2023 Point in Time Count Methods Report

Count of People Experiencing Homelessness in Clackamas, Multnomah, and Washington Counties, Oregon

This report was prepared for Clackamas County, Multnomah County and the City of Portland Joint Office of Homeless Services, and Washington County

Submitted December 8, 2023

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Many thanks and much acknowledgement to the people experiencing homelessness who completed Point in Time Count surveys and participated in this process with us. We'd also like to thank the outreach workers and volunteers who helped with this work – from conducting surveys to supporting the logistics of the count.

In addition, we would also like to acknowledge those who attended the tri-county PIT planning meetings for the 2023 count: Vahid Brown, Gelinda Chernault, Juliana DePietro, Lynne Deshler, Bryan Evans, Katherine Galian, Lori Kelley, Jenna Kivanc, Chris Partipilo, Anna Pendas, and Raina Smith Roller.

Additional thanks for their input on and support of this project go to: Shannon Singleton, Kathleen Conte, Seth Dowden, Jacob Grigor, Tania Hoode, Hannah Johnston, Hyeoncheol Kim, and Maddy Poehlein.

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Introduction

The 2023 Point in Time (PIT) Count provided a snapshot of people who were experiencing homelessness on the night of **Tuesday, January 24, 2023**, in Clackamas, Multnomah, and Washington Counties within Oregon. This was the first tri-county PIT count conducted in the area and was the result of collaborative efforts between all three counties.

The 2023 PIT Count consisted of two major components:

- The street count enumerated the population experiencing unsheltered homelessness on the night of January 24, 2023.
- The "One Night Shelter Count" (ONSC) enumerated the population staying in emergency shelters, transitional housing, or vouchered into motels on January 24, 2023.

The 2023 PIT street count was a collaborative effort between Clackamas County, the City of Portland / Multnomah County Joint Office of Homeless Services (JOHS), Washington County, Focus Strategies, and the Homelessness Research and Action Collaborative (HRAC) at Portland State University (PSU). HRAC and Focus Strategies, along with each of the counties, were directly involved in planning, coordination, and execution of the count. The ONSC was handled within each county by their data team, in consultation with HRAC.

HRAC also oversaw the implementation of the Counting Us app as the primary data collection tool across the three counties and led efforts around collecting, cleaning, analyzing, and organizing the data into the final reporting formats.

The focus of this methodology report is on the approach used for the street count component of the 2023 PIT count.

The street count is conducted during a one-week period, with respondents sharing information about their housing situation on a specific, single night during the last ten days of January. For 2023, the street count data collection occurred from Wednesday, January 25, 2023, through the end of the day of Tuesday, January 31, 2023 in the tri-county region and respondents shared where they slept the night of Tuesday, January 24, 2023. Data were collected largely through app-based surveys administered by volunteers and service providers.

In the 2023 street count, more than 50 organizations and government agencies that serve or come into contact with people experiencing homelessness across the tri-county area participated. Nonprofit organizations and government agencies contributed to the count in one or more of the following ways:

• Street Outreach: Organizations supported the count by having outreach workers, first responders, and informational and referral staff available to support data collection. Throughout the week of the count, these individuals played a central role in data collection by going to unsheltered locations and places not intended for human habitation (e.g., tents, streets, sidewalks, campsites, parks, woods, bus or train stations, abandoned vehicles or buildings, etc.) or by responding to information and referral calls, inviting individuals to participate in the count by completing a survey.

• Service Sites: Street count data collection occurred through administration of survey forms at sites or programs (nonprofit organizations and government agencies) that serve people who are experiencing homelessness in Multnomah County. Volunteers from the community were recruited, trained, and assigned to specific sites to administer the street count survey with people visiting the site/program for services.

Table 1 (below) lists all organizations and agencies that participated in the 2023 street count as a service site that hosted lay community volunteers in 2023. This table also has 2022 and 2019 data when available (not available for all Clackamas County sites). Washington County is not represented in this table as their approach to site-based enumeration differs from the other two counties.

