Supportive housing services

Regional annual report

July 1, 2024 - June 30, 2025

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Cover image: Bridge to Home Shelter in Tigard.

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INTRODUCTION

In May 2020, voters in the greater Portland region approved Measure 26-210 to create a dedicated revenue stream for supportive housing services to address the region's homelessness crisis. The supportive housing services fund, or SHS, supports a continuum of services that help people find and keep safe and stable homes. The fund supplements existing local, state and federal resources to increase the region's capacity to meet the needs of people experiencing homelessness and housing insecurity.

The SHS fund has supported an unprecedented expansion of our region's homelessness response system. Metro, Clackamas, Multnomah and Washington counties and numerous nonprofit and community-based organizations have built the infrastructure for a regional system of care that aims to connect at least 5,000 households experiencing prolonged homelessness with permanent supportive housing and stabilize at least 10,000 households at risk of or experiencing homelessness in permanent housing over ten years.

This report provides an assessment of the SHS fund's fourth year of implementation, covering the period from July 1, 2024 through June 30, 2025. It includes:

- Analysis of progress toward the SHS fund's regional goals
- A summary of SHS-funded housing and services in year four
- An overview of how SHS funding is supporting long-term housing stability
- Analysis of populations served by SHS investments
- An assessment of counties' work to build a regional system of care through partnerships and capacity building with community-based organizations
- An overview of system development work including regional and cross-sector coordination
- Analysis of counties' progress to advance the SHS fund's racial equity goals
- An assessment of each county's performance in relation to its approved local implementation plan and annual work plan
- A financial review of year four budgets and expenditures

SHS implementation in year four

The first three years of SHS implementation were characterized by rapid growth as counties launched and scaled up SHS-funded programs while advancing regional systems change. Year four marked a shift from rapid expansion to stabilization as counties focused on sustaining the previous growth in services while supporting the long-term stability of people housed through SHS-funded programs. Over time this shift will mean fewer program expansions and new housing placements each year as counties focus more resources on providing housing retention services and rent assistance for the thousands of households they have already housed.

Year four also saw a shift in the funding landscape for SHS. During the initial years of SHS implementation, tax collections outperformed expectations, contributing to challenges with underspending. In year four, tax collections fell below Metro's budget projections for the first time and annual revenue began to level off. Metro's updated fall 2024 revenue forecast, which showed a reduction in anticipated revenue compared to original projections, required counties to make programmatic reductions and in some cases pause or scale back planned service expansions.

Putting SHS outcomes in context

Measure 26-210 estimated that the revenue collected through the SHS tax would enable the region to connect at least 5,000 households experiencing prolonged homelessness to permanent supportive housing. By the end of year four, counties' annual reports showed they had placed 4,887 households in permanent supportive housing. This is a notable marker of progress, but it does not mean that SHS has already nearly fulfilled its 10-year goals. Every household placed into permanent supportive housing will require an ongoing, year-over-year commitment of rent assistance and supportive services to sustain their housing stability. Counties will need to maintain current levels of programming for those households every year through the life of the fund. Meanwhile, the estimated number of households still in need of permanent supportive housing is 19% higher than when SHS launched, despite the almost 5,000 households placed into permanent supportive housing during that time period.

This dynamic reflects a fundamental challenge facing SHS. The homeless services system is a social safety net designed to assist people experiencing homelessness to achieve housing stability. The causal factors that drive overall levels of homelessness are outside of the homeless service system's scope. While SHS investments have increased our region's capacity to help people exit homelessness to stable housing, broader systemic factors are pushing more and more people out of their homes. The counties' inflow and outflow data show that for every 10 people who exited the region's homeless services system to permanent housing in year four, an average of 30 new people entered the system. This pattern is reflected in the 2025 point-in-time count, which documented a 61% increase in people experiencing homelessness in the tri-county region between January 2023 and January 2025 despite the thousands of people who exited homelessness through SHS-funded programs in that time period.

Stemming the crisis of homelessness in our region will require policy and systems changes to address the underlying factors that cause people to lose their housing. These include high rents, insufficient supply of housing that people can afford, rising costs, incomes that do not enable people to meet their basic needs, lack of child care and other essential supports, and inadequate resources for mental health and recovery services. The impact of these factors is even greater for people of color due to the pervasive effects of institutional and systemic racism. Reducing inflows into homelessness will require comprehensive solutions that address these root causes. This will require policy changes at the local, state and federal levels as well as increased investments in all the other systems of care that work upstream to support people's economic stability. SHS funding has leveraged partnerships and alignment with many of these systems, but reducing overall levels of homelessness ultimately depends on all of the systems having sufficient resources and capacity to meet local needs.

Resource and funding constraints

The services funded by the SHS tax are just one component of the region's broader homeless services system. The information in this report focuses specifically on the activities and outcomes in year four that were supported with SHS funding. SHS funding represents 74% of the funding that directly supported the counties' homeless services programs in fiscal year 2024-25. An additional $191.2 million in local, state and federal funding supported homeless service system programs and outcomes not featured in this report. In Multnomah County SHS represented 66% of homeless services system funding in fiscal year 2024-25. In Clackamas County SHS represented 83% of total funding, and in Washington County it represented 87% of total funding.

