.
1986	Analyzed the feasibility of public/private recreation marketing for the Willamette National Forest.
1986	Analyzed the economic impacts of the Oregon ski industry in the 1986-87 Season
1986	Developed a master plan for development of a cross-country skiing destination resort in Frisco, Colorado.
1984	Conducted a dispersed recreation study in the Santiam Pass area.
1982	Developed an inventory of training needs for land use planners and resource managers in rural areas of Alaska.

3-4 SWD Region w/comm

Under Oregon
FFSE GRANT USED FOR STAFF
30 STUDENTS WORK 3-12
MOSTLY RURAL TIME

EVALUATION
AS PILOT PROGRAM
ASSISTANCE TO
EVALUATION

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DISCOVERING NEW USES FOR AN OLD HOTEL

A CPW research team of six U of O graduate students recently completed a detailed analysis of potential future uses of an historic hotel located in The Dalles. The research was prepared for the Mid-Columbia Community Action Program through a grant from the State Department of Housing and Community Services. The City of The Dalles has one of the largest and best-preserved historic districts in Oregon. Built in 1910, the Commodore Hotel remains today as one of the most prominent structures in The Dalles Historic District.

In the past few years, the Columbia River Gorge area has attracted an increased number of visitors who are creating significant growth in retail trade, visitor lodging, food services and other related visitor services. The demand for seasonal and year-round housing in the Gorge has also increased dramatically. Increasing visitor demand for seasonal and year-round recreation/traveler housing is driving the cost of housing up and reducing the number of suitable, available housing units for low and moderate-income individuals and families.

Architect Michael McCulloch and Structural Engineer Joe Gehlen were sub-contractors on the project providing architectural and engineering review of the structural adequacy of the building for



Commodore Hotel as it appeared in the 1930s.

residential use. During the five month research period the CPW team explored five possible residential uses of the Commodore.

Housing for low income seniors was the top recommendation of the CPW team. Seniors housing was selected because conversion costs were the lowest, projected revenues are high, and seniors appear to be one of the groups most likely to complement the expected growth and revitalization of the downtown historic district.

Combined hostel services and seniors housing was the second ranked recommendation of the CPW team. This option recommended low-income senior housing on the first three floors. The youth hostel would have a separate entrance and be fully committed to traveler and recreation visitor needs. If properly managed and maintained, revenue from the youth hostel could be used to

help cover some of the housing costs of the low-income seniors.

The full report, *Future Uses of the Commodore Hotel*, is designed to assist public and private investors considering development options for the Commodore and other portions of the historic section of The Dalles' downtown. Copies of the report are available from the University of Oregon Department of Planning, Public Policy & Management for \$10 per copy. Phone (503) 346-3635.

Oregon Futures is the newsletter of the Community Planning Workshop (CPW), in the Department of Planning, Public Policy, and Management at the University of Oregon. CPW provides planning and public policy experience to graduate and undergraduate students while assisting Oregon communities and organizations with development issues and opportunities.

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**EVALUATION OF OPPORTUNITIES
FOR REVENUE-GENERATING PROGRAMS
EMPLOYING THE HOMELESS**

FINAL REPORT

*Submitted to:
Oregon State Community Services*

*Submitted by:
Community Planning Workshop
The Department of Planning, Public Policy
and Management
Hendricks Hall
University of Oregon*

August 1989

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FOR REVENUE-GENERATING PROGRAMS
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State Community Services

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August 1989

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SUMMARY

Purpose

Communities nationwide are being forced to face the challenge of creating solutions for homelessness. State Community Services (SCS) hired Community Planning Workshop (CPW) of the University of Oregon Department of Planning, Public Policy and Management to produce this study as a planning tool for service providers working toward long-term solutions for homelessness. This report describes and compares businesses that have been developed to help the homeless by providing jobs, generating revenue for shelter services, or both.

Method

We conducted telephone interviews with managers of 23 programs sponsored by 18 agencies to find out what kinds of programs are being tried nationwide and how they are doing. Project managers were asked for a detailed description of their project, a client profile, a general idea of program costs and funding sources, and additional comments that might be helpful for other groups considering similar projects. Information from the interviews is compiled in tables and discussed at length in the text. Detailed write-ups of the interviews are in Appendix B.

Results

Job referral programs are using aggressive outreach to private employers and working cooperatively with state employment offices to place people in jobs. Contract service businesses and businesses marketing recovered and recyclable materials are providing revenue for homeless services and employment opportunities for clients. An economic development approach to training skilled workers and stimulating community revitalization is emerging in larger programs .

Agency objectives and the availability of funding are the most important factors in planning a business to serve the needs of the homeless.

- o Single objectives such as revenue for services or temporary jobs can be achieved with traditional models of shelter service based businesses.
- o Long-term solutions require more complex programs that include serving the multiple needs of clients.
- o To meet long-term needs, programs must include, either within their programs or by referral, material and health support services, training in job skills and social skills, and case management after job placement.
- o Combining job training and revenue generation in a single project probably requires subsidy in the form of substantial donations or vocational rehabilitation funds.

Helping a person get out of the cycle of homelessness requires addressing the whole person.

- o Job skills won't help a person who does not have transportation or lacks the stability to stay on the job.
- o A stable income will not get an individual into permanent housing where none is available.
- o Parents who have no access to child care have little chance of completing training or keeping jobs.

The complex nature of creating effective programs is known to the people interviewed for this study and they have developed solutions that reflect their objectives, budgets, and commitment of staff time.

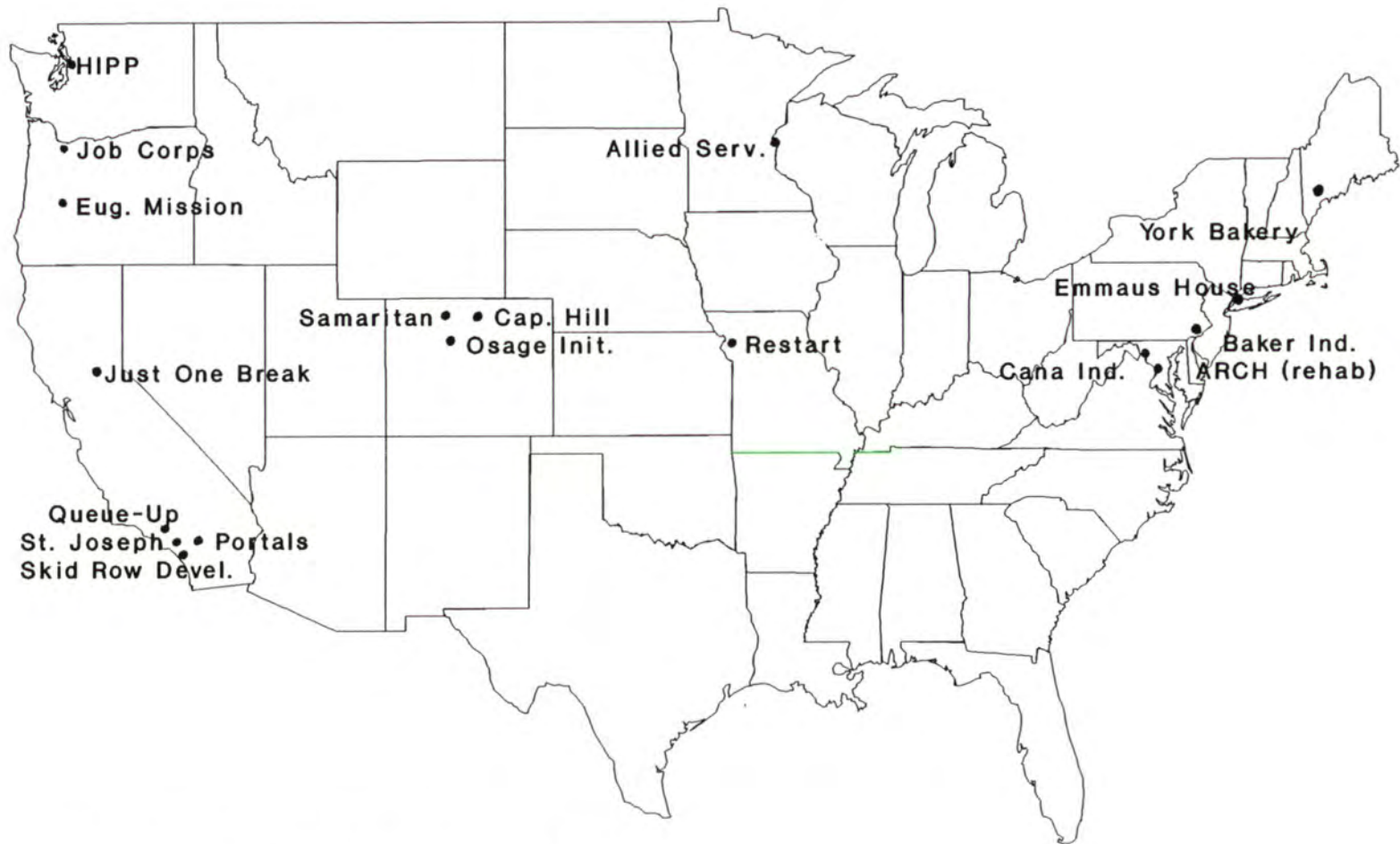
The newest and most promising approach toward long-term solutions to homelessness is the public/private partnership. Contract services that fill a need that the private sector is not filling, finding a labor pool for jobs that might otherwise remain unfilled, or renewing a neighborhood that is both a home to at-risk clients and part of a business's economic base are all types of partnership projects that are being developed.

Successful projects require multiple funding sources, careful market assessment, and dedicated staff people.

Successful clients need material and moral support from the beginning to the end of their participation in a job program.

Both project managers and clients need a method for follow-up after job placement so that problems can be caught early, allowing programs to adjust to the realities of clients' needs in their efforts to become independent.