County	County Sites that Hosted Volunteers in 2023		2022 - Volunteer Enumerators*	2019 - Volunteer Enumerators*	
Clackamas	Canby Center Food Bank	Х	unknown	unknown	
Clackamas	Clackamas Service Center (CSC)	Х	unknown	Х	
Clackamas	Estacada Area Food Bank	Х	unknown	unknown	
Clackamas	Father's Heart	Х	unknown	unknown	
Clackamas	Feed the Hungry	Х	unknown	unknown	
Clackamas	Hope First Baptist	Х	unknown	unknown	
Clackamas	Love One	Х	unknown	unknown	
Clackamas	St Paul's Episcopal Church in OC	Х	unknown	unknown	
Multnomah	Agape Village	Х			
Multnomah	All Saints Episcopal Church	Х		Х	
Multnomah	Blanchet House	Х	Х	Х	
Multnomah	City Team Ministries	Х	Х		
Multnomah	First Baptist Church of Portland	Х	Х	Х	
Multnomah	JOIN	Х	Х	Х	
Multnomah	Multnomah County Health Department - Harm Reduction Clinic	X			
Multnomah	Multnomah Libraries	Х			
Multnomah	Multnomah Library - Central	Х	Х	Х	
Multnomah	P:ear	Х	Х	х	
Multnomah	Rose Haven	Х	Х		
Multnomah	Transition Projects (TPI)	Х	Х	Х	
Multnomah	Union Gospel Mission - Service Site	Х	Х	Х	

Table 1 - 2023 Street Count Sites and Community Volunteer Enumerator Participation

*In 2019 and 2022 in Clackamas County, the sites listed here were likely staffed by Volunteer / Community Enumerators in those years - which are filled in with an "unknown." In Multnomah County, we have records of volunteers at each site in 2019 and 2022 – so, blank cells in the table above indicate there were no Volunteer / Community Enumerators.

Planning and Implementation

The PIT Street Count requires advance planning and training, including coordinating the data collection with sites that provide homeless services, volunteer recruitment, and training. For the 2023 PIT street count, this planning and execution phase roughly extended from late September 2023 to January 2023.

Important aspects of the 2023 Street Count planning included the following:

- developing a project timeline and detailed work plan in collaboration between the three counties, Focus Strategies, and PSU's HRAC
- convening and navigating weekly project team meetings to understand how each county completed the count in years prior; and their preferences for completing the count in 2023
- working with outreach workers within each county to discuss and seek input on process issues, incentives, development of potential locations, coverage area assignments, and other areas where their input was key
- outreach to agencies that either serve people experiencing homelessness, serve people in emergency shelters or transitional housing, or do both
- updating a centralized webpage, which was used for sharing information about the efforts and as a volunteer and outreach worker recruitment tool
- developing a robust set of survey questions that met the needs of the jurisdictions and the HUD reporting, and facilitating conversation and progress in the shared reporting along the lines of these questions
- developing and facilitating virtual volunteer trainings
- convening discussions about the use of a mobile application to support data collection; setting up and onboarding the app for the counties to use throughout the process
- survey was provided in the app and in paper copies in English and Spanish; telephonic translation services were available for enumerators in real-time
- allocation and coordination of volunteers to data collection sites including real-time redeployments
- researching, proposing, ordering, and organizing durable goods packets for Clackamas and Washington Counties; coordinating delivery of durable goods packets for Multhomah County

- extensive ongoing coordination between PSU and each county throughout the week of data collection to lead the effort
- convening of a press meet and greet on the first day of street count data collection
- responding to the requests and needs of elected officials
- leading conversations about the PIT street count data and cleaning processes, including conversations about how, when, and in what ways the data would be augmented by administrative data

Methodology

As 2023 was the first Tri-County Point in Time (PIT) count in the tri-county region, each county experienced some type of methodological difference from prior years. The table below captures decisions made as a result of the group's conversations.

Element	Conversation	Outcome
Timing of the count	Each county has had their own day and duration for the PIT count - a variety of components were discussed and considered.	The night of the count for all three counties was January 24, 2023. The count took place January 25th to January 31st. Washington County did the majority of their count on January 25th; Clackamas and Multnomah Counties
Inclement Weather Contingency	Given the possibility of inclement weather (snow, cold temperatures, etc.), the group considered a back-up plan.	spread their counts more evenly across all seven days. February 22-28 was selected as the contingency dates in case of any weather or public health disruptions.
Survey Items	Deep conversation about question topics and wording choices took place over several weeks. It included conversation about how to ask questions around race, age, where you slept on the night of the count, etc.	 All three counties used the same question set, with some variation: Multnomah County had two surveys - an unsheltered survey (which matched the other two counties) and a sheltered survey for non-HMIS participating shelters. Those questions varied slightly from the core questions, but largely correlated.
Supplemental Data	Whether and how to use supplemental administrative data to support the street count.	All three counties used administrative data to add data to PIT records, in order to help fill in missing data. Inputting information from other datasets created more complete records. Multnomah and Washington Counties used administrative data to add individuals to the street count numbers.
Deduplication	Whether and how to compare data across all	All three counties participated in a deduplication process that used the following characteristics to