At the same time that SHS revenue has begun to level out, shifts in local, state and federal funding are creating additional budget instability and uncertainty for the region's homeless services system. Economic challenges across the state have resulted in local and state-level budget cuts impacting homeless services and related systems. Seismic shifts in policies and funding priorities at the federal Department of Housing and Urban Development will significantly reduce existing programs and funding streams that have helped thousands of people to achieve housing stability. For example, the termination of the federal Emergency Housing Voucher program will eliminate approximately 546 rent assistance vouchers in the tri-county region that have provided stable housing for households experiencing or at risk of homelessness. Expected changes to the federal Continuum of Care program will eliminate long-term funding that has provided permanent housing for an estimated 1,109 households experiencing homelessness in the tri-county region on an annual basis.

SHS was intended to be an additive resource that would supplement existing local, state and federal funding. The recent shifts to the broader funding landscape threaten to erode the increased capacity that SHS has made possible, all while the need for supportive housing services and the costs for providing those services continue to increase.

SUPPORTIVE HOUSING SERVICES BACKGROUND

Approval of Measure 26-210 in May 2020 created a new tax that was projected to generate an average of $250 million per year to fund a regional system of care implemented by four jurisdictions: Metro and Clackamas, Multnomah and Washington counties. The tax took effect in January 2021 and will expire in 2031 unless reauthorized by voters.

In December 2020, the Metro Council adopted a supportive housing services work plan to guide implementation. The work plan defines the fund's guiding principles, racial equity goals, priority populations, service areas, accountability structures and funding allocations.

Within the framework of the regional work plan, each county's specific SHS investments and activities are guided by local implementation plans informed by community engagement and approved by Metro Council in spring 2021.

Guiding principles

SHS implementation is guided by the following regionally established principles:

- Strive toward stable housing for all
- Lead with racial equity and work toward racial justice
- Fund proven solutions
- Leverage existing capacity and resources
- Innovate: evolve systems to improve
- Demonstrate outcomes and impact with stable housing solutions
- Ensure transparent oversight and accountability
- Center people with lived experience, meet them where they are, and support their self-determination and well-being
- Embrace regionalism: with shared learning and collaboration to support systems coordination and integration
- Lift up local experience: lead with the expertise of local agencies and community organizations addressing homelessness and housing insecurity

Leading with racial equity

People of color are overrepresented in the region's homeless population due to the impact of systemic, institutional and interpersonal racism. To account for and correct these disparities, the SHS fund is guided by a commitment to lead with racial equity by especially meeting the needs of communities of color who are disproportionately impacted by housing instability and homelessness. The fund aims to increase the availability of culturally specific services across the region, improve outreach and language access, and ensure that all SHS services are delivered in a manner that is anti-racist and culturally responsive. The fund is also designed to engage people of color in planning and oversight of SHS services through significant representation on local and regional advisory bodies.

Priority populations

The SHS fund serves two primary populations:

- Population A, defined as people with extremely low incomes and one or more disabling conditions, and who are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness
- Population B, defined as people who are experiencing homelessness or have substantial risk of experiencing homelessness

The SHS work plan requires that each county allocate 75% of SHS funds to services for Population A and 25% of SHS funds to services for Population B over the life of the measure. The goal of this distribution of SHS investments is to build a system of care that fully addresses the needs of people experiencing prolonged homelessness while also investing in programs that end and prevent episodic homelessness.

Service areas

SHS tax revenue is distributed to Clackamas, Multnomah and Washington counties to invest in local strategies to meet the needs in their communities. The three county governments work in partnership with nonprofit service providers and community-based organizations to develop and implement services based on priorities identified in counties' local implementation plans.

Eligible uses of SHS funding include:

- Outreach and engagement to connect people experiencing homelessness with available services and address their housing barriers
- Emergency shelter and transitional housing to provide people experiencing homelessness with interim stability and connect them with pathways to stable housing
- Housing navigation, placement and rent assistance to assist people in moving from homelessness to stable housing
- Housing retention case management to support people exiting homelessness to stabilize in and retain permanent housing
- Eviction and homelessness prevention services and rent assistance to prevent people from losing their homes
- Wraparound supports including peer support services, workforce and employment services, legal services and connections to healthcare, mental health and recovery support services

Funding can also be used for capacity building and systems development to support program implementation, as well as administrative costs within applicable limits.

SHS funding is intended to work in tandem with other systems and investments. The fund was designed to strengthen the impact of the 2018 Metro affordable housing bond and other local, state and federal housing investments by providing the supports that people experiencing or at risk of homelessness need to find and stay in housing.

Similarly, because access to mental health and recovery support services is an essential element in addressing homelessness, SHS is designed to work in close alignment with the behavioral health system to connect people experiencing homelessness with clinical services and to link people accessing clinical services with housing. SHS is also designed to work in coordination with other related systems including the community justice, workforce and healthcare systems.

Accountability structure

Counties' SHS investments and activities are intended to be guided by their local implementation plans and the SHS work plan and led by designated agencies – Clackamas County's Housing and Community Development Division, Multnomah County's Homeless Services Department and Washington County's Department of Housing Services – with oversight by local community advisory committees and each county's board of commissioners.

The Metro Council appointed the Supportive Housing Services Regional Oversight Committee to provide regional oversight of the fund's implementation. The committee is charged with reviewing counties' quarterly and annual reports for consistency with approved local implementation plans, annual work plans and regional goals, monitoring financial aspects of program administration, assessing performance, and reporting to the Metro Council and each county's board of commissioners regarding the fund's challenges, successes and outcomes.

Funding allocations and requirements

As required by the voter-approved measure, SHS funding is allocated within the portions of Clackamas, Multnomah and Washington counties that are inside the Metro jurisdictional boundary in amounts proportionate to the tax revenue estimated to be collected from individuals in each county. Metro is responsible for distribution and oversight of SHS funding.