LOCATION OF RESEARCHED HOMELESS PROJECTS

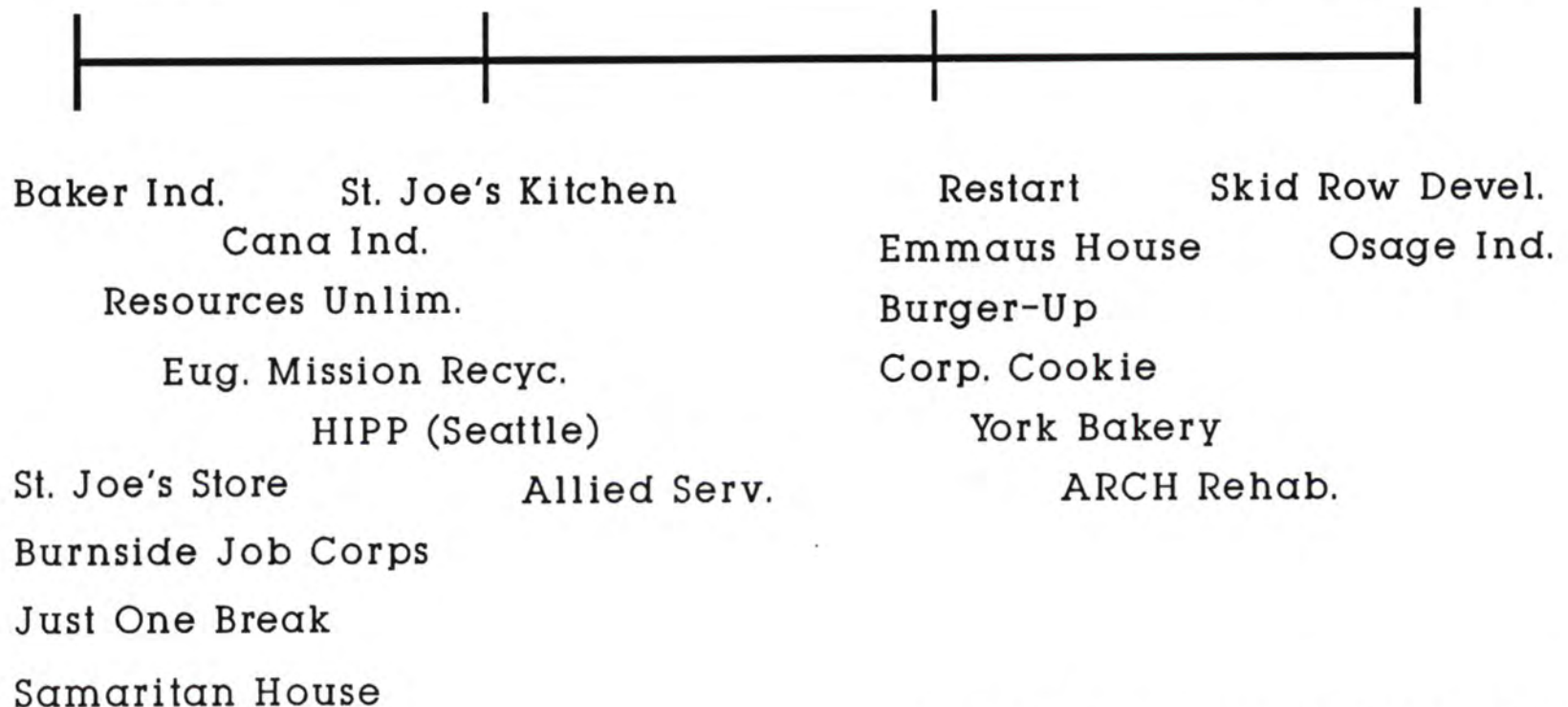


U of O Community Workshop, 1989

HOMELESS EMPLOYMENT CONTINUUM OF PROJECT OBJECTIVES

*SINGLE
OBJECTIVE*

*MULTI-
OBJECTIVE*



CHAPTER 1

INTRODUCTION

1.1 PROJECT BACKGROUND

The plight of the homeless is among this nation's most pressing and visible domestic problems. Three-fourths of all voters in America say they would like to see increased federal spending to aid the homeless. A majority of voters say they would be willing to pay an additional \$100 per year in taxes if the money would be used to help the homeless (Mellman, 1988: 1). Officials at all levels of government are being called on to respond to the crisis. News media have produced dozens of stories and articles documenting the personal tragedy of homelessness.

Social service and government agencies, and community and church organizations nationwide have been struggling to meet the day-to-day human needs of the homeless. Generally, attempts to find long-term solutions have met with little success; the roots of the problem lie deep in the social, political and economic structures of America. The diversity of the homeless population and disagreement among agencies and advocates make comprehensive solutions complex and costly. By most estimates, the number of homeless individuals and, more recently, homeless families, continues to increase.

The experiences of Portland, Oregon, have paralleled those of the nation as a whole. By some estimates, the Portland area's homeless population has grown to over 14,000 people (The Oregonian, March 20, 1989: B4). Efforts by the city and non-profit organizations have taken a variety of forms including the cessation of demolition of downtown housing, rehabilitation of Single Room Occupancy hotels (SROs), construction of emergency and transitional shelters, substance abuse programs, and the recent development of a 12-Point Comprehensive Plan for the homeless. Each attempt has had positive results, but the problem far outstrips the solutions.

One Portland program in particular, the Burnside Job Corps, operated by the Burnside Community Council (BCC), has attracted nationwide attention. The program provides pre-employment assessment and training and placement of job-ready homeless clients in both day labor and permanent employment positions with private businesses. On a very limited budget, the Job Corps has achieved remarkable results since its inception in 1987, placing thousands of homeless individuals in a variety of positions.

A second Portland program has a strong track record in addressing homelessness. Since the early 1980s, the City of Portland and local non-profits have creatively financed the renovation of hundreds of units of SRO housing for the use of low-income and homeless people. Rental prices per unit range from \$65 to \$225 per month.

1.2 THE PURPOSE AND HISTORY OF THIS PROJECT

In the winter of 1988, David Povey, faculty director of the Community Planning Workshop (CPW) in the Department of Planning, Public Policy and Management at the University of Oregon, and Dan Van Otten of State Community Services (SCS) began discussions concerning homelessness in Portland and ways that CPW might be involved in developing solutions to some aspect of the problem. Those discussions led to other meetings with Lynne St. Jean, director of the Burnside Job Corps, and Sharon Nielson of Central City Concerns (CCC). This brought about a number of ideas about what subset of the problem could make the best use of CPW's resources.

One proposal in the fall of 1988 was to renovate a vacant four-story, forty-five room hotel in the north area of downtown Portland for use as a combined SRO transitional shelter and employment center. The location of the building coupled with a significant amount of first-floor, storefront space, suggested this space could be used in some profit-making capacity to subsidize the operation of the facility. This proposal was tabled when the building was no longer available for sale.

That fact, and a rethinking of the nature and underlying difficulties facing Portland social service agencies and the Burnside Job Corps, guided January 1989 discussions among CPW, SCS, and the Job Corps. Connections were explored between:

1. The type and location of jobs that the Job Corps was able to find for the homeless
2. The types of homeless people most likely to succeed at such jobs
3. The current and desired locations for emergency shelters and transitional housing for the homeless
4. The ability of the Burnside Job Corps, or any other social service agency, to track the success of its programs for the homeless

The consensus reached was that it would be useful to all agencies involved if CPW could:

1. Design and develop a database system that would allow the Job Corps and BCC to (a) attend to the needs of its clients more efficiently and to evaluate its success in doing so, and (b) compare the location and type of employment opportunities it provides with the location and type of people whom it serves.
2. Conduct such a comparison to determine the areas in Portland that BCC, CCC, and other agencies should target for emergency shelters and

transitional housing for the homeless.

3. Comment on the type of for-profit activities that could be developed to provide employment for the homeless and generate income for the social services agencies providing services for the homeless.

CPW prepared a detailed work program for achieving these goals; SCS approved and signed a contract with CPW in March 1989.

To increase our familiarity with the issues and information surrounding homelessness while focusing the remainder of CPW's analysis, we developed a technical memorandum (see Technical Memorandum #1, March 1989, in Appendix A of this report) that reviewed current literature and government studies to describe past and current problems of homelessness in the nation and in Portland in particular. This research lead to several broad conclusions:

1. Homelessness was, in large part, a function of a lack of income and "highly correlated to a lack of employment and employability."
2. The development of additional housing (emergency and transitional shelters) in Portland was more limited by economic and political concerns, than by technical matters such as proximity to social service agencies and bus routes.
3. Accurate planning for the provision of homeless services by Portland social service agencies is frustrated by lack of knowledge of the personal characteristics, demographics, skills, and background of the homeless.

As a result of these conclusions, it was agreed that CPW would eliminate the locational analysis portion of the work program and instead focus on the feasibility of creating an enterprise providing employment for the homeless and generating operating revenue for the operation of shelters. There are several potential advantages to a shelter developing a "spin-off" business. Surplus revenues from the business could help defray the costs of supplying shelter. Job and wage-making opportunities for the homeless, in a somewhat protected environment, would be increased. Job training and employment readiness programs could be instituted to prepare clients for long-term employment with local, private firms.

The conclusions of the Technical Memorandum reconfirmed the desirability and need for developing a computer system for managing information about Job Corps clients. CPW would design a system using IBM-compatible computer hardware and Dbase III Plus software and compose a training manual for easy use of the system. CPW would also perform an analysis of records of previous Job Corps clients. A description of the computer system and an instruction manual is contained in a separate report to the Job Corps.

1.3 METHODOLOGY

The revised focus of the project and this report is an evaluation of the feasibility of developing businesses that will employ the homeless and generate revenue for shelter services. Our method had six steps:

1. Develop criteria for evaluating the efficiency, feasibility, and fairness of programs we discover through a nationwide search of businesses with similar objectives
2. Design a standardized interview format to guide telephone interviews of managers and operators of such businesses
3. Conduct interviews of operators of these businesses
4. Summarize the results of each interview in 1 - 3 pages, including an evaluation of each program's performance on each criterion
5. Use information about randomly selected Job Corps clients to test for any correlations among the personal characteristics, skills and work experiences of the homeless labor pool
6. Combine the results of "4" and "5" to recommend the types of enterprises most likely to succeed in Portland

1.4 ORGANIZATION OF THIS REPORT

In Chapter 2, we frame the problems faced in providing services to the homeless. Incorporating the findings from the analysis of the Job Corps' previous clients, this chapter examines and summarizes the characteristics and needs of the homeless. Chapter 3 focuses on the results and general conclusions we derived from the interviews with the program operators. The details of the interviews are included in Appendix B of this report. Chapter 4 explores possible directions for the future based on our findings.

Appendix A is the full text of Technical Memorandum #1. Appendix B provides details of the interviews of program operators, summarizing 23 projects sponsored by 18 organizations nationwide. Appendix C reports the findings from the analysis of BCC clients. Appendix D summarizes the characteristics of 32 projects receiving federal Stewart B. McKinney Act grants.

CHAPTER 2

FRAMING THE PROBLEM; THE CHARACTERISTICS AND NEEDS OF THE HOMELESS

2.1 INTRODUCTION

Attacking the problem of homelessness has proven to be extremely difficult. Homelessness has become imbedded in the political, economic and social structure of the United States since the early days of the nation. The last decade has seen enormous increases in the homeless population resulting from federal budgetary and social policies. Furthermore, homeless persons are of such diverse background and experiences, that programs designed to help them are often rendered inefficient and ineffective, at best, and inhuman, at worst.

The characteristics and needs of the homeless, whether on a national or local scale are not easily described and categorized. There is no one description of "the homeless." The homeless are actually an enormous variety of individuals representing very different ages, ethnicity, mental capabilities, family circumstances, work experiences, geographic regions, and health. Homeless people today are as likely to be employed, single women with children as transient single males, who once composed the overwhelming majority of the homeless population.

Numerous attempts have been made to quantify and classify the homeless population, both on the national level and in Portland. Results of these studies vary widely depending on who is counting. Different definitions of who is considered homeless are utilized. Methodological inexactness is apparent in each study, perhaps biased sometimes by a particular agency's interests. For example, on a national level, the Department of Housing and Urban Development estimates there are only 200,000 - 300,000 homeless people. Advocates and organizations have estimated the population as high as 2 - 4 million (Hombs and Snyder, 1982). In Oregon, estimates of the total population of homeless in the state range from 10,000 to 27,000. Estimates for Portland range from 2,000 to 14,000.

The profile and characteristics of the subgroups of the homeless population also vary widely. On the national level, the traditional single adult transient population still comprises the largest subgroup among the homeless. They are more likely to be men than women (56% men compared to 25% women). The remaining 19% are adolescents or families with children, although some studies estimate that families make up approximately 28% of the total population (Committee on Health Care for Homeless People, 1988). The average age is between 34 and 37. Fifty-five percent are high school graduates. Up to 45% suffer from alcohol abuse compared to a national average of 11 - 15% for men and 2 - 4% for women (whether alcohol abuse is a cause of homelessness or a symptom of deeper problems is not known).

Of the adult transient population, 25 to 40 percent are identified as mentally ill (Bacharach, 1984). Fifty percent of the homeless population are veterans of war, the majority being from the Vietnam War (Goodwin, 1986). Many of the Vietnam veterans suffer from Post Traumatic Stress Disorder (PTSD) causing depression, anger and alienation.

Up to 70 percent of homeless youth come from abusive homes, with no family to whom they can return (June Bucy, 1988) Youth were often first removed from their families by authorities who deemed the family abusive or neglectful. The youths then were placed in foster homes and eventually ejected or emancipated. Because of their frequent moves, homeless youths are often excluded from attending school; most have not completed grade school.

In Portland, review of relevant literature shows that estimates of the subgroups are wide-ranging. Local advocates believe the 1988 Metropolitan Community Action Agency Draft Plan contains the most reliable estimates of the homeless population.

Table 2.1
PORTLAND HOMELESS POPULATION

Total Population (Portland)	11,201
Single men	26%
Single women	10%
Couples without children	4%
Families	52%
Youth	5%
Elderly	2%

Source: Metropolitan Community Action Agency Draft Plan, 1988

Why estimates of the proportion of the population composed of "Families" are so high (52 percent for Portland compared to 10 - 28 percent nationwide) is unclear. However, other studies have estimated males make up 85 percent of the homeless population in Portland (Blake, 1987).

2.2 NEEDS OF THE HOMELESS

The wide-ranging estimates and classifications of the homeless population subgroups make the determination of needs all the more difficult. Additionally, there is a lack of objectivity in determining the needs. Each social service provider and government decision-maker has biases that are apparent in the solutions they choose to

advocate. For example, a county official may decide the major need of the homeless is long-term housing instead of psychological counseling because counseling is paid from his department's budget, while housing is the responsibility of the private sector and the state housing authority.