Element	Conversation	Outcome				
	three counties to remove duplicate entries.	evaluate and potentially remove duplicated entries: - First letter of first name - First three letters of last name - Gender - Birthdate or age				
Counting Us Mobile App	The counties evaluated the possibility of using a mobile application, used by Washington County in previous years, to help collect street count data.	All three counties participated in the use of the Counting Us application. App set-up and information population was spearheaded by the HRAC team. A variety of steps and processes were put in place to ensure that adoption of the app went as smoothly as possible.				
Paper Forms	Whether and how to set- up and distribute paper forms	Paper versions of the forms were made for all three counties in both English and Spanish. Each paper form captured information about one person and was formatted to print on letter-sized paper, front and back.				
Volunteer Sign- Ups	Volunteers were asked to sign up via a Google Form and then to register for a Zoom training.	 During the implementation process, sign-up avenues were confused – many volunteers and outreach workers signed up for just one or the other of these forms. In total, across the three counties 339 individuals signed up as a volunteer and/or to attend the Zoom training. County-specific break-down of volunteers who signed up: Clackamas County: 77 volunteers Multnomah County: 175 volunteers Washington County: 71 volunteers 				
Volunteer Trainings		 Four volunteer trainings were held virtually. Each was hosted by PSU with the last 15 minutes reserved for county-specific breakout rooms. The trainings took place: Tues, Jan 17, 10 am to 11:30 am At least 104 attendees Wed, Jan 18, 1 pm to 2:30 pm 				

Element	Conversation	Outcome				
		 At least 125 attendees Thurs, Jan 19, 6 pm to 7:30pm At least 58 attendees Sat, Jan 21, 10 am to 11:30am At least 41 attendees 				
Site Participation	Each county used sites located in their county as a portion of the places that surveys would be administered. It was agreed that no emergency shelters would be opened just for the PIT (although enumeration did occur at emergency shelters that were opened for winter weather).					
Durable Goods + Gift Cards	Counties discussed whether to provide incentives for completing the survey and what incentives to provide.	Incentives, and generally the same incentives, would be provided across all three counties. Gift cards in the amounts of \$25 per card or \$50 per card would be appropriate for this type of interaction. However, due to gift card tracking and procurement requirements, the counties decided not to distribute gift cards in 2023. Counties agreed to coordinate what durable goods would be purchased by PSU. Due to timing, Multnomah County ended up purchasing their durable goods through existing channels and PSU purchased durable goods for Clackamas and Washington Counties.				
Sheltered Data Collection	Whether / when surveys would be needed, differentiation	Clackamas and Washington Counties have exclusively HMIS shelters, so all sheltered data for the night of the count could be pulled directly from the system after January 24th. Multnomah County has a handful of non-HMIS shelters who administered an adapted version of the survey to participants who were at their shelter on				

Element	Conversation	Outcome
		the night of the 24th.
Doubled Up Data Collection	PSU agreed to complete a Doubled Up report in conjunction with the school districts - and to complete an ACS-based analysis.	Please see the separate Doubled Up Report for additional information.
Data Entry + Clean Up	PSU to handle all data entry and the majority of the data cleanup.	Trained HRAC employees completed the entry of survey data from paper forms into the Counting Us app, to keep data centrally located. We received the majority of the paper copies from Multnomah County, a few from Clackamas County, and none from Washington County. Data cleanup took a variety of forms and stages and was completed through partnership with the counties, the HRAC team, and the Focus Strategies team.

Identifying Unsheltered Locations

Each county took a slightly different approach to identifying unsheltered locations and surveying individuals experiencing homelessness within their county jurisdictions.