Metro's intergovernmental agreements with each county include specifications for budgets, administrative costs, use of funds, financial reporting, contingency funds, stabilization reserves and debt service. The oversight committee is charged with providing financial oversight of funding investments and expenditures.

PROGRESS TOWARD 10-YEAR GOALS

Metro's supportive housing services work plan defines the SHS fund's regional 10-year goals and includes a detailed set of outcome metrics related to the goals. This section provides an overview of the SHS fund's progress toward achieving key regional goals and outcome metrics. Comprehensive data for the rest of the outcome metrics is provided throughout the report by topic. (See Exhibit B for a complete list of the outcome metrics with an index of where each outcome metric is located in the report.)

Total households served

The SHS work plan set the following goals for the total numbers of households that will be served regionally over the 10-year fund:

- Connect at least 5,000 households experiencing prolonged homelessness to permanent supportive housing
- Stabilize at least 10,000 households at risk of or experiencing homelessness in permanent housing

Progress toward the first goal is measured based on the number of households placed in permanent supportive housing, or PSH, which combines long-term rent subsidies with ongoing supportive services to help people with disabilities experiencing prolonged homelessness to achieve housing stability.

Progress toward the second goal is measured based on the number of households placed in other permanent housing programs, such as rapid rehousing, or served in homelessness prevention programs.

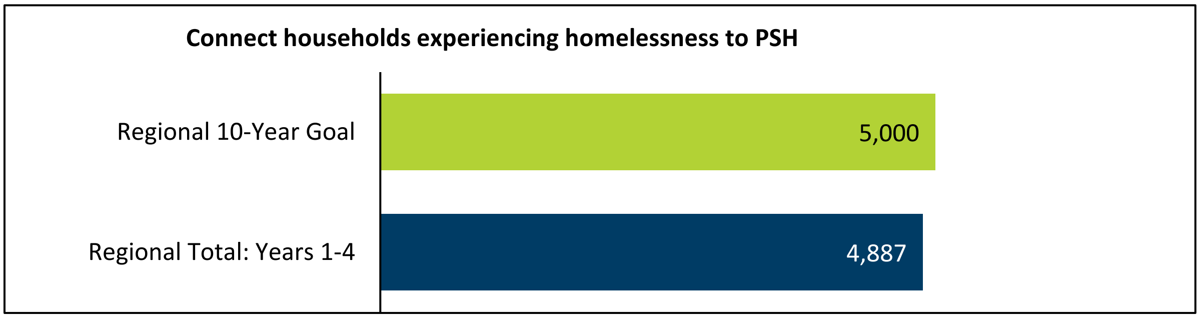
In the first four years of SHS implementation:

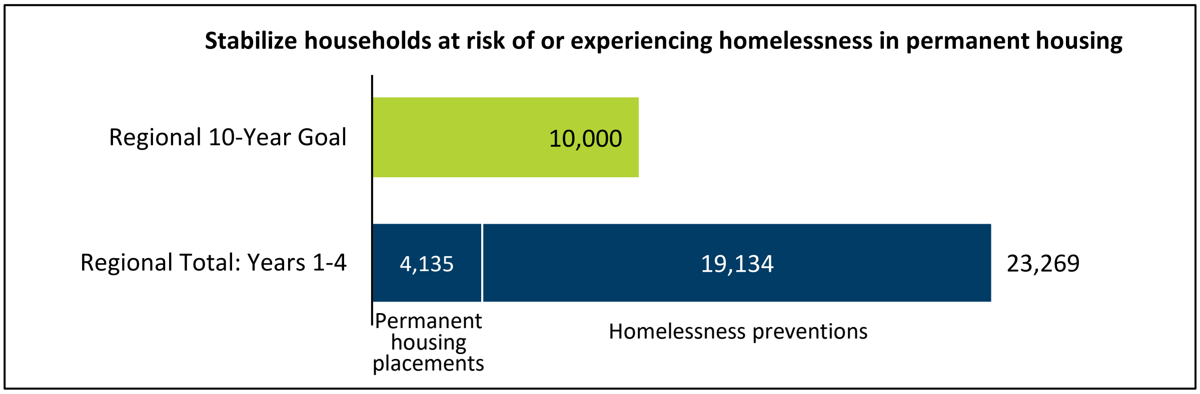
- Counties were on track to achieve the first goal, with year four data reports showing they had placed 4,887 households in permanent supportive housing.
- Counties exceeded the second goal, placing 4,135 households in permanent housing (including rapid rehousing, housing with services and housing only programs[1]) and serving 19,134 households in homelessness prevention programs, for a total of 23,269 households.

A note on permanent supportive housing placement numbers:
Metro issued updated guidance to counties in June 2024 that permanent supportive housing placements should be limited to households in SHS Population A. Counties worked with Metro during fiscal year 2024-25 to develop strategies to modify their PSH programs and data reporting to align with this requirement. Fully operationalizing these changes will take time as counties work to adjust program eligibility, reporting and design. For subsequent regional annual reports, Metro will use data that was made available in fiscal year 2025-26 through the regional data sharing agreement to refine the calculations for PSH housing placements to only include households in Population A. This may result in changes to the cumulative totals.

[1] For definitions and additional contextual information on these permanent housing program categories, see the *Housing and Services* section.