In general, an on-going "chicken or egg" debate exists about the needs of the homeless. The name "the homeless" suggests the primary need is "a home." Many advocates believe that finding a home is the first step towards re-entry into mainstream society for many individuals; once a stable and safe place to live is found, then the previously homeless person can turn their attention to other matters such as schooling for their children and job training for themselves.

On the other hand, there are those advocates and planners who believe "the homeless" is a misnomer which ought to be changed to the "jobless" or "incomeless." The name "homeless" is a euphemism designed to appeal to the guilt and sensibilities of America's middle class and its decision-makers. Obtaining a source of income is the primary need of these people so they can afford to rent or buy housing, procure health care, and food in a society not disposed to providing it free. Opportunities need to be developed to provide meaningful and appropriate work, at a living wage for these downtrodden people who have been cut out or have fallen out of the economic system.

The fastest growing subgroup of the homeless population has been families (Committee on Gov't. Operations, 1986). The typical family is likely to be headed by a woman in her late-twenties with 2 to 3 children, receiving Aid to Families with Dependent Children (AFDC), and has chronic economic, educational and social problems, often coming from a domestic violence situation. A scarcity of low-income housing is seen as a primary cause of homelessness for families with a pressing need for the provision of shelter spaces for the entire family (Per. Comm. with Marsha Ritzdorf, Prof. of Urban Planning, University of Oregon, Feb., 1989).

The primary need and want of single homeless males is some type of employment (Speech by Prof. Peter Marin, Santa Barbara State Univ. at Univ. of Oregon, March, 1989). Job training and employment at decent wages are seen as the keys to ending their homelessness and, perhaps, to overcoming their other social problems. The assumption is that increased and steady income will allow people to obtain housing and stabilize their lives.

This employment strategy is targeted not only at single males. Two-parent and women-headed families need employment at least as much as single males. However, because of the complexity and costs of meeting the needs of families (lack of mobility, child care, schools and education, etc.) the job strategy has often proved more effective, easier to conduct, and less expensive for single adults (phone conversation with Arnie Godmintz, Director of Just One Break, Sacramento, CA., May 1989).

Other identifiable segments of the population have their own needs. Veterans of the Vietnam War often require intensive counseling and rehabilitation because of PTSD. Alcohol and drug abusers also require counseling and therapy before they can be

competent to hold a permanent job. Homeless youth are believed to require housing of one sort or another, better case management, targeted job training and placement, criminal rehabilitation, and reintroduction into some type of educational setting (City of Portland, Bureau of Human Resources, April, 1986).

Elderly people, making up less than 10 percent of the homeless population require a broad spectrum of health care services. Safe shelter, often away from the mass emergency shelters with their perceived dangers from younger, stronger residents, is a primary need (Roth, 1985).

2.3 IMPLICATIONS FOR OUR STUDY

The obvious symptom of homelessness is lack of a home; the underlying cause, however, is often economic. People do not have money to afford housing, and they lack the training, skills, or opportunity to get jobs that would get them that money. While we recognize the many other factors that contribute to the problems of the homeless, our research suggests that economic issues are, at least, among the most important. Our research also suggests that as a long-run solution to the problems of the homeless, income from work is preferable to income from entitlement programs. Thus, we chose to direct our study at ways in which the homeless might be employed in meaningful work that would (1) provide income, (2) provide training, and (3) perhaps provide revenues to finance other important work being done at shelters. As a subset of our analysis we develop a computerized data management system for BCC that will help it match the homeless labor pool to the appropriate job opportunities.¹

¹As a part of its original contract, CPW proposed to analyze the interrelationships between the types of jobs that BCC was able to find for the homeless and the characteristics of those employed. CPW expected to do this analysis using records kept by BCC. Though this type of analysis was sound in theory, the actual records were found to be inadequate for the type of analysis proposed because (1) the client files and summary sheets lacked specific job placement and job skills, and (2) information on employers was not available. The database system which CPW is designing for BCC will enable such analysis to be conducted in the future. Appendix C contains the completed analysis of BCC clients.

CHAPTER 3

DEVELOPING BUSINESSES TO EMPLOY THE HOMELESS AND PROVIDE REVENUE FOR SHELTER

3.1 INTRODUCTION

The traditional model for shelter-run business is a business that uses unskilled labor to process free or inexpensive materials to produce inexpensive products. While this type of business does make practical use of ready resources, providing essential services or recovering resources that might otherwise be wasted, it seldom promotes job skills that clients need to get out of the cycle of poverty and homelessness.

Shelter and social service agencies around the country are coming up with creative ideas for businesses which increase the earning potential for unskilled workers and the potential for skill building. These businesses require more sophisticated resources than the traditional second-hand store/recycling type business that is typical of earlier efforts.

To evaluate the effectiveness of a variety of job programs and shelter-based businesses we interviewed 18 organizations operating or proposing over 23 programs that had as their objectives job training and placement for the homeless and/or generation of revenue for shelter or feeding programs for the homeless. A write-up of each interview, including a detailed description, a client profile, project costs and funding, and additional comments is included in Appendix B.

Our proposed methodology assumed more similarities between programs than we actually found. Contacts were not interviewed from a list of specific questions, but were asked general questions and allowed to emphasize those issues that were of particular concern to them. If we had used a structured interview the results might include more items of information, but we believe the unstructured interview was valuable for allowing the individuality of programs to take precedence. Some programs work for job placement only; others for revenue only. Some offer a very broad range of services within their agencies while others only deal with one service and may or may not coordinate other client services with other agencies. Most are the efforts of homeless shelters and feeding service providers, but two very ambitious projects are the work of large, private corporations. Some deal with clients numbering in the hundreds; others may provide employment aid to only a few at a time. As a result, it is difficult to compare program start-up or per-client costs directly. It is also difficult to compare effectiveness of programs, particularly because many are just getting started.

We begin the next section with some general observations on the interview information collected. We then discuss the programs by business type. Finally, we compare programs in terms of their age, stated objectives, costs, funding sources, client services and material support offered, and observable results.

3.2 RESULTS OF THE OPERATOR INTERVIEWS

3.2.1 GENERAL OBSERVATIONS

The detailed description included business type and size, relevant market conditions, number of clients served, and an estimate of the success of placement in permanent jobs. The size of the projects varied considerably, so direct comparison between projects is difficult. Most contacts were happy to have the opportunity to discuss their projects, and the description was the easiest part to establish.

Client profiles are relatively brief, compared to the other sections of the interviews. Clients are generally shelter residents, or other at-risk persons referred by shelters and social service agencies. Differences in how programs described special problems of their clients was largely semantic and supported the findings of Technical Memorandum #1. Social needs of clients included attitude improvement, emotional support, stability, and recreational opportunities. Service needs included material support such as clothes and grooming aids in addition to food and housing. Drug and alcohol problems, common among a large percentage of clients, also require attention. Most successful programs included at least a referral to drug counselling. Some require full participation in rehabilitation programs or a contractual agreement to remain drug- and alcohol-free to qualify for the work program.

Program costs and funding vary greatly. Some programs include job referral as an adjunct to their shelter screening process, or incorporate low-skill job training in the utilization of shelter residents for operations and maintenance of shelter facilities. On the other end of the spectrum, economic development approaches to employ the homeless require acquisition, building or rehabilitation and maintenance of large buildings, and the creation of entire new businesses. Funding for the former type of program can come from the shelter providers' operating budget and small grants. Funding for the latter requires major funding, probably in the form of major state grants or private corporate donations, or both. One point was made by all contacts, however: funding needs to be solicited from all possible sources. The fact that charitable giving goes through phases that can be described as a function of "fashion" makes all sources fickle at some times, while the needs of the poor do not go away just because homelessness may not be in the headlines at any given time.

Additional comments were solicited to help anticipate problems for organizations that might try to start similar projects, and to emphasize ideas that seem to be working particularly well. A recurring comment was that homelessness has to be addressed as a multi-faceted problem. Housing, jobs, and medical/mental health support must all be available for long-term effectiveness. Another important point is that the private sector needs to be brought into the process to get skilled jobs training and placement. Child care was a serious need that was not being filled in most programs. Finally, providing structure and practical experience with routines and responsibility is essential, but so is

the flexibility to allow for different learning capabilities.

3.2.2 TYPES OF PROGRAMS

The discussion of program types moves from those having relatively low start-up costs, to more complex programs that require increasing commitments of professional staffing or capital.

Job referral and placement programs are logical extensions of any social service agency that is putting at-risk people through screening for other services. To be effective, the agency must have at least one full-time staff person with an understanding of business language and the will to aggressively pursue cooperative employers who will help secure significant work for the clients. Burnside Community Council's Job Corps was cited by several contacts as a model program.

Traditional recovery and recycling enterprises usually rely on donated second-hand goods and newspapers for their resource base. Proposed extensions of that type of enterprise would require more aggressive collections and marketing, but could use existing facilities, or be started up at relatively low cost. Skid Row Development Company's bank-bag recycling operation is one example of a related service that is probably not currently being pursued in Oregon. Off-sale clothing is another possibility that is a step above second-hand clothing sales. It requires the purchase of merchandise, but at relatively low cost. With the cultivation of clothing manufacturers who might benefit more from deductible charitable donations than from selling seconds and out-of-season merchandise at a loss, costs could be reduced. The St. Joseph Center Thrift Store and Eugene Mission's newspaper recycling business are examples of successful programs based on this model. Both have the primary objective of funding shelter.

Job training programs that will provide skills with good earning potential require considerable funding and/or cooperation with existing educational institutions. The Opportunity School project, which trains nurses' aides in conjunction with an existing night school, is a good example of a cooperative relationship. Osage Initiatives (Osage), in its economic development approach to employing the homeless (discussed below), has included educational non-profit organizations under its roof, creating a "one-stop" opportunity center for clients. Exemplary programs whose staff provide training for skilled jobs include Action to Rehabilitate Housing (ARCH), York County Shelter Bakery and Emmaus House.

Service businesses may be started up with little more than a truck and a few tools. One unique approach to creating service business is Restart of Kansas City, which makes loans to homeless people to start their own businesses. They estimate that a revolving loan program starting with \$50,000 could be self-supporting. Restart also runs a lawn-care and snow-removal service that has been operating successfully on a small scale for several years. Other programs have started their own service businesses such as Osage's parking-lot-maintenance service and Cana Industries' mailing service. The job skills for

some services, such as the two mentioned above, can be learned without specialized training programs, but the consequence is that job skills learned have limited earning potential.

Service businesses with more potential for providing upward job mobility for clients will require both professional training and aggressive marketing strategies. Emmaus House's wood shop project and ARCH's housing-rehabilitation program are good examples of programs that fill an important market niche and provide training for well paid job skills.

Food service programs offer an opportunity to combine a service that is required by homeless clients with an opportunity to teach job skills. Many shelters already include residents in the tasks of preparing meals. By qualifying a facility as a vocational rehabilitation site, the kitchen can receive state vocational rehabilitation funds for training clients for qualifying jobs. One shortcoming of this type of arrangement is that food service jobs often do not pay well. For the unskilled worker, however, this may be a good start to self-sufficiency. Waitering, catering, cooking and dish washing are well-paid jobs in some markets, and kitchen assistance can be a good background for cultivating those higher level skills. York County Shelter's Bakery is developing the capacity to train food service workers for higher skilled positions in the food service job sector in response to changes in the marketability of particular food-service jobs.

The economic development approach is the job creation strategy that requires the most complex relationship between the private sector and service providers, but generates the most money. The Osage Initiative, the one of two ambitious programs in this study initiated by the private sector, is the most dramatic example of an effort to combine private enterprise and social service programs to create jobs and job skills. Skid Row Development Corp. is another example of a public/private partnership that creates jobs and is helping to revitalize a blighted area of Los Angeles. In both cases, for-profit businesses are encouraged to hire the homeless. In the former, private industry benefits from a pool of labor for low-skilled, one-time jobs. In the latter, a large shelter system benefits from rental revenues from businesses who have agreed to hire at-risk local residents as a part of their lease agreement. Service providers who would like to pursue this type of program are well advised to contact Skid Row Development Corporation for literature about their funding arrangements.