Generally, there were four types of outreach that were coordinated:

- Service Site Based Outreach: an organization or location that provides services to people experiencing homelessness either administered the street count on-site or supported volunteers visiting their site.
- **Outreach Worker Outreach**: individuals, generally connected to an outreach organization, who have existing relationships with people who are experiencing homelessness were asked to go to areas with known encampments to survey people in those places.
- **General Canvassing:** When possible, and in areas where there were known encampments, enumerators were asked to canvas areas, broken up by census blocks to administer the PIT street count to people they encountered.
- **Reported campsite locations:** Both Metro Regional Government and the City of Portland track reported campsites. Using these spatial data, maps were created to identify locations that might be missed otherwise.

Each county used a combination of the above strategies, supported by the Counting Us mobile application.

Additionally, the mobile application allowed for information from existing data sources, like Metro, to support decisions around where to deploy enumerators to encampments to ensure wide land-area coverage. For Washington County, "known locations" from last year's count could also be used in a similar way.

Efforts were made to ensure wide coverage and coverage at high-traffic areas. For example, enumerators from 2022 indicated that there was significant coverage across entrances of Portland Public Libraries, but that the returns were low and the time was not well spent. For 2023, adjustments were then made to where enumerators were deployed, taking that into account.

The use of the mobile app with its real-time data collection allowed PSU, the counties, and outreach workers to monitor where surveys had not been administered, or revisit places where enumerators made fewer contacts than expected. Live monitoring allowed staff and volunteers to be redeployed around the region as needed.

Using the location information provided by the counties, the live data collection monitoring, and the knowledge of outreach workers allowed us to ensure greater coverage of the entire tri-county region, including its significant green space.

Recruiting, Training, and Deploying Enumerators

Each county took a slightly different approach to identifying and deploying enumerators.

Generally, there were three types of enumerators across the counties:

- **Outreach Workers**: individuals, generally connected to an outreach organization, who have preexisting relationships with people experiencing homelessness. These enumerators were considered highly skilled in interacting with people experiencing homelessness and the focus of training was on the survey questions, use of the mobile app, and other logistics
- **Community Volunteers:** general members of the community who do not have preexisting relationships with people experiencing homelessness and / or are not connected to an outreach organization. Training for these individuals needed to include details about skills for interacting with people experiencing homelessness, in addition to the survey questions, use of the mobile app, and other logistics
- County / Organizational Employees Redeployed for PIT: a subcategory of "community volunteers," these are individuals who do not work with people experiencing homelessness on a daily basis but are employees of an agency or organization where they were compensated for their work during the PIT street count for administering the survey. These volunteers attended the same training as the groups listed above. Washington County relies heavily on this type of employee reassignment for their count and, in Multnomah County, the City of Roses was deployed in this manner.

Recruitment was done through a variety of channels, depending on the county. This included internal memos within counties and announcements shared on a variety of listservs and organizational messaging forums.

A number of resources were developed for enumerators and published on the <u>webpage</u> that PSU maintained – <u>including an FAQ document</u>.

The PSU team made site assignments for enumerators in Clackamas and Multnomah Counties and outreach workers in all three counties. These assignments were made based on information about locational preference shared via Counting Us and information provided by the individual sites. Outreach worker assignments were made based on known locations and the outcomes of ongoing calls and conversations with outreach workers through the week of the PIT Count.

Methodological Limitations

Any effort at census taking has inherent limitations. The fact that the PIT Street Count is an effort to count all individuals and families experiencing homelessness in Multnomah, Clackamas, and Washington Counties, a geographically vast land area, poses added difficulties. Several limitations in the methodology all but ensure that any PIT Count is an undercount. The following list highlights a few of those difficulties in the 2023 Street Count.

Tri-County Approach

- **Tri-County Approach and Decisions-Making:** As this was the first time that all three counties were working together, aligning their processes and preferences took time and had an implication on the order and clarity of some steps. For example, Clackamas County typically recruited volunteer enumerators early in the PIT season, while Multnomah County typically recruited volunteers closer to the PIT. Our approach this year meant that we were "behind" for Clackamas and "ahead" for Multnomah, which impacted who and how individuals were engaged.
- **Counting Us Mobile Application:** While the mobile application was useful in many respects, there were some unexpected limitations with using the app. One was that it was more difficult to identify where surveys "came from" particularly for outreach workers. There were additional methodological implications for the way in which data was collected and processed.