Figure 2.1 Progress toward 10-year goals for total households served



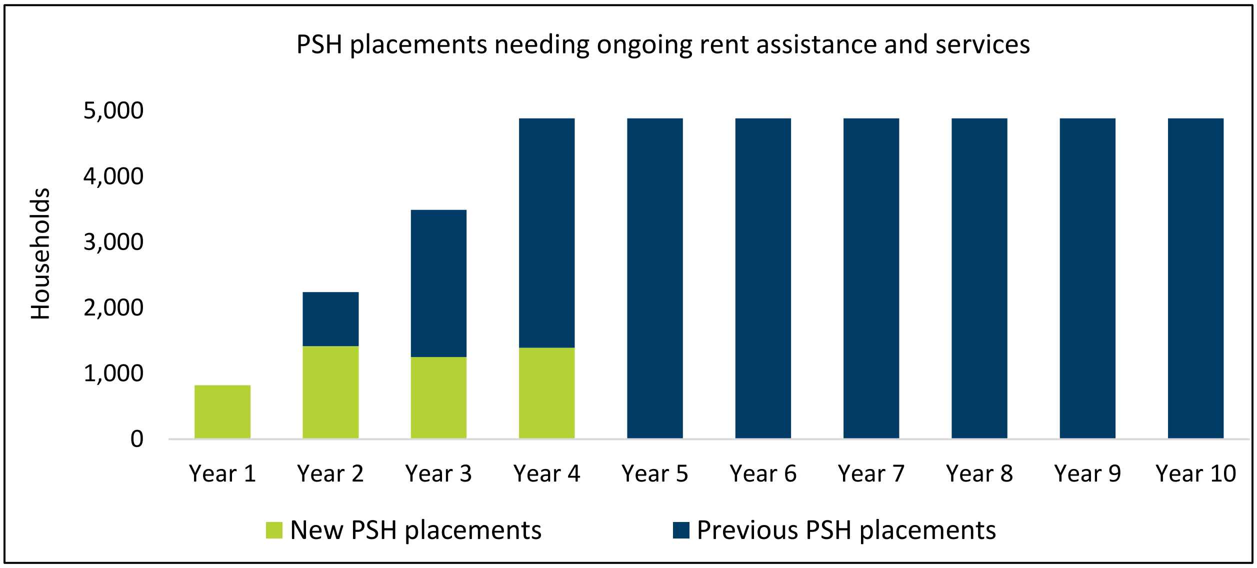


Putting the 10-year permanent supportive housing goals in context

The SHS work plan prioritizes investments in permanent supportive housing to provide long-term housing stability for people with disabilities experiencing prolonged homelessness. Every household placed into PSH in the first four years of SHS implementation represents an ongoing, year-over-year commitment of rent assistance and services to sustain their housing stability. This means that while the counties have *placed* 4,887 households into permanent supportive housing, they will need to *maintain* current levels of programming for those households every year through the life of the fund in order to achieve the SHS work plan's 10-year goal.

Figure 2.2 illustrates the ongoing investments that will be required over the life of the SHS fund to sustain housing stability for households placed into PSH in the first four years of implementation.

Figure 2.2 Programming commitments for permanent supportive housing placements in years 1-4



Permanent supportive housing placements in comparison to estimated need

While placing 4,887 households in PSH is a notable achievement, the number of households estimated to still be in need of PSH was higher in year four than when SHS launched, despite the thousands of households placed into PSH during that time. In 2021, counties estimated that 6,818 households were in need of PSH. In year four, counties updated those estimates to capture current levels of unmet need. The total estimated need in year four was 8,117 households, based on the number of households in Population A that were in counties' coordinated entry, outreach, shelter or by-name lists that were not yet placed in permanent housing. The 4,887 PSH placements represent 72% of the estimated need in 2021, but there were more than 6,000 additional households in need of PSH in year four that were not included in the 2021 baseline estimates.

Figure 2.3 Estimated number of households in need of permanent supportive housing

	Clackamas County	Multnomah County	Washington County	Regional total
Households in need of PSH in 2021 (baseline)	997	4,936	885	6,818
Households in need of PSH in year four	1,606	5,874	637	8,117

The counties' inflow and outflow data for year four help to explain this dynamic. On average, for every 10 people who ended their homelessness by exiting the region's homeless services system to permanent housing each month, approximately 30 people entered the system:

Figure 2.4 Average number of people entering and exiting homeless services system per month[2]

	Clackamas County	Multnomah County	Washington County	Regional total
Average monthly inflow into homeless services system	582	1,268	1,218	3,068
Average monthly exits to permanent housing	332	394	275	1,001

The data on exits to permanent housing include people placed in or exiting to any housing on a permanent basis, such as permanent supportive housing, rapid rehousing, housing with services or housing only. Because this measure is designed to capture exits out of homelessness, it does not include exits from unsheltered homelessness to shelters or transitional housing, which can serve as essential interim steps toward permanent housing. (See the *Housing With Services* section for information on these programs and investments.)

The data in Figure 2.4 demonstrate that while SHS has significantly increased the region's capacity to assist people in exiting homelessness, this achievement is being overshadowed by increasing rates of homelessness resulting from causal factors that are outside of the homeless service system's control. This pattern makes clear that SHS investments alone cannot stem the crisis of homelessness in our region.

Permanent supportive housing units created with SHS funding

In addition to tracking progress on the SHS work plan's permanent supportive housing placement goals, another important measure of progress is the number of PSH units created with SHS funding. In the first four years of implementation, SHS-funded services and rent subsidies supported the creation of 4,487 units of permanent supportive housing. This includes project-based units in designated affordable housing buildings as well as tenant-based units that provide rent assistance that can be used in the private rental market. Each of these new units represents an ongoing, year-over-year investment in SHS-funded rent subsidies and supportive services for households living in the unit into the future.