ARCH is an interesting hybrid of the economic development and job training program approaches. The economic development objective is to maintain the low-cost housing inventory of Washington, D.C.. Job trainees in the building trades are not only helping themselves to be independent, they are creating housing opportunities for other at-risk community members. The program sponsor, Potomac Electric Power Company (PEPCO), is addressing long-term economic concerns by trying to stabilize the housing base of its customer community.

3.2.3 COMPARISON OF PROGRAMS

Though our sample is small, the age of programs appears to be indicative of the history of community efforts to solve the problems of homelessness (Table 3.1). Of the programs observed in this study, St. Joseph Thrift Store (1976) and the Eugene Mission newspaper recycling program (1960) have the longest histories, both programs successfully supporting shelter services with traditional recycling businesses.

In the late 1970s, two programs were started that used ideas that would become important precedents for later efforts. Baker Industries started a non-profit organization that employed handicapped and homeless individuals in temporary services for business. Skid Row Development Corporation (SRDC) incorporated to implement an economic development approach employing homeless and at-risk people to support shelter services and to revitalize the Skid Row Area of Los Angeles.

The mid-1980s saw the beginning of efforts to create businesses that combined job training and the prospect of revenues either for shelter services or for the training program. Among the businesses that have achieved one or both of these goals are a bulk mailing business (Cana Industries), a bakery (York County Shelter), Corporate Cookie retail snack shop, Restart's lawn and snow-removal services, Burger-Up fast food restaurant, and SRDC's recycling and street maintenance businesses. Programs whose emphasis is job placement have begun to recognize the need for job skill development for clients to become independent of support services. The other notable change in recent years is the evolution of public/private partnerships trying to create long-term solutions to unemployment among the homeless. The newest programs discussed are pilot projects funded by the Stewart B. McKinney Act that include skilled job training, job placement and some type of case follow-up.

Program objectives (Table 3.1) observed were (1) either temporary or permanent placement in either unskilled to low-skilled jobs or skilled jobs; (2) revenue for shelter or feeding services, for the job training program, or for expansion of the business effort, and (3) long-term placement in housing. In considering revenues applied to homeless services, shelter and feeding services were combined because a few agencies sponsoring programs provide both.

Some programs directed to temporary placement in jobs have placement as their primary objective. Allied Services, Resources Unlimited, and SRDC's two service businesses see temporary placement as an opportunity for clients to get on their feet and regain their ability to take charge of their own lives. Other programs are directed to both temporary and permanent placements; temporary placements are considered "stop-gap" and permanent placement is the primary objective. Programs that have formal training programs generally prefer to plan in terms of permanent placement for all clients. The definition of "permanent placement" varies, usually referring to a placement lasting at least several months.

Program objectives for targeted job skill levels vary. Many programs have made a choice between unskilled or low-skilled job objectives and skilled job training and placement. Temporary service approaches tend to cultivate low-skilled job markets. Kitchen assisting and other food-service programs prepare people for a relatively low-skill job sector. Service businesses such as maintenance services and Cana Industries' bulk mailing service also promote low-skilled placements. This approach is a legitimate choice for developing income opportunities quickly, on a limited budget, and for clients who are unable to learn complex tasks. The food-service program idea has the added advantage of preparing clients for jobs that are likely to be available in all communities.

Job placement programs are generally directed toward both skilled and unskilled placements. Shelter-based programs that include some skill building also tend to cultivate placements at a variety of skill levels. This approach provides flexibility that helps both those clients who want to work towards long-term stability and those who either prefer or are somehow limited to short-term measures.

Programs that have skilled placements as a primary objective are committed to a high level of training within the program. ARCH's building-trades program and Samaritan House's nurses' aide certification program are directed to getting people into skilled jobs. Other programs that train clients for skilled jobs include the shelter-based Emmaus House's wood shop business and the private-sector sponsored Osage Initiative.

Seven projects studied have raising revenue for shelter or feeding services as a primary goal. The St. Joseph Center Thrift Store, the Eugene Mission recycling business, and the three SRDC projects are directed to raising revenue for support services for the homeless only. Cana Industries and Burger-Up both hope to support shelter services and their job training programs with project revenues.

Table 3.1
PROGRAM OBJECTIVES

Program Description (Program Type)	Program Objectives			
	Starting Date	Job Placement	Revenue	Housing
Just One Break (Job Placement Service)	1986	T,P,LS,SK		
Allied Services (Day Labor Referral)	Ended	T,LS,SK		
St. Joseph Center (Meal Program Training)	Proposed	P,LS,SK		
St. Joseph Center (Thrift Store)	1976		S/F	
Baker Industries (Temp. Services)	1979	T,P,LS,SK	TR,Ex	
Homeless Initiative (Training and Placement)	1988	P,LS,SK		
Eugene Mission (Newspaper Recycling)	1960	LS	S/F	
Portals CMI Services (Corporate Cookie)	1986	P,LS	TR	
Resources Unlimited (Temporary Placement)	1988	T,LS		
Quene-Up (Burger-Up Restaurant)	1988	T,P,LS	S/F,TR,EX	X
Emmaus House (Wood Shop/Kitchen)		P,LS,SK,TR		X
Restart Inc. (Lawn, Snow Removal)	1984	T,SK		X
Restart Inc. (Job Referral Placement)	1984	P,LS,SK		X
ARCH (Building Trades Train.)	1988	P,SK	TP	X
Canam Industries (Bulk Mail Service)	1984	T,P,LS	TP	X
York County Shelter (Bakery)	1985	P,LS,SK	SH,TP	
Osage Initiative (Eco-Dev. & Soc. Serv.)	1988	T,P,LS,SK	SH,TP	X
Samaritan House (Nurses Aide Training)	1988	P,SK		X
Skid Row Development (Economic Development)	1978	P,LS,SK	S/F,EX	X
Skid Row Development (Recycling)		T,LS	S/F	X
Skid Row Development (Broadway Maintenance)	1985	P,LS	S/F	X
Cap. Hill Com. Service (Food Service Training)	Proposed	T,P,LS		

Source: Telephone Interviews

Job Placement: T=Temporary, P=Permanent, LS=Low Skilled, SK=Skilled

Revenue: S/F=For Shelter/Feeding, TR=For Training Program, EX=For Expansion

Other projects are trying to raise revenues to support job training programs. Corporate Cookie, Restart's lawn-care and snow-removal service, ARCH, and Cana Industries intend for all their surplus revenues to provide ongoing funding for their job training programs. Baker Industries, Burger-Up, and the Osage Initiative expect revenue to fund training programs and future business expansion.

A number of programs also stated that permanent placement in housing was an important objective.

Program costs were not available for all programs. Some sample figures along with estimated full-time equivalent staffing requirements for several programs are included in Table 3.2.

Table 3.2
PROGRAM COSTS

Program Description (Program Type)	Start-Up Costs	Annual Budget	Staff (FTE)
Just One Break (Job Placement Service)		\$200,000	3.5
St. Joseph Center (Meal Program Training)	\$500,000		2.5
St. Joseph Center (Thrift Store)	\$60,000		3.5
Baker Industries (Temp. Services)	\$50,000	\$200,000	3.0
Homeless Initiative (Training and Placement)	\$650,000		8.5
Eugene Mission (Newspaper Recycling)			5.0
Portals CMI Services (Corporate Cookie)	\$100,000		
Quene-Up (Burger-Up Restaurant)			1.5
Restart Inc. (Lawn, Snow Removal)	\$50,000		
Cana Industries (Bulk Mail Service)		\$247,000	
York County Shelter (Bakery)		\$50,000	3.0

Source: Telephone Interviews

Table 3.3 lists funding sources for all programs studied. Three new programs receive support from the federal government in the form of Stewart B. McKinney grants. Several programs qualify for and receive state vocational rehabilitation funds. Four very different programs receive support from their city or county governments: the Homeless Initiative job placement service, the private utility sponsored ARCH program, the York County Shelter Bakery, and SRDC.

Most shelter service based programs are started and operated with funds from the shelter budget. Shelter service based programs include:

- St. Joseph Center - thrift store and restaurant
- Eugene Mission - newspaper recycling business
- Corporate Cookie - snack restaurant
- Resources Unlimited - temporary job placement
- Burger-Up - fast food restaurant
- Emmaus House - wood shop and kitchen
- Restart, Inc. - job service, yard service, small business incubator project
- York County Shelter - bakery
- Samaritan House - nurses' aide training
- Skid Row Development Corporation - economic development, street maintenance, recycling
- Capitol Hill Community Services - food service

Nine projects were started or operate with funds from the service agency's budget. Three have taken out loans to get projects going. Seven are using project revenues to support their projects or other services.

Most projects have at least some grants or donations from private sources. Shelter service based projects have support from churches, businesses, individuals, and foundations. Support from private business is especially evident in the Osage Initiatives and ARCH projects. Projects that might be called public/private partnerships include:

- Homeless Initiative Pilot Project - training and placement
- ARCH - housing rehabilitation, building trades training
- Osage Initiatives - economic development, education programs, job placement
- SRDC - economic development, service businesses

Business contributions were significant in getting several of the business projects started. For example, Burger-Up started with a \$1.00 per year lease and donated kitchen equipment.

Respondents frequently cited the need to combine all possible funding sources to create successful programs. Most of the programs studied have three or more funding sources.

Table 3.3
PROGRAM FUNDING SOURCES

Program Description (Program Type)	Government	In-House	Donations
Just One Break (Job Placement Service)		SO	M
Allied Services (Day Labor Referral)		SO,L	
St. Joseph Center (Meal Program Training)	SV	SO,L	
St. Joseph Center (Thrift Store)		L,RV	I,F
Baker Industries (Temp. Services)		RV	C,B,I
Homeless Initiative (Training and Placement)	Mc,C	SO	F
Eugene Mission (Newspaper Recycling)		SO	C,B,I,F
Portals CMI Services (Corporate Cookie)	SV		F
Resources Unlimited (Temporary Placement)	SV	RV	B
Quene-Up (Burger-Up Restaurant)			C,B,I
Emmaus House (Wood Shop/Kitchen)	SV		F,M
ARCH (Building Trades Training)	Mc,SV,C		B
Cana Industries (Bulk Mail Service)		SO,RV	C,I,F
York County Shelter (Bakery)	SV,C	SO	
Osage Initiative (Eco-Dev. & Soc. Serv.)		L	C,I
Samaritan House (Nurse's Aide Training)	Mc	RV	
Cap. Hill Comm. Services (Food Service Training)		RV	

Source: Telephone Interviews

Government: Mc=McKinney Grants, SV=State Voc. Rehab., C=City/County

In-House: SO=Sponsor's Organization Budget, L=Loans, RV=Project Revenues

Donations: CH=Church, B=Business, I=Individuals, F=Foundations, M=Direct Mail

Client services offered by the various programs are summarized in Table 3.4. Clients for six programs are referred by outside agencies, implying that all the other programs refer clients from within. Several programs have a preliminary screening procedure to determine eligibility for program participation. Preliminary screening, as used here, means screening for factors related to employability, including such considerations as previous experience, literacy, record for retaining a job, and specific job skills. Some programs also screen for psychological factors.

Most job programs that involve training include some type of social skills training. These include personal hygiene and basic communication skills. Job interview skills are often included. The Samaritan House program includes some family dynamics training for clients with children. Many programs teach responsibility by keeping people on schedules or making personal contracts for desirable behaviors.

Deficient reading and writing abilities are limiting factors for many clients. The Homeless Initiative and Osage Initiative both offer basic literacy and English-as-a-Second-language classes.

Training for specific job skills is the predominant type of training offered. Most of the businesses offer on-the-job training. Osage, the Homeless Initiative, and Samaritan House include some classroom teaching in their programs.

Counseling is considered by most respondents to be a vital part of any successful attempt to get clients out of the cycle of homelessness. Ten programs refer participants to counseling programs outside of their organization. Four programs conduct employer follow-ups after job placements to see if clients are doing well and to determine whether further client counseling is needed. Two programs, Resources Unlimited and Cana Industries, include post-employment counseling to provide peer support for ongoing success in the job. Most programs expressed a need for such counseling, but did not have adequate funds to do it.