Respondent-Related

- **Contextual factors:** The last several years have had a variety of events (COVID-19, wildfire and smoke emergencies, extreme winter weather, etc.) that have impacted the street count. These factors have an additive impact on the street count meaning that 2023 was impacted by those prior years and their contextual components.
- Locating and contacting respondents: The list of potential locations for enumeration of the street count was based on the best information available at the time. There is no way of knowing

whether all locations were identified. Further, even for known locations, the respondents may or may not be available. This adds to the potential for an undercount of people experiencing homelessness. Campsite removal also occurred during the count in downtown Portland.

• **Right to refuse:** The survey is voluntary and the respondents have the right to refuse participation. Given the extent of vulnerabilities experienced by those who are experiencing homelessness, a certain number of refusals can be expected.

Volunteers, Organizations, and Outreach Workers

- Participating organizations: The voluntary nature of participation for agencies and programs that provide services can influence the count. And, as in previous years, some organizations and sites that provide services chose not to participate, affecting the total count. New organizations volunteered as well. Last year a few nonprofits with a significant outreach presence were not available to participate due to the Omicron Covid-19 variant. These organizations participated this year.
- Volunteer enumerators: The count depends on volunteers to administer the street count in some locations. While the majority of volunteers communicated changes to their availability, some volunteers did not show up for their assigned shifts, were unprepared for the nature of the PIT Count, and / or did not contact the HRAC group for assistance. This variability and unreliability had an impact on the count.
- Inconsistent documentation: Although data collectors were trained on how to complete the survey instrument, a variety of inconsistencies mean that there are missing data or other internal inconsistencies within the street count data.
- Fatigue: Outreach workers who support the PIT street count were working intensely, on difficult work, for a long period of time. We heard that they were tired coming into the street count and, during the count a severe weather emergency was declared, which asked even more of the outreach workers.

Scope of Street Count

- Limiting definitions: The HUD definition of "homeless" is rather limiting. Notable exclusions are the doubled-up population, people in jail, and people at detox facilities. Therefore, the PIT Count is at best a partial snapshot of homelessness.
- **Under-counting:** Some subpopulations are likely to be undercounted. These include the following:
 - People of color and people with limited English proficiency: Limitations with racial and ethnic identity options, language barriers, and lack of trust of the Count all result in the PIT Street Count being an undercount of people of color. Regardless of efforts to combat these issues, it is likely that these groups were undercounted.

• **Youth:** The Street Count may not reach the youth population experiencing homelessness effectively, particularly since this group may be prone to avoiding enumerators and migrating during the PIT Count time. Despite efforts to outreach to youth, it is likely that they were undercounted.

Post-implementation data collection statistics: Number of Forms Returned by Agency, 2017 - 2023

Table 3 lists the participating agencies in 2023 for the PIT Street Count in Clackamas and Multnomah Counties, and, for Multnomah County agencies, the number or reports turned in for the 2017, 2019, and 2022 PIT Street Counts.

Washington County is not included in the table below, as they managed their own distribution and collection of surveys based on assigned locations – and those assigned locations did not always have a clear agency provider, unlike Clackamas and Multnomah counties.

Additional agencies participated in the count but did not return any surveys because either they did not encounter anyone who was unsheltered, did not conduct the survey during the week of the count, or were unable to support the data collection effort.

To make more logical comparisons, the table lists sites by agency rather than by individual site locations. Some agencies with multiple departments or programs represent more than one site. The table reflects the number of survey forms returned by the sites, outreach workers, and volunteers.

Also, due to the way in which results were tagged inside the Counting Us application, the data below does not represent all the surveys turned in. Some surveys were administered outside of these organizational boundaries (for example, there are fewer than five surveys in Clackamas County that are within county boundaries but that do not have a clear organization associated with them).

For outreach organizations, enumerator email addresses were used to capture who belonged to which organization. For example, Central City Concern did not have a shared identifier in how people were set up in the application – but, based on the @ccconcern.org email address, we identified the number surveys their enumerators turned in.

In prior years, the data represents a household, so these figures do not provide an indication of the number of individuals counted by each organization; additionally, the numbers will not match numbers provided in the other reports due to duplicates and other considerations for when data was removed. "N/A" means that the agency did not exist or was otherwise unable to provide services. A blank cell is equivalent to "0".