[2] Measuring inflow and outflow is complex. Adding to this complexity, Multnomah County's inflow data includes administrative data not included in the other counties' data sets, which makes comparisons across the counties difficult. Metro and the counties will be working together over the upcoming year to refine the regional inflow/outflow methodology for future reports to maximize consistency across the three counties and determine the best approach for providing meaningful and accurate information to inform regional decision making.

Figure 2.5 Permanent supportive housing units created with SHS funding

	Clackamas County	Multnomah County	Washington County	Regional total
Since July 1, 2021	1,162	1,541	1,784	4,487
In year four	232	244	180	656

Housing stability

People of color are overrepresented in the region's homeless population due to the cumulative impacts of systemic and institutional racism. Recognizing that to effectively reduce homelessness we must address these disparities, the SHS fund's housing stability goals are guided by a commitment to serve people of color at rates that account for and correct their disproportionate representation among those experiencing homelessness. The SHS work plan identified three housing stability goals:

1. Housing equity is advanced by providing access to services and housing for Black, Indigenous and people of color at greater rates than Black, Indigenous and people of color experiencing homelessness.
2. Housing equity is advanced with housing stability outcomes (retention rates) for Black, Indigenous and people of color that are equal or better than housing stability outcomes for non-Hispanic whites.
3. The disparate rate of Black, Indigenous and people of color experiencing chronic homelessness is significantly reduced.

Progress toward housing stability goals

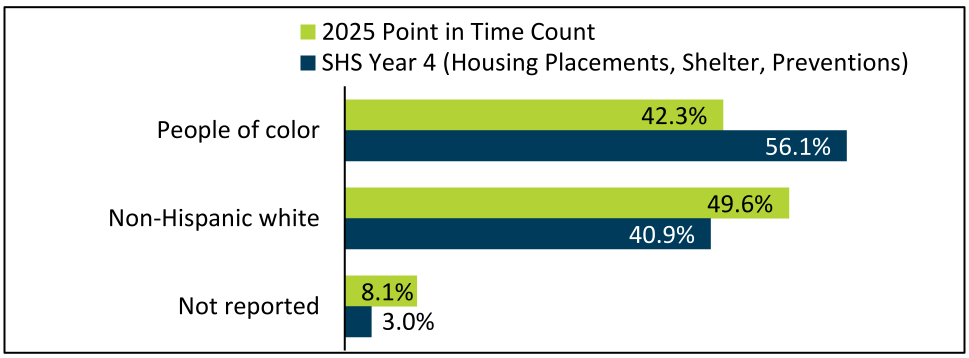
The counties track progress toward the SHS work plan's housing stability goals through detailed annual equity analyses that compare SHS program data with baseline data from a range of local and national sources. The *Progress in Advancing Racial Equity* section summarizes each county's equity analysis methodology and findings as well as how counties use the findings to inform targeted strategies to address disparities for specific populations.

It is not possible to roll up the counties' equity analysis findings at a regional level because of differences in each county's methodology and local variations in the baseline data used for comparisons. For this reason, this section uses baseline data from the regional point-in-time count (PIT) to provide initial insights into how well SHS is achieving the housing stability goals at a regional level. The PIT is used as a baseline for comparison because it is the only regionally consistent data for people experiencing homelessness that is currently available. However, the PIT has limitations as a baseline for measuring SHS progress.[3] The updates to the regional outcome metrics through the SHS reform process will include the development of additional baseline and comparison data for measuring progress.

Goal 1: Housing equity is advanced by providing access to services and housing for Black, Indigenous and people of color at greater rates than Black, Indigenous and people of color experiencing homelessness.

Data from the point-in-time count indicates that SHS is achieving the first regional housing stability goal. The region's homeless population, as represented by the 2025 PIT, is 42.3% people of color while the population served by SHS-funded housing placements, shelters and homelessness prevention services in year four was 56.1% people of color.

Figure 2.6 Percentage people of color in regional homeless population compared with people served by SHS in year four



Goal 2: Housing equity is advanced with housing stability outcomes (retention rates) for Black, Indigenous and people of color that are equal or better than housing stability outcomes for non-Hispanic whites.

Housing retention data from year four indicates that SHS is largely achieving the second regional housing stability goal but with exceptions for specific populations in particular housing programs. Figure 2.7 shows that average regional retention rates in SHS-funded permanent supportive housing are fairly consistent for populations of color and for non-Hispanic whites; while there are some populations of color with rates below the rate for non-Hispanic whites, the differences are within a narrow band between 90% and 92%. In rapid rehousing, retention rates for American Indian, Alaska Native or Indigenous participants are notably below the rate for non-Hispanic whites. Rates for Black, African American or African participants are slightly below the rate for non-Hispanic whites. All other populations of color have rapid rehousing retention rates that are higher than the rate for non-Hispanic whites.

[3] The PIT uses a definition of homelessness that is narrower than the definition used in SHS, and PIT data are based on a one-night snapshot whereas SHS data are annual. In addition, the percentage of PIT participants for whom race/ethnicity data are not available is higher than for participants in SHS-funded programs, making comparisons across the data sets difficult.