Drug and alcohol problems are one of the largest factors contributing to homelessness. Five programs include the requirement that participants must remain drug- and alcohol-free in order to participate, and either provide related counseling or have a referral agreement with counseling programs in other agencies.

Material support (Table 3.4) for the homeless is the original purpose of most sponsoring agencies studied. With the exception of Osage Initiatives, and the two temporary services programs, all the sponsoring agencies of ongoing projects either provide housing or require participants to be in shelter. Several of them also provide some meals. Only two programs provide child care at this time, but several others expressed a desire to provide child care and after-school care. At least four programs provide clothing and other incidentals. Only two provide health care. The Homeless Initiative provides transportation. Several programs stated that transportation was the greatest limiting factor to making the best use of their available job market.

Table 3.4
CLIENT SERVICES PROVIDED

Program Description (Program Type)	Client Services			
	Client Type	Training	Counseling	Support
Just One Break (Job Placement Service)	SH,Mp	PS	RP	H
Allied Services (Day Labor Referral)	Mp,DA	PS	RP	
St. Joseph Center (Meal Program Training)	M,F	JS		H
Baker Industries (Temp. Services)	SH,H	S,JS	RP,F	
Homeless Initiative (Training and Placement)	SH,DA	PS,S,L	RP	H,M,CC,CL,HT,T
Eugene Mission (Newspaper Recycling)	SH,Mp	SS		H,M,C
Portals CMI Services (Corporate Cookie)	CMI		F	H
Resources Unlimited (Temporary Placement)	CMIp		RP,F,PE	
Quene-Up (Burger-Up Restaurant)		SS,JS		H
Emmaus House (Wood Shop/Kitchen)	Mp,MNp	PS,S,JS		H,M
Restart Inc. (Lawn, Snow Removal)	SH			
Restart Inc. (Job Referral Placement)	SH	JS	RP,F,PE,DA	
Action to Rehab Com. Housing (Building Trades Train.)	Fe,MN	PS,SS,JS	RP,F,DA	H
Cana Industries (Bulk Mail Service)	SH,Wp	SS,JS	RP,PE	H,HT
York Cty. Shelter (Bakery)	H	PS,SS,JS		H,C
Osage Initiative (Eco-Dev. & Soc. Serv.)	SH	PS,SS,L,JS	RP	CC
Samaritan House (Nurses Aide Training)	SH,W,F	PS,JS		H,C
Skid Row Development (Economic Development)				H,C
Skid Row Development (Recycling)	SH,M,W	SS,JS	DA	
Skid Row Development (Broadway Maintenance)		SS,JS	DA	

Source: Telephone Interviews

Client Type: SH=Shelter Res., M=Men, W=Women, F=Family, DA=Drug/Alcohol Problems
CMI=Chronically Mentally Ill, (p=Primarily, e=Exclusively)

Training: PS=Preliminary Screening, SS=Social Skills, L=Basic Literacy/ESL, JS=Job Skills
Counseling: RP=Ref./Place., F=Employer Follow-Up, PE=Post Employment, DA=Drug/Alcohol
Support: H=Housing, M=Meals, CC=Child Care, CL=Clothes, HT=Health Care, T=Trans.

Results of the projects efforts that had measurable results available are summarized in Table 3.5. Projects that focus on job placement and referral make the highest number of placements. When training is included in the program, the number of placements is lower, but the prospects of an individual completing the program and staying in the labor force is ostensibly higher. Where the program focuses on generating income, the job training and placement components become quite small.

Table 3.5
NUMBER OF CLIENTS IN PROGRAM AND INCOME GENERATED

Program Description (Program Type)	# of Clients/Yr. in Training	Plac./Yr.	% of Clients in Perm. Jobs	Revenue To Support: Shelter/Job Program	Est. Income
Just One Break (Job Placement Service)		870	62%		
St. Joseph Center (Thrift Store)				SH	\$33,000
Baker Industries (Temp. Services)	40	40			
Homeless Initiative (Training and Placement)	225		65%		
Eugene Mission (Newspaper Recycling)				SH/JP	\$100,000
Portals CMI Services (Corporate Cookie)	17	40		JP	
Resources Unlimited (Temporary Placement)	18	40		JP	
Quene-Up (Burger-Up Restaurant)	2			SH	\$100,000
Emmaus House (Wood Shop/Kitchen)				JP	
ARCH (Building Trades Train.)	93	45			
Cana Industries (Bulk Mail Service)	6	35			
York County Shelter (Bakery)	4			SH\JP	\$70,000
Osage Initiative (Eco-Dev. & Soc. Serv.)	12	165		JP	
Samaritan House (Nurses' Aide Training)			40%		
Skid Row Development (Economic Development)				SH\JP	

Source: Telephone Interviews

CHAPTER 4

DIRECTIONS FOR THE FUTURE

4.1 FINDINGS

The idea that service providers for the homeless can improve their services to their clients by developing businesses is not new. Short-term solutions such as shelter services have long been funded, at least in part, by recovery and recycling businesses such as the Eugene Mission's newspaper recycling program and thrift stores. Using agency-run businesses to create long-term solutions to homelessness is the challenge that many organizations are facing today. Our respondents have shown us that long-range solutions are possible with a variety of business approaches.

Different business types are suitable for achieving different objectives. Programs with single, short-term objectives such as generating revenue or placing people in temporary jobs can develop simple approaches such as a single service business or a recovery and recycling business for revenue, or a single service business or employers' network for temporary placements. Long-term employment might be considered a single objective only if placements are in positions for which clients are already qualified.

Long-term employment, in most cases, is a multiple objective. A program working for long-term solutions becomes much more complex because the factors that put people at risk or make them homeless require a high level of client support and, ideally, ongoing case management to prevent recidivism. A program with long-term goals will need resources to address clients' multiple needs--material, medical, emotional, and social as well as job skill related. Most programs with long-term placement as a primary goal expressed a need to expand support services for clients. Transportation to jobs and child care are two needs that are largely unmet and critical for long-term solutions.

Creating stability for the client is another interest expressed by many programs contacted. Becoming accustomed to routine and responsibility can be a major adaptation for some clients. Programs would like to provide screening and counseling to help place individuals in programs where they have a good chance to succeed, regardless of their skill level or basic intelligence. Program managers want to be able to follow-up on clients after they are placed in jobs to help overcome problems and to gauge the success of their programs. These needs are often not included in a project plan.

Multiple-objective programs probably require multiple funding sources. We doubt whether any of the programs that have long-term or multiple objectives could survive without subsidies in the form of donations from business, grants, or state vocational rehabilitation contracts. Multiple-objective programs that have developed creative and mutually beneficial relationships with multiple funding sources include the York County Shelter Bakery, SRDC's three projects, and ARCH's housing rehabilitation program.

4.2 RECOMMENDATIONS

The key to successful job referral and placement services is **outreach to and cooperation with private business**. Programs like Restart and Burnside Community Council's Job Corps spend as much time making contact with the business community as they do with clients seeking jobs. A common limiting factor for developing job markets for clients is the lack of available transportation. Another tool of great value to this type of endeavor is a **direct link with the state employment service**. Just One Break is directly linked with the California State Employment Division through a full-time state employed staff person and an on-line computer employment listing.

The keys to generating revenue for shelter services with an agency-run business are finding a **stable market** and getting the **support of local business**. Incorporating a job training objective with revenue generation will greatly limit the revenue raising potential of the project unless the training program is subsidized, such as a state funded vocational rehabilitation program.

Recovery and recycling businesses still hold promise for generating revenues. These businesses rely heavily on the largess of business for their resource base (eg. SRDC's bank bag recycling business) or on their ability to collect marketable materials (eg. Eugene Mission, St. Joseph Center Thrift Store). New opportunities for this type of business will open up as communities are motivated to solve major solid waste problems. For instance, plastics recycling is a growing business. Market conditions will probably be unstable until collections systems are established, but recent legislation in Portland and at the state level have stimulated interest in this growth industry state-wide.

Two programs contacted suggested that another promising business that they consider developing along these lines is the **off-sale clothing business**. Dependent on donations or below wholesale prices from the clothing manufacturing industry, off-sale retailing would be directed at a more prosperous market than is the traditional thrift store approach. These businesses offer only low-skilled job opportunities except for management staff. Retail sales might be cultivated as a marketable job skill for a limited number of clients.

To incorporate revenue generation and job training, we advise serious market study. **Find a need for a service or a product that can be anticipated to continue and that employs several levels of job skills**. Preferably, get a **contract with a private business or a government agency for the service or product**. York County Shelter Bakery has contracts with an elderly congregate meals program and vocational rehabilitation funds for training at several skill levels. This arrangement yields net revenues that fund one sixth of their shelter services budget. Emmaus House gets contracts with construction companies to build cabinets. The contracts pay for the training program part of the time, and are expected to support shelter services when the business is well established.

The cost of job training programs can be reduced with **cooperative arrangements with educational organizations**. Samaritan House's nurses' aid certification is an example

of a shelter-run project using this approach. Osage Initiatives has brought two non-profit educational organizations under its roof to make available basic literacy and job skills training in the same facility with its small business efforts and a for-profit employment service.

We found a number of ideas for service businesses that could incorporate several levels of skill training and the prospect of generating revenue. **Services that include work at varied skill levels and may provide for well-paid jobs for the persistent include carpentry, landscaping and grounds maintenance, and painting and wallpapering.** An exciting model that addresses one of the important aspects of homelessness that others are unable to address is ARCH which is **training clients for building-trades jobs while restoring low-income housing.** We think this Washington, D.C. project, funded with major private sector support and Stewart B. McKinney funds, could be a model for cities nationwide.

Local determination of what kinds of enterprises have the best chance of success should include **inquiries to state employment offices** to determine what skills are most needed at the present time and anticipation of future needs. **Unions should also be contacted** to find out where there may be gaps in the labor pool that need to be filled. For some trades, the unions may limit the kinds of projects allowable for union approved shops (e.g., Emaus House's wood-shop contracts are limited to certain products).

Where possible, proposed businesses should undergo a **thorough market study.** This is an opportunity to get private enterprise to donate their services to your worthy cause. A market study may confirm your hopes, or lead you to a new, more productive approach. If a group is operating from a fixed location, an **informal survey of neighbors and neighborhood groups might provide a service idea** that would create both a workable opportunity for clients and good community relations. An important consideration for any proposal is to include possibilities for work at many skill levels.

Money is both the beginning and end of a successful program. Private enterprise needs skilled labor, and smart businesses will contribute to the costs of creating and maintaining it. The same funding sources that support shelter may be able to contribute more if they see the potential for long-term, positive results. Stewart B. McKinney funds may be available for creative projects incorporating training and placement (see Appendix D for examples of funded projects). The important point here is a variety of sources, and flexibility.

Learning how to represent the benefits of your program to private industry may be the most important strategy for developing a successful business venture. Program staff need to be familiar with private sector language in order to sell their programs to private sector benefactors. Benefits to business and economic development, in general, need to be emphasized. Large donations are often tax deductible. They are also good public relations opportunities and should be played as such, unless donors prefer not to do so. A steady supply of either skilled or casual labor can have a stabilizing effect on the business climate. Rehabilitation of neighborhoods makes good long-term economic sense, and projects such as ARCH, directed at such rehabilitation, should be readily

supported by people doing business in the effected area. In particular, **businesses that are bound to fixed locations, such as utilities and locally owned industry, have a stake in the health of their communities and may be cultivated as a source of support for projects that improve the appearance and stability of neighborhoods.**

Good examples of working programs for long-term solutions to homelessness exist nationwide. Portland has one of the more recognized job placement programs nationwide in the Burnside Community Council Job Corps. We now have the opportunity to develop an exemplary job skills improvement program, or creative businesses to support shelter. Our study shows that it is not only possible to do both, but that it would be shortsighted not to.

BIBLIOGRAPHY

See Bibliography at the end of Appendix A

APPENDIX A
PORTLAND HOMELESS PROJECT

TECHNICAL MEMORANDUM #1

PORTLAND HOMELESS PROJECT

Submitted to:

State Community Services

By:

Community Planning Workshop
Department of Planning, Public Policy, and Management
University of Oregon

Chris Beanes
Mike Farber
Nancy Kincaid

28 March 1989

I. INTRODUCTION

In the winter of 1988 David Povey, faculty director for Community Planning Workshop of the University of Oregon (Workshop), and Dave Van Otten of State Community Services (SCS) began discussions concerning problems of the homeless in Portland and ways that Workshop might be involved in finding solutions to some subset of those problems. Those discussions led to other meetings with Lynne St. Jean of Burnside Community Council (BCC) and Sharon Nielson of Central City Concerns (CCC), and to a number of ideas about what subset of the problem would make the best use of Workshop's resources.