County	Site / Organization Full Name	2023 Total Surveys Turned in	2023 Org Surveys Turned In	2023 Volunteer Surveys Turned In	2023 Paper Surveys Turned In	2022 Surveys Returned	2019 Surveys Returned	2017 Surveys Returned
Multnomah	JOIN	246	110	33	103	266	206	139
Multnomah	Central City Concern	230	228		2	38	60	12
Multnomah	Native American Rehabilitation Association of the Northwest (NARA NW)	139	116		23	0	162	32
Multnomah	Cascadia Healthcare - Outreach team	132	119		13	108	57	53
Multnomah	Transition Projects (TPI)	127	68	59		205	119	87
Multnomah	Janus Youth	97	97			32	78	46
Multnomah	Helping Hands - Bybee Lakes Hope Center	91			91			
Multnomah	Cultivate Initiatives	82	52		30	72	n/a	n/a
Clackamas	Father's Heart	74		30	44			
Multnomah	City of Roses - Community Restoration	72			72			
Multnomah	Portland Street Medicine (PSM)	70			70	101	16	n/a
Multnomah	Dignity Village	51			51	0	18	51
Multnomah	Self Enhancement (SEI)	51	23		28	0	11	0
Multnomah	Portland Rescue Mission (PRM)	43		43		0	51	0
Multnomah	Blanchet House	42		42		83	43	56
Clackamas	Love One	30		30				

Table 3 - 2017 to 2023, Clackamas and Multnomah Counties – Participating Sites and Surveys Turned In

County	Site / Organization Full Name	2023 Total Surveys Turned in	2023 Org Surveys Turned In	2023 Volunteer Surveys Turned In	2023 Paper Surveys Turned In	2022 Surveys Returned	2019 Surveys Returned	2017 Surveys Returned
Multnomah	First Baptist Church of Portland	29		29		23	26	16
Multnomah	All Saints Episcopal Church	28		19	9	0	5	6
Multnomah	Portland Park Rangers	25	24	1				
Multnomah	City of Gresham	22	8		14	14	6	0
Multnomah	Multnomah Libraries	22		22		many	many	many
Multnomah	Catholic Charities - Housing Transition Outreach Program	18		18				
Multnomah	City Team Ministries	18		6	12	6	33	0
Multnomah	Rose Haven	18		14	4	43	3	13
Multnomah	Multnomah County Sheriff's Office - Hope Team	16	16			45	52	n/a
Multnomah	Right 2 Dream Too	16		16		12	7	24
Multnomah	Urban League of Portland	16	16			0	108	0
Clackamas	Clackamas Service Center	13		13		30	112	143
Clackamas	Department of Health Services - Self Sufficiency (ODHS - Self Sufficiency)	8			8			
Clackamas	Estacada Area Food Bank	8		8				
Multnomah	Multnomah County Health Department - Harm Reduction Clinic	8		8				

County	Site / Organization Full Name	2023 Total Surveys Turned in	2023 Org Surveys Turned In	2023 Volunteer Surveys Turned In	2023 Paper Surveys Turned In	2022 Surveys Returned	2019 Surveys Returned	2017 Surveys Returned
Clackamas	Canby Center Food Bank	7		7				
Multnomah	My Father's House	7			7			
Multnomah	Potluck in The Park	6			6	15	13	26
Clackamas	Feed the Hungry	5		5				
Clackamas	Fort Kennedy	5	4		1			
Clackamas	Foothills Resource Center	4		4				
Clackamas	St Paul's Episcopal Church in OC	4		4				
Clackamas	Bottle Gals	3		3				
Clackamas	Hope First Baptist	3		3				
Multnomah	Metro	3		3		0	21	0
Multnomah	Maybelle Center for Community	2			2			
Multnomah	Multnomah County Sheriff's Office - River Patrol	2	2			0	8	7
Clackamas	Ant Farm	1		1				

Note: In prior years, the data represents a household, so these figures do not provide an indication of the number of individuals counted by each organization; additionally, the numbers will not match numbers provided in the other reports due to duplicates and other considerations for when data was removed. "N/A" means that the agency did not exist or was otherwise unable to provide services. A blank cell is equivalent to "O".

A description about the additional dataset used in the PIT Count as well as how all data were integrated and analyzed is located in the main PIT report.

APPENDIX A. Durable Goods Ordered for Clackamas and Washington Counties

- Hats
- Gloves
- Meat Sticks
- Tuna and Crackers
- Peanut-Free Bars
- Crystal Light
- Gatorade Mix
- Hand Warmers
- Hand Sanitizers
- Body Wipes
- Ziploc Gallon Bags
- Tarps
- Water Bottles