Figure 2.7 Average regional 12-month retention rate by race/ethnicity

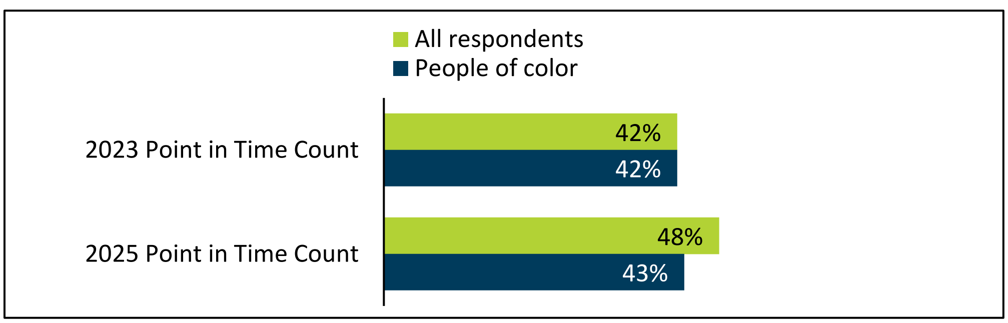
	Permanent supportive housing	Rapid rehousing
American Indian, Alaska Native or Indigenous	90%	77%
Asian or Asian American	90%	93%
Black, African American or African	91%	83%
Hispanic or Latina/e/o	93%	89%
Middle Eastern or North African	sample size too small	sample size too small
Native Hawaiian or Pacific Islander	92%	97%
Non-Hispanic White	92%	85%

The *Housing Stability* section provides these data broken out by county. The counties' annual equity analyses provide more detailed insights into these disparities as well as the targeted strategies counties are using to address disparities affecting specific populations in particular programs.

Goal 3: The disparate rate of Black, Indigenous and people of color experiencing chronic homelessness is significantly reduced.

Data from the 2023 and 2025 point-in-time counts suggests that the region is making progress toward the third regional housing stability goal. While the percentage of the region's homeless population that was experiencing chronic homelessness increased between 2023 and 2025, people of color were less likely than the overall population of point-in-time count respondents to experience chronic homelessness in 2025.

Figure 2.8 Percentage of point-in-time count respondents experiencing chronic homelessness



It should be noted that while this pattern applies to people of color in the aggregate, rates of chronic homelessness among American Indian, Alaska Native or Indigenous respondents and among respondents who reported multiple racial identities were higher than for the overall population in the 2025 point-in-time count.

Equitable service delivery

The SHS work plan identified two goals related to equitable service delivery:

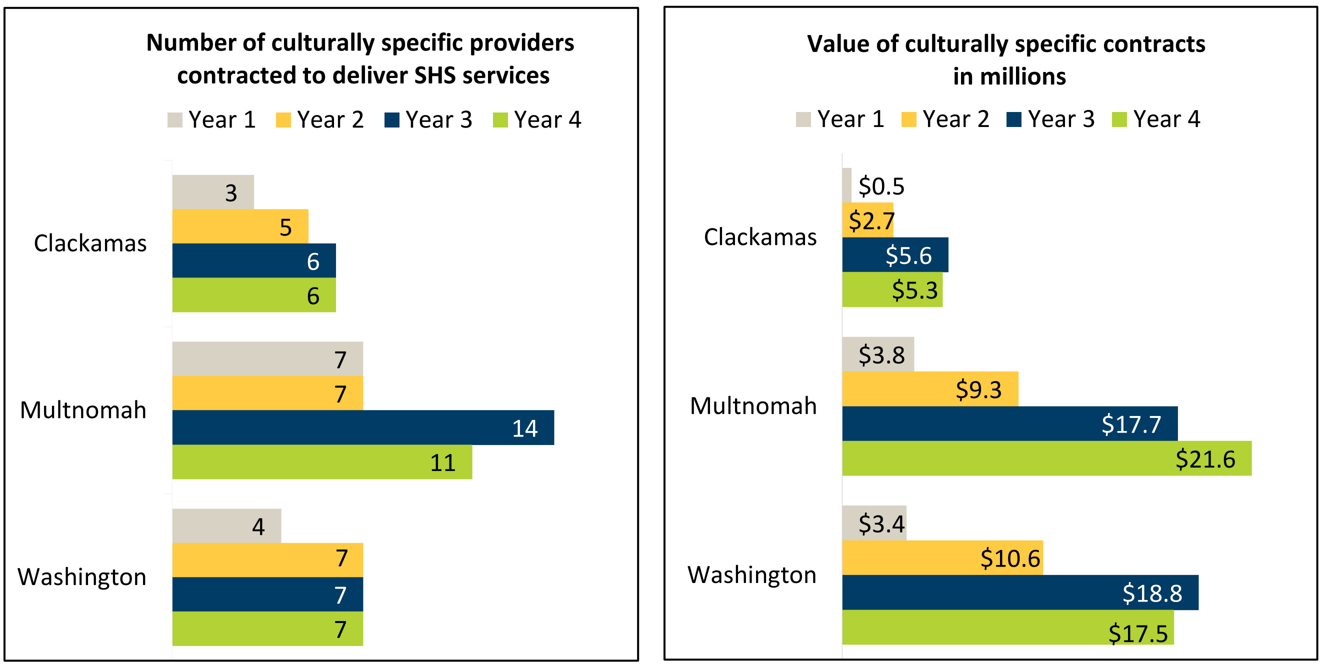
1. Increase culturally specific organization capacity with increased investments and expanded organizational reach for culturally specific organizations and programs.

2. All supportive housing services providers work to build anti-racist, gender-affirming systems with regionally established, culturally responsive policies, standards and technical assistance.

Progress toward equitable service delivery goals

Subsequent sections of this report provide detailed information about how counties are working to advance both of these goals. One key metric is the expansion of investments in culturally specific organizations over the SHS fund's first four years. The number of county contracts with culturally specific providers grew by 71% between years one and four, and the total value of the contracts grew by 477%.