In January 1989 the participants in these discussions decided to focus on the interrelationships among:

1. The type and location of jobs that BCC was able to find for the homeless,
2. The types of homeless people most likely to succeed at such jobs,
3. The current and desired locations for emergency shelters and transitional housing for the homeless, and
4. The ability of BCC or any social service agency to track the success of its programs for the homeless.

The general conclusion of the participants at the January meeting was that it would be useful to all agencies involved if Workshop could:

1. Design and develop a database system that would allow BCC to (1) attend to the needs of its clients more efficiently and to evaluate its success in doing so, and (2) compare the location and type of employment opportunities it provides with the location and type of people to whom it provides them.
2. Conduct such a comparison to determine the areas in Portland that BCC, CCC, and other agencies should target for emergency shelters and transitional housing for the homeless.
3. Comment on the type of for-profit activities that could be developed to provide employment for the homeless and generate income for the social services agencies providing services for the homeless.

The details of a work program for achieving these goals are contained in Workshop's contract with SCS. That contract also describes the purpose of this technical memorandum: to summarize issues and information related to homelessness in order to focus the remainder of Workshop's analysis. To that end, in this memorandum we discuss national problems of homelessness and those of Portland in particular, in light of a review of current literature and government studies. We include a brief history of both

national and local homelessness to provide context for our more detailed review of the characteristics of the homeless. We have attempted to characterize distinct groups of homeless people and their special needs. Because many individuals have characteristics of more than one group, we offer the categories chiefly as indicators of the complexity of the problem and of the different kinds of services that will be required for successful transition in individual situations into self-managed living situations. Finally, we discuss interviews with service providers in Portland and their suggestions for further study.

This study is the first phase of a larger study intended to provide planning tools for service providers for improving the effectiveness of their placement programs.

II. A NATIONAL OVERVIEW OF THE HOMELESS PROBLEM

A. A Historical Perspective on Homelessness

Homelessness is not a new condition of life in the United States, but its manifestations have changed with the times. In the early history of European settlement of the country everyone was homeless until they created their own settlements. Itinerant trappers and miners opened the frontier for later settlers who would develop permanent homesteads. As the extraction of natural resources expanded and industry evolved, the mobile labor force grew, too.

Millions of wandering laborers in the late 1800s to early 1900s were invaluable to the expansion of the nation. They cut timber, mined ore, threshed wheatfields, laid railroad tracks and built towns. Hobos were the frontiersman of the industrial age. Many of the hobo population didn't fit into the "new" economy of factories and offices. Hobo culture declined after the 1930s when much of the West was settled and the social programs of the New Deal offered jobs to this segment of the population.

The New Deal helped to resettle another large group of homeless people. The 1929 stock market crash, the ensuing Depression and the effects of Dust Bowl conditions in the Midwest displaced hundreds of thousands of people in the early thirties. An estimated ten to eighteen million people were unemployed at the height of the Depression. Population shifted from rural to urban areas and from eastern to western regions of the country. The possibility of casual work in port cities and the creation of federal economic recovery and development programs such as the Civilian Conservation Corps, Works Progress Administration, and the Bonneville Power Administration created many temporary jobs in the Northwest in the mid-thirties.

Another economic depression in 1937 was forestalled by the beginning of World War II and the concomitant shift to wartime production patterns. WWII activities made Portland one of many busy and prosperous ports around the country. This reinforced the traditional pattern of itinerant workers, most of them men, establishing temporary residency near major shipping and railroad centers.

After the war the U. S. economy boomed. The electrification projects started under the New Deal made economic diversity possible anywhere in the country. Federal loan programs made home ownership possible for a growing sector of working people, particularly veterans. Development of the federal highway system accelerated in the 1950s and shifted transportation priorities from the railroads to the automobile. The suburbs became the U. S. model for housing. Homelessness did not go away during this time, but economic prosperity in general and reduced pressure on urban space because of the development of the suburbs made the problem less acute and less visible.

Low occupancy of urban housing and lack of interest in downtown areas resulting from the suburbanization of America allowed the traditional homeless population the space they needed to provide for themselves in those prosperous years. Flophouses, single room occupancy hotels, hash houses, and the other support systems that made life tolerable for the disaffiliated survived until gentrification and urban revival efforts escalated downtown real estate values. The old hotels came down or were upgraded for a more profitable clientele while the vacant lots and sheltered alleys were built on and secured for new uses. During the 1950s and 1960s an aggressive program for building low-income housing was subsidized with Housing and Urban Development funds. Owners' contract responsibility to keep those units available as low-income rentals only lasts twenty years. As many as 900,000 units of subsidized housing may be converted to other uses as those contracts lapse. Another 100,000 may be lost to abandonment, foreclosure, arson for profit, and condominium conversion (Common Cause, 1987).

While low-income housing stocks decline and costs rise, working wages have declined. The economy has shifted away from a primarily industrial base in which a largely unionized laborer force earned decent wages. The growing service based economy offers lower wages and fewer benefits to unskilled and semi-skilled workers. In addition, the minimum wage has declined in real value progressively for a decade. It has remained at \$3.35 since 1981. Five million U. S. workers are paid minimum wage or less (Consumer Reports, 1987).

Subsidies for low-income housing were reduced 60% by the Reagan administration (Common Cause, 1987). The number of new low income households receiving fiscal assistance has gone down from 217,000 in 1981 to 83,217 in 1986. The median percentage of income that households must spend for housing (rent and heat) grew from 35% in 1974 to 46% in 1983 (Consumer Reports, 1987). These economic conditions have added new faces to the homeless population. Paraphrasing from Peter Marin (Utne Reader, 1988), added to those who have traditionally struggled to live outside the social order is a new group struggling to regain their place within it.

The Reagan administration also changed eligibility criteria for entitlement programs such as Disability and Aid to Families with Dependent Children. This has made more people vulnerable to homelessness, particularly single parent families and the disabled.

Usually economic factors have combined with personal problems to put people on the streets. High divorce rates have increased the number of single-parent families,

usually headed by women. Runaway and throwaway children and adolescents are another product of dysfunctional families. The growing number of elderly citizens whose fixed incomes do not keep them abreast of inflation are vulnerable to homelessness, too.

One well-intentioned social policy has created a large part of the growth in potentially permanently displaced persons. Deinstitutionalization of the mentally ill was a policy shift that started in the 1950s in response to the horrible living conditions in mental institutions. The intention was to transfer mentally-ill patients from hospitals to residential settings. In 1955 mental hospitals cared for 559,000 patients; in 1980 the number had fallen to 130,000 patients. The case maintenance and group-home system which was supposed to care for those released from institutional care and integrate them into the community was never adequately implemented.

B. Characteristics and Needs of Today's Homeless

The homeless are not easily categorized: they are of different ages, ethnicity, family circumstances, and health. The characteristics of the homeless population differ dramatically from one community to another. Every city has homeless adults, but the demographics are not uniform throughout the nation.

The range of estimates of the number of homeless people is wide. At the low end is the U.S. Department of Housing and Urban Development (1984) estimate of 200,000 to 300,000. At the high end are advocates' estimates of more than 2 million (Hombs and Snyder, 1982). Whatever the absolute numbers, the number of homeless people has grown appreciably in recent years. Surveys conducted by the U.S. Conference of Mayors in 25 representative cities in each of the past 2 years identified no city in which the numbers were falling; most cities reported annual increases of 15 to 50 percent (U.S. Conference of Mayors, 1987).

The traditional single adult transient population still comprises the largest group among the homeless population. They are more likely to be men (56 percent of the total population) than women (25 percent of total population). The remaining 19 percent of the population are adolescents or families with children (Committee on Health Care for Homeless People, 1988). The average age is between 34 and 37. 55 percent are high school graduates. Up to 45 percent suffer from alcohol abuse and 23 percent suffer from drug abuse (Breakey, 1987).

Most recent studies have found that approximately 25-40 percent of homeless men suffer from serious alcohol problems, compared to the national average of 11-15 percent for men and 2-4 percent for women (Mulkern and Spence, 1984; Stark, 1987; Schutt and Garrett, in press). Homeless people with alcohol problems are more often physically disabled than homeless people without such problems. As a consequence they are more likely to require health care services. A primary need identified for this segment of the homeless population is detoxification centers, within the shelter if possible. Convalescence programs and entry into specialized alcohol-free living environments are also needed to help ease the recovering alcoholic into the greater society.

Significant numbers of the homeless have been identified as mentally ill; numbers range from 25 to 40 percent of the adult transient population (Bacharach, 1984). Chronic conditions of the mentally-ill fall into these categories: long duration, frequent recurrence over time, and slowly progressing impairment (Bacharach, 1984). Homeless mentally ill people use hospitals as places to stop and get out of the cold, to rest, get a place to sleep. It is the hospitals that provide comprehensive services in a safer environment. Among the most vulnerable group in the mentally ill population are older people manifesting a high incidence of psychiatric disability. Shelters need to provide medical, psychiatric and social services and a less threatening atmosphere. Among the support services identified, we have found eight critical needs of the mentally ill population: Shelters, residential alternatives, financial support, psychiatric supports, rehabilitation, case management, contact services and governmental, legal and societal supports.

Up to 70 percent of homeless youth come from abusive homes, with no family to return to (June Bucy, 1987). Every study observed indicated that homeless youth were most often first removed from their families by authorities who deemed the family abusive or neglectful. The youths then were placed in a variety of placements and eventually ejected, emancipated, or simply lost in records. Most homeless youth are excluded from school due to frequent moves or the lack of a permanent address. The needs of this population are primarily stability and permanence. Shelters generally do not accept older children, particularly boys. Adult shelters for either men or women are often not allowed to assist minors. They also need educational programs. Most homeless youth have not completed grade school.

Our research indicates that up to 50 percent of the homeless population are veterans of war, the majority being from the Vietnam War (Goodwin, 1986). Many of the Vietnam veterans suffer from Post Traumatic Stress Disorder (PTSD). Some of the symptoms of PTSD are depression, sense of isolation, rage, and alienation. PTSD is considered a personality disorder and in most cases does not create eligibility for disability payments (pers. com. Lynn St. Jean, March 24, 1989). Many veterans require psychological help and support from peers in group settings.

The fastest increase in the homeless population has been families. Families now comprise 28 percent of all recorded homeless persons in the U.S. (Committee on Govt. Operations, 1986). Some characteristics that homeless families share:

1. They are likely to be headed by women with 2-3 children.
2. The mothers are in their late 20s.
3. They receive AFDC.
4. They are isolated socially, with few, if any social supports.

5. They are multi-problem families (eg. chronic economic, educational, vocational, social problems, fragmented support networks and have difficulty accessing the traditional service delivery system).

A scarcity of low-income housing is a primary cause of homelessness for families. A pressing need for families is the provision of shelter spaces for the entire family, instead of the usual method of separating the family into separate spaces. Another more permanent need is the restocking of low-income housing. In addition, they need assistance getting permanent work to end the cycle of poverty and homelessness.

In one study, the elderly made up less than 10 percent of the homeless population (Roth, 1985). Three hypotheses for the low percentage of elderly people in the homeless emerge:

1. In turning 65 many elderly receive various benefits (Social Security, Medicare and Senior Citizen housing).
2. Homeless people do not survive to old age, the realities of existence for the homeless are debilitating.
3. Homeless elderly are reluctant to use shelter facilities, due to the high dangers involved and the vulnerability of the elderly.

A pressing need for elderly homeless people is shelter where they feel safe.

III. HOMELESSNESS IN PORTLAND

A. Introduction

Portland, Oregon's experiences with the problems of homelessness parallels those of the nation as a whole: economic cycles since the late 1800s, federal policies, and changes in social structure had similar impacts. However, a combination of Portland's historic role as a center for the homeless and more recent local effects have led to a substantial increase in the number of homeless people currently within the city.

This section outlines the history of homelessness in Portland and summarizes the findings of recent studies and counts done of the Portland homeless population. The impact of the loss of SRO housing and City of Portland policies relating to the homeless since 1972 will also be reviewed.

B. Historical Perspectives

Portland is the traditional center for the homeless in the Pacific Northwest. As a major center of the industries such as agriculture, logging and shipping, Portland attracted large numbers of transient workers in the late-1800s. The local Skid Row, at its peak covering 150 city blocks, grew out of the area surrounding the waterfront. It

primarily consisted of hard-working, skilled and semi-skilled, transient men. At the turn of the century, Portland had the largest homeless population per capita in the nation (The Portland Model, 1988: 9).

The rapid growth of Portland from 1900 - 1913 as a hub of commerce and tourism created a demand for hotels and boarding houses. Expansion of the city and population outward to the suburbs left the downtown short-term housing facilities as the nucleus of Portland's skid row. Blake (1987:5) cites two other contributing factors to the growth of the homeless population in Portland:

1. Portland became a transportation axis once the transcontinental railroad was established attracting more workers to the region;
2. Numerous labor offices made Portland the contract-labor center for the Northwest. Transient men were placed in temporary jobs as loggers, agricultural workers, and stevedores on the docks (Blake, 1987: 5).

Like most cities during the Depression Years of the 1930s, Portland's homeless population grew as migrants arrived in search of work. These new homeless were no longer the skilled transient workers; unskilled young men, women, children and families swelled the homeless population. The average age of the skid row resident dropped from 50+ years to 32 years. (Blake, 1987: 3)

From the end of the Depression to the late 1970s, Portland's skid row declined in geographic size by almost 90%. The population decreased by approximately 70%. During the decades after World War II, skid row was again populated primarily by older, single, white males living in Single Room Occupancy (SRO) housing (Blake, 1986: 6).

Portland became a center of community activism in the early to mid-1970s. Skid row was targeted by organizing efforts that slowed the demolition of low-cost housing. Burnside Projects, Inc., Burnside Community Council, and the Burnside Consortium (later, Central City Concern) emerged, operating shelters, clean-up services, detoxification programs, and SRO hotels. These groups, in combination with a variety of church-based organizations, have provided the primary resources for the homeless in the 1980s.

The early 1980s saw a large increase in the number of homeless people and rapid influx of women, children and families into the ranks of the homeless. There are many reasons for this sudden growth:

1. Recession of the early-1980s. The national economic recession was particularly severe for Oregon. High inflation rates slashed demand for lumber causing thousands of workers to be laid off and hundreds of businesses to collapse. Much of the unemployment occurred in the smaller cities of the state so workers and their families migrated to Portland in the hopes of finding employment. These hopes often went unfulfilled and the unemployment rate in Portland climbed.

2. Transformation of the Economy. Two major processes have been at work. First, the timber and agriculture industries, among the largest employers in the state, automated their operations. For example, in 1988 Oregon's sawmills and plywood factories produced record amounts of lumber, but with half the manpower required in 1979. While economists call this an increase in efficiency and productivity, it put thousands of people out of work. Second, like the national economy, Oregon's economy is shifting to service-based industry with far lower wages than were available in the heavy industrial sector. The typical wages of under \$5 per hour have left many families part of the "working poor" who are employed but are still homeless or "at-risk" of homelessness.
3. Impact of National Policies: Portland's lower-income people have had to withstand the same federal policies as the rest of the nation: Reagan Administration cutbacks in the Community Development Block Grants to cities, HUD, welfare, and support for low to moderate-income housing construction programs; a decline in the real value of minimum wage; and fiscal and deregulatory policy that caused real increases in housing prices.
4. Development/Revitalization of Portland's Downtown. Between 1950 and the mid-1970s, revitalization of the area just north of Downtown (the Burnside neighborhood) took the form of demolition of old hotels and houses. In the 1980s, the area is gentrifying as affluent people and businesses recognize the value and attractiveness of the historic area. Mayor Bud Clark has slated the area for increased economic development and private investment as the only logical direction for the downtown business district to spread. (Zusman, 1988: 2) Large projects such as the U.S. Bank tower have displaced housing and some of the older SRO hotels have been converted to offices or semi-luxury hotel space. The new development has led to increased land values and increased property taxes forcing owners of low-cost housing to raise rental prices or convert to higher return non-residential uses. The expanded contact between classes of people in Burnside is causing escalated conflict

C. Characteristics of Portland's Homeless Population

Estimates of the total number of homeless people and the disaggregation of specific populations from this total vary widely depending on who is counting. Each study we reviewed uses its own definition of who is considered homeless. Most studies also suffer from methodological inexactness, perhaps biased sometimes by a particular agency's interests. For example, on the national level HUD estimates there are only 200,000 - 300,000 homeless people. Well-known advocates and organizations have estimated the population as high as 2 - 4 million. (Hombs and Snyder, 1982)

The situation in Portland is no different. Several studies have been conducted over the past few years in an attempt to quantify the scope of the homeless problem. The results are wide-ranging. Table 1 shows various estimates of the total number of homeless in the Portland area.

TABLE 1

TOTAL HOMELESS POPULATION IN THE PORTLAND AREA

Oregon Community Action Program (1988):(Ritzdorf and Sharpe: 185)

Tot. Homeless Population (Portland)	5,620
Single men	54%
Two-Parent families	25%
Women and children	21%

Robert Wood Johnson Health Care for the Homeless (1984): (Ritzdorf and Sharpe: 185)

Tot. Pop. (Portland)	4,500
Tot. Pop. throughout the year	8 - 10,000
Chronic/Traditional Homeless	2 - 3,000
Deinstitutionalized	750 - 1,000
New Poor(data unavail.)	NA
Street Youth	300 - 600
Battered Women	100

Gerald Blake (1987):

Total Population (Oregon)	10,000
Total Population (Portland)	6,000
Males	85%
Females	15%
Single (never married, divorced, widowed)	81%

Bureau of Planning (1986): (The Planning Group, 1986)

Total Population (Portland)	2 - 6,500
Singles	2 - 3,000
Families	2 - 3,000
Youth	300 - 500

Oregon Shelter Network (1989): (The Oregonian, March 20, 1989, B4)

Total Population (Oregon)	27,000
Total Pop. (Portland Metro Area)	14,000

Metropolitan Community Action Agency (1988)

Total Population (Portland)	11,201
Single men	26%
Single women	10%
Couples without children	4%
Families	52%
Youth	5%
Elderly	2%

Estimates of the total population of homeless people for the state of Oregon range from 10,000 to 27,000. Estimates of the of the total population of homeless in Portland range from 2,000 to 14,000. There are wide-ranging estimates for the various sub-grouping of the homeless population. The estimates of the The percentage of males versus the percentage of females and children within the Portland homeless population are among the widest-ranging estimates. Estimates vary from a population composed of 85% males to a population composed of 62% women and families.

Part of these differences may result from real differences in homelessness at the times the studies were conducted, but more of the difference is probably the result of measurement error. Documentation from the studies was unavailable to us; we relied primarily on secondary sources and summaries of the actual studies. Without conducting a new census of the homeless or a more thorough examination of these past studies, the exact number of homeless is uncertain. However, a number of local authorities believe Metropolitan Community Action's Draft Plan (1989) provides the most accurate estimates of the homeless population and its subgroups. These authorities include the City of Portland, Bureau of Planning (Oregonian, March 20), and Richard Myer and Lynne St. Jean of the Burnside Community Council (Personal phone conversations, May 14).

D. The Supply of Housing for Very Low Income People

There are essentially three types of housing available to the very low-income people of Portland: (1) emergency shelters, (2) transistional housing, including SRO hotels and boarding houses, and (3) permanent, low-income housing.

Emergency Shelters

Portland's experience and policies concerning emergency shelters is enigmatic; at the same time Portland is viewed nationwide as having a model system of shelters both in terms of quality and quantity, there is a strong desire on the part of city officials to completely do away with these shelters (Personal conversation with BCC and CCC staff, March 1989).

Public and church-run shelters in Portland combine to provide approximately 1,000 places for people to stay during the winter months as part of the Winter Emergency Shelter Network (Oregonian, March 20, 1989: B1; and Blake, 1987: 22). Many of these shelter spaces close seasonally after the winter. The Metropolitan Community Action Draft Plan of January 1989 has identified a total of 495 shelter beds in emergency shelters (see Table 2 below) (MCA Draft Plan, 1989).

TABLE 2
PORTLAND AREA EMERGENCY SHELTERS

Permanent Shelter Beds - North of Burnside
(year round shelter beds)

Burnside Projects	
Emergency Night Shelter	140 men/women
Portland Rescue Mission	50 men

Temporary Shelters - North of Burnside
(Temporary shelter spaces - winter shelter networks)

Burnside Projects	
Overflow Shelter	40 men
Union Gospel Mission	50 men

Shelters South of Burnside

Burnside Projects	
Youth Shelter	30 youth
Salvation Army - Harbor Light	55 men
YWCA - Women's Resource Center	10 women

Shelters East of Burnside

Burnside Community Council	
Baloney Joe's	120 men

TOTAL SHELTER BEDS 495 people

Source: Metropolitan Community Action Draft Plan, 1989: 25

NOTE: This list does not include emergency shelter beds in domestic violence or church shelters which primarily serve families with children.

The Housing Authority of Portland set a goal last year of replacing all the emergency shelters with transitional and permanent housing (Oregonian, March 20, 1989: B1). Among the reasons given for that goal are: (1) shelters help to continue the cycle of homelessness rather than break it; (2) repeated and prolonged use by the homeless leads to expensive duplication of services; (3) use of drugs and alcohol is fostered by shelters; (4) crime, violence, and litter are attracted to shelters; and (5) services could be better coordinated with specialized transitional housing.

Another major factor encouraging the shift from shelters to transitional housing is the extreme difficulty of siting a shelter. The local businesses and neighborhood groups will almost certainly attempt to block the development of shelters within their districts. The current controversy surrounding the relocation of Burnside Community Council's Baloney Joe's Shelter is a case in point. In July 1987 BCC purchased a building in the Old Town section of downtown Portland. Mayor Clark and the city council announced their opposition to this location. After more than a year of negotiations, Clark announced in March 1989 that Baloney Joe's must relocate to one of three sites within the city's Eastside. Officials expect an 18-month delay until Baloney Joe's will be able to occupy any of the sites, in part because of neighborhood opposition and certain court suits (Oregonian, March 8).

Transitional Housing

Unquestionably, Portland's policies and funding have focused on the rehabilitation and development of SRO housing and similar transitional housing units as the primary means of curtailing homelessness. A Single Room Occupancy unit is defined as:

"a one-room dwelling unit without either a kitchen or bathroom or both. It is common for SRO structures to have communal lavatories as well as community kitchens. The rooming unit is usually contained in what is termed a residential hotel. An SRO is generally intended for one-person occupancy and intended for permanent (at least month-to-month) residency" (Status Report, Sept. 1987: 4).

Typically, an SRO unit is 100 to 180 square feet with rental prices ranging from \$65 per month to \$225 per month.

Within Downtown Portland, in 1970 the SRO inventory was 4,128 rooms. By 1978, the supply decreased by 1,345 rooms. From 1978 - 1983, another 642 rooms were lost. Since 1978, supply has decreased by about 125 units per year. In 1986, the SRO inventory was 1,702 units, a cumulative loss of 59% from 1972. (Final Report, Sept. 1986).

Loss of SRO housing is blamed on several factors, primarily related to the low profitability of SROs compared to other uses that could be developed at the same site: the costs of SROs increases (especially upkeep and management), the revenues do not

increase commensurately, and other uses will yield a greater return. Business and neighborhood attitudes about the location of SROs have also contributed to the decline in SRO housing.

SRO housing is believed to have a large significance for the homeless in Portland. Its low-cost accommodations near medical, employment, and social services can provide a first step towards independence for the various categories of homeless people and of utmost importance. It can mean an end to life on the streets or in shelters.