Figure 2.9 Investments in culturally specific providers in the first four years of SHS implementation



Engagement and decision-making

The SHS work plan identified two goals related to engagement and decision-making:

1. Black, Indigenous and people of color are overrepresented on all decision-making and advisory bodies.
2. Black, Indigenous and people of color and people with lived experience are engaged disproportionately to inform program design and decision making.

Progress toward engagement and decision-making goals

All three counties have multiple advisory bodies that provide guidance on their SHS work, with significant representation from people of color and people with lived experience of housing instability or homelessness. Figure 2.10 provides some illustrative examples.

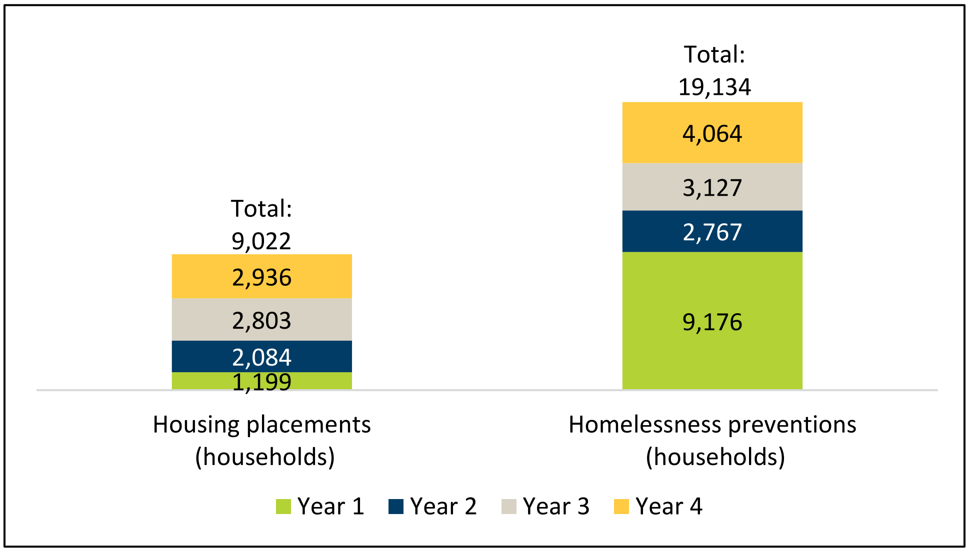
Figure 2.10 Representation of people of color and people with lived experience in advisory bodies

County	Advisory body	People of color	Lived experience
Clackamas	Youth Action Board	43%	71%
Clackamas	Coordinated Housing Access Core Team	36%	82%
Multnomah	SHS Advisory Committee	67%	67%
Multnomah	Lived Experience Advisory Committee	50%	100%
Washington	Homeless Solutions Advisory Council	42%	21%
Washington	Lived Experience Advisory Committee	Not collected	100%

HOUSING AND SERVICES

Over the first four years of implementation, SHS-funded programs placed 9,022 households (14,936 people) experiencing or at risk of homelessness in permanent housing and prevented 19,134 households (33,456 people) from losing their housing. In year four, SHS funding supported new housing placements for 2,936 households (5,119 people) and prevented 4,064 households (9,554 people) from losing their homes. SHS funding also provided ongoing housing stabilization support for many of the households placed into housing in prior years (see the *Housing Stability* section for details).

Figure 3.1 Housing placements and homelessness preventions in years 1-4



Housing placements listed for each year represent new placements.

Housing placements

SHS-funded programs connect people experiencing homelessness with permanent housing through services that are voluntary and tailored to meet each person's specific situation and needs. These services typically include:

- Assessment of housing barriers, needs and preferences
- Support and flexible funds to address immediate housing barriers
- Housing search assistance including landlord outreach and engagement
- Assistance preparing housing applications, filing appeals and advocating with landlords
- Support with application fees, security deposits and other move-in costs
- Rent assistance or placement in subsidized affordable units
- Case management and connections to wraparound services as needed to support housing stability and retention

- Partnerships and linkages with healthcare, mental health and recovery support services to meet each participant's needs

People with a disability who have experienced prolonged homelessness are typically placed in permanent supportive housing, which provides long-term housing assistance paired with intensive services. People who have more recently become homeless are typically served through rapid rehousing, which provides short- and medium-term rent assistance (typically up to two years) combined with supportive services.

Some counties also offer other types of permanent housing placements. In previous annual reports these programs were categorized under "other permanent housing." They are now categorized as either "housing with services," which is any program that offers permanent housing and supportive services without limiting eligibility only to people with disabilities, and "housing only," which is any program that offers permanent housing without supportive services.

A note on the data in this report:
Multnomah County implemented new data reporting technologies and methodologies in year four that resulted in significant changes to systemwide and SHS data reporting. This included identifying programs that were previously left out of SHS reporting that should have been included, leading to an increase in some of the outcomes for SHS-funded programs. These adjustments should be taken into account when comparing Multnomah County's data in this report with data from previous quarterly and annual reports.

SHS-funded programs supported new housing placements for 2,936 households (5,119 people) in year four. This includes 1,394 households (2,235 people) placed in permanent supportive housing, 1,404 households (2,647 people) placed in rapid rehousing and 138 households (237 people) placed in housing with services or housing only programs.