Portland has achieved a large measure of success with the rehabilitation of SRO housing over the last few years. With the help of Oregon's Congressional delegation, Portland was able to apply formerly restricted HUD Section-8 funds to the rehabilitation of SROs. 247 SRO units were renovated under this program. Another 620 units were rehabilitated by the Portland Development Commission using funds from Historic Preservation, the Federal Emergency Management Agency, and local tax increment. These aggressive attempts have limited the recent loss of SRO housing. (Blake, 1987: 20)

The question of siting of SROs has caused considerable debate. Most SROs are located within a few blocks north or south of West Burnside Avenue. The debate has centered on whether the city should encourage or require the decentralization of residential hotels to neighborhoods throughout the city. A consultant for the Bureau of Planning Study in 1986, advised that "relocation of SRO housing would cause extreme political controversy." Furthermore, because of the lack of existing and available buildings outside of the Burnside area, financial feasibility of SROs would be unlikely because large-scale new construction or major physical rehabilitation would be required (Bur. of Planning, Final Report, 1986: V-3).

Permanent Housing

Direct discussion of permanent, low-income housing as a solution to homelessness is surprisingly absent from City of Portland and Multnomah County planning literature. The focus, as mentioned, has generally been on Single Room Occupancy housing. The high cost of rehabilitating permanent housing has been cited as one reason for this focus on SROs. The Bureau of Planning estimated it was three times more expensive to rehabilitate permanent housing than SROs when the city undertook the use of the HUD Section-8 funds.

However, there are several programs to help finance the cost of permanent housing. The Portland Development Commission recently authorized \$8 million to preserve and increase the city's housing stock of low-income downtown rental housing. Two-thirds of these funds "have been set aside for projects for very low-income and homeless people." (The Portland Model, 1988: 12)

The city has achieved a certain amount of success in providing for permanent housing. It succeeded in capturing federal funds in the late 1970s for new and rehabilitated Section 8 housing for the elderly. Almost 1,000 units of permanent housing were constructed in 11 different projects.

In July of 1988, the Rose Apartments were opened and will be managed by a coalition of seven agencies. Fifty-seven units of permanent housing for single, homeless women have been combined with a variety of on-site case management and support services.

Over the last several years, the Bureau of Planning has begun examining new techniques to finance housing (Implementation Strategies, Final Report: 1986). These strategies include requiring commercial and housing developer contributions to a housing trust fund, enactment of "linkage" programs (which are exactions from commercial office building developers in the form of monetary contributions to housing programs or direct construction of low and moderate-income housing), and housing preservation (anti-demolition) ordinances. A real estate transfer fee plan, projected to raise \$2.5 million for transitional and permanent housing development, is being put to voters of the city at the end of March 1989.

E. City Policies Affecting Location of Shelters and SROs

The long-standing city policy of consolidating emergency shelters and Single Room Occupancy hotels to areas where low-income people are concentrated continues to be central to the debate about the future of homelessness in Portland. Operators of SROs, low-income advocates and city officials are divided as to whether the diversification of low-income housing to neighborhoods throughout the city is a sound and feasible policy (Bur. of Planning, Final Report, 1988: Chapt. 2). Some providers and advocates believe that SRO housing needs access to social services and that the population is easier to "monitor and control" if it is centralized. Others expressed concern about the social responsibility of all of the neighborhoods to take their "fair share" of housing. There is also concern that concentration policies do not effectively account for variations in the needs of specific sectors of the homeless population. Women and children are the group most often identified as best served outside of the downtown core. A summary of the city policies affecting the homeless follows.

1972 Downtown Plan: In the 1950s and 60s, city development in downtown relied on demolition of older buildings and resulted in substantial housing loss. In 1972, Portland's first plan for downtown called for rehabilitation of existing buildings and recognized the importance of the city's low-income housing.

1979 Downtown Housing Policy and Program: Adopted by the City Council, this plan emphasized the city's commitment to low-income housing. SROs were generally considered as part of the low-income housing inventory. Policy #1 stated:

"The city recognizes the importance of Downtown as a low-income housing resource, appealing to a variety of needs and lifestyles and supported by existing services. It also recognizes that this housing and these services cannot be effectively and economically replaced elsewhere in the City." (Status Report, 1986: 7 quoting from the Downtown Housing Policy and Program, pg. 6)

In a report to the City Council by the Downtown Housing Advisory Committee, one of the conclusions was:

"...low-income units for both transient and permanent residents should be stabilized at their current number with no new low-income housing redeveloped or built except to replace lost units." (Status Report: 6)

1981 North of Burnside Land Use Policy: This policy advocated a multi-use approach for the area combining housing, medium density commercial space, and increased transportation services. The policy for housing would be to:

"...concentrate and consolidate long-term low-income housing and supportive services where largest concentrations are currently located...continue to support housing rehabilitation..., but select buildings for public assistance based on the number of housing units within each building and the location of the building within existing concentrations." (North of Burnside, 1981:15)

The North of Burnside Policy also called for:

"location of temporary housings (shelters), drop-in centers and social services for use by non-resident transients to be in the north part of the study area along N.W. Glisan and Flanders."

1987 Clark-Shields Agreement: Provisions of this agreement were adopted as part of the 1987 Central City Plan. The agreement allowed for development of SRO housing up to 1978 levels, but set a zero growth cap on the number of shelter beds within Old Town. (Zusman, 1988: 2)

1985 - 1988 Housing Assistance Plan: This plan recognized the desirability of reducing concentration of low-income housing and seems to oppose directing all SRO resources into the West Burnside area. However, this policy is superseded by the Downtown Policy and Program which commits the city to locate housing adjacent to low-income services and where structures can be purchased and rehabilitated at the least cost. (Status Report; 8)

1988: The 12 Point Plan for the Homeless: Mayor Bud Clark issued his plan for the homeless in 1985 and updated it in 1988. The plan recognizes housing as a basic human need. It calls for reclamation of the 2,500 vacant houses in Portland, an \$8 million Low-Income Downtown Housing Preservation Program, an expanded voucher system, retention of low-income housing, central record keeping, and exploration of varied innovative programs including designated campsites for the homeless. (The Portland Model: 27)

F. Observations by Shelter Providers on the Current Problems of Homelessness in Portland

In meetings on 24 March 1989 with Lynne St. Jean of BCC and Sharon Nielson of CCC some of the problems of transitioning people from shelters and the streets into stable housing situations were discussed. Among the issues discussed were the apparent changes in the demographics of the homeless, the importance of early intervention for the newly homeless, problems of coordinating services between agencies with differing philosophies, and the question of whether society could "solve" homelessness even if unlimited funds and commitment were available.

The changes in the make-up of the homeless population have been discussed at length above. What this means to service providers is that they are now dealing with more people who do not have experience with the exigencies of survival on the street. Children and young families are not served well by the same services that work for the traditional homeless population. The disabled and elderly are vulnerable to abuse by the able-bodied in situations where no one has much to lose. Single-Room-Occupancy (SRO) housing will not answer the permanent housing needs of these groups even if it can be made more available.

It is the observation of BCC that smooth transition to stable living situations is most likely if action is taken in the first six months that a person is homeless. Approximately 67% of BCC's Job Corp clients last year were "newly homeless" and they were more easily placed in jobs than their counterparts who had been on the streets longer. The newly homeless need immediate social support, including job-skill help, employment placement, peer support and little things like good clothes for job interviews, alarm clocks, appointment books, hair cuts, and so on.

Coordinating services between agencies has long been a problem in Portland due largely to care philosophies that range from religious groups offering shelter requiring participation in religious services and adherence to strict rules of conduct to Baloney Joe's that will shelter anyone who wanders in. Another point of departure is that each helping group has a separate agenda and consequently different priorities for the use of their funds. A spirit of cooperation and a sense that all the groups have the same ultimate goals would be very helpful for creating long term solutions to Portland's problems.

A policy shift about homelessness has emerged at the city level in Portland. The cap on the number of shelter and SRO beds in Northwest Portland will eventually create a permanent physical limit on the availability of services in that area, and force planning for dispersal of facilities to other neighborhoods in the future. Accompanying that policy is, apparently, a notion that homelessness may be solvable and that shelters may eventually become obsolete. A big question for service providers is whether this is a realistic view. BCC and CCC suggest that some percentage of the homeless will always remain so. They suggest that many of their clients will not adjust successfully to

independent living. They would like to see serious study on the question of how to provide privacy and dignity to those who definitely require case management on a permanent basis. Current landlord-tenant laws limit the supervision of renters even when it is needed. A model is needed for a living situation that protects both the problematic client and the service provider.

IV. CONCLUSIONS

Our analysis in this memorandum leads us to several conclusions that have implications for the next phase of work that Workshop will conduct:

1. Accurate information about the number and characteristics of the homeless in Portland is usually either unavailable or unreliable.
2. Among the most important factors leading to homelessness is lack of income, which in turn is highly correlated to a lack of employment and employability.
3. The homeless are not homogenous: they have different characteristics and different problems that require different solutions for providing housing and other social services.
4. Most of the obstacles to developing new housing for the homeless are economic and political: technical criteria (like availability of public services) are relatively less important.

These conclusions lead us to suggest that Workshop focus its efforts during the next two months on two tasks, one that we foresaw and one that we did not. Furthermore, they led us to eliminate a potential task that we discussed in the early stages of this project: developing locational criteria to guide the decentralization of shelter and transitional housing. As point "4" states, we do not believe any listing of technical criteria would have much impact on siting. Moreover, Workshop would be at a disadvantage if the focus of the study shifted to political and policy issues that are already being debated by decision makers and interest groups in Portland.

The two tasks we propose are:

1. **Design and implement a computerized system for keeping records on Job Corps employees and employers.** This task has been part of our work program since the beginning; our research reconfirms its desirability. First, the task directly addresses a pervasive problem for those trying to design programs to deliver services to the homeless: lack of data about who the homeless are and what characteristics they have. Our task admittedly addresses only a subset of the problem, but it is a start. Second, a lack of income in the short run and long-run employment skills are major causes

of homelessness. This task will result in data that will immediately assist BCC in linking the homeless with jobs, and eventually will allow a rigorous evaluation of how those linkages can be made with even greater success. We already have designed conceptually a system that we think meets the reporting needs of BCC; we have had several discussions with BCC about the design. In the next two months we will complete and deliver a fully operational system for entering, editing, retrieving, and summarizing information about Job Corps clients and employers. The system will use dBase III+ software on IBM compatible microcomputers that BCC will acquire.

2. **Describe economic activities that could occur at emergency shelters that would both (1) provide employment for the homeless, and (2) generate revenue for the shelters.** In a society that is decreasingly disposed to fund social services, central-city emergency shelters are particularly hard hit. Not only can their clients not pay user fees, but the costs of holding and acquiring central-city property are increasing. One solution is to reduce those costs by decentralizing to lower-cost property. Another solution, the one that we will investigate in this task, is to see if the shelter could provide services that have a market value. If it could, and could do so with a labor pool like the one the Job Corps now uses, there are several potential advantages:
 - a. Revenues in excess of costs to help defray the costs of providing free shelter
 - b. Increased jobs, with wages, for the homeless
 - c. Job training, for long-term employment
 - d. Potential for economies and increased effectiveness of case management

In this task we will investigate these issues. We will begin by making calls to determine whether similar programs exist elsewhere in the country and, if so, how and how well they work. During April and May we will:

1. Develop criteria for evaluating the efficiency and fairness of the programs we discover. Examples of such criteria are net revenues, number of homeless employed, type of work and job training, acceptance by the neighborhood.
2. Design an interview instrument for telephone interviews.
3. Conduct the interviews. We already have several leads for people to talk with--those conversations will lead to others.

4. Summarize the results. We will summarize the results of each interview in 1-3 pages, which will include our evaluation of the program *viz a viz* our criteria. We will summarize all evaluations in a single table with accompanying text.
5. Evaluate information we assemble in the database we are developing on Job Corps employees and employment opportunities to determine what kind of skills might be available in the homeless labor pool.
6. Combine the results of "4" and "5" to describe the enterprises most likely to be successful in Portland. Our evaluation will look generally at programs likely to generate net revenues, but will not provide a pro forma financial analysis. We will discuss the types of locations most amenable to these types of enterprises, but will not identify specific areas or parcels.

Terry Moore discussed these tasks with Dan Van Otten on 24 March 1989: Van Otten said he liked the proposed revisions to the work program. Unless we hear from SCS or BCC asking us to amend these tasks, we will proceed under the assumption that they are approved and that the description of the tasks in this memorandum constitutes the Work Program refer to in our contract.

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