Figure 3.2 Total housing placements in year four

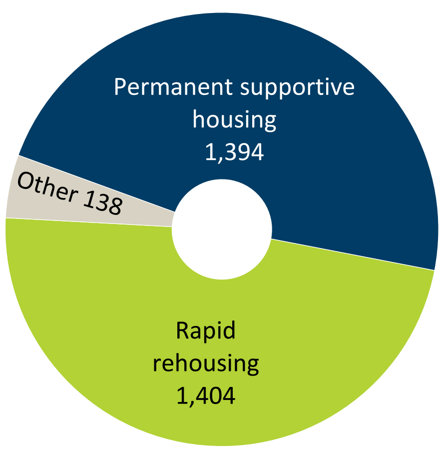


Figure 3.3 Permanent supportive housing placements in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Households	181	715	498	1,394
People	363	1,085	787	2,235

Figure 3.4 Rapid rehousing placements in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Households	191	842	371	1,404
People	423	1,420	804	2,647

Figure 3.5 Housing with services placements in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Households	0	74	0	74
People	0	127	0	127

Figure 3.6 Housing only placements in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Households	0	64	0	64
People	0	110	0	110

Regional long-term rent assistance

A key strategy in the counties' housing placements is SHS-funded regional long-term rent assistance, or RLRA, which provides tenant-based vouchers that participants can use to rent housing in the open market as well as project-based subsidies that attach the rental voucher to a specific unit. Participants pay 28.5% of their income toward the rent and the remaining amount is covered by the program. RLRA primarily serves participants in permanent supportive housing. Participants in other types of long-term housing programs are also eligible.

Over the first four years of implementation, 4,159 households (7,026 people) were housed using RLRA. In year four, counties issued 972 RLRA vouchers, and 1,026 households (1,802 people) newly leased up using an RLRA voucher. A total of 3,664 households (6,345 people) were in housing using an RLRA voucher, including those housed in previous years who remained in their homes.

Figure 3.7 Regional long-term rent assistance (a subset of housing placements)

	Clackamas County	Multnomah County	Washington County	Regional total
RLRA vouchers issued in year four	139	265	568	972
Households newly leased up using RLRA in year four	212	324	490	1,026
Total households in housing using RLRA in year four	964	1,111	1,589	3,664
Total households housed using RLRA since July 1, 2021	1,024	1,296	1,839	4,159

Length of time in program before being housed

Once a participant enrolls in a housing program, counties track the length of time that the participant spends in the program before being housed. This data can provide insights into a program's effectiveness, but it is also affected by a range of other factors, such as the availability of housing and the participant's level of acuity and housing barriers.

On average, participants spent 100 days enrolled in SHS-funded programs before being housed in year four, which was slightly lower than the regional average for all county homeless service system programs. However, the data vary widely by county, making the regional average a less useful metric.

Figure 3.8 Average number of days a household was enrolled in a program before being housed

	Clackamas County	Multnomah County	Washington County	Regional average
SHS-funded programs	53	70	178	100
All county homeless service system programs	80	61	177	106

Homelessness prevention

In addition to supporting housing placement and retention for people experiencing homelessness, counties use SHS funds to try to prevent thousands of additional households from losing their homes. Prevention services aim to help people at risk of homelessness stay housed through short-term rent assistance, resource referral and system navigation, legal supports, landlord-tenant mediation and connections to other resources. Homelessness prevention is a critical investment because it is much more difficult and expensive to rehouse people once they have lost their homes than to support them to remain in their housing.

In year four, SHS funding supported homelessness prevention services for 4,064 households (9,554 people).

Figure 3.9 Participants supported with homelessness prevention services in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Households	1,821	1,099	1,144	4,064
People	3,793	2,416	3,345	9,554

Emergency shelter

SHS funding supports a range of emergency shelter options to provide households experiencing homelessness with interim stability and support along with connections to services. In year four, counties used SHS funds to create and sustain a mix of shelter models including congregate, facility-based and alternative shelters such as motels, villages and pods. These shelters serve adults, families and youth, with some shelters focused on specific populations such as culturally specific communities, domestic violence survivors, adults with behavioral health needs, veterans and medically fragile individuals.

In year four, SHS funds created or sustained a total of 2,499 emergency shelter beds/units. This includes new capacity that has been added as well as existing capacity that has been sustained with SHS funding. A total of 5,665 households (7,104 people) were served in SHS-funded shelters in year four.

Figure 3.10 Emergency shelter in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Beds/units created or sustained	238	1,876	385	2,499
Households served	1,006	3,343	1,316	5,665
People served	1,426	3,778	1,900	7,104

Congregate shelters are counted by the number of beds. Non-congregate shelters, such as motel-based shelters or pods, are counted by the number of units, even though one unit may serve multiple people.

In addition to overnight shelters, SHS funding also supports access centers and day shelters that provide services to meet basic needs and serve as entry points for the homeless services system. For example, in year four, Clackamas County continued planning for the development of a resource center scheduled to open in year five that will provide meals, access to coordinated entry assessments, dedicated on-site spaces for providers and connections to a range of other supports. In Multnomah County, SHS funding supported the opening of two new day centers, including the first of its kind offering culturally specific services to members of the LGBTQIA2S+ community. Washington County completed construction on the first of four planned access centers located in Tigard, Hillsboro, Cornelius and Beaverton. These centers will serve as safe and welcoming places for people living unsheltered by providing meals, storage, showers, and connections to shelter, housing and other services.

Street outreach

The counties have used SHS funding to build and expand comprehensive outreach programs to connect people with housing and services. In year four, SHS funding supported seven organizations in Clackamas County, 26 organizations in Multnomah County and eight organizations in Washington County to conduct street outreach.

Outreach workers visit encampments and other places where they might find people experiencing unsheltered homelessness. They work to build trusting relationships with the people they encounter, address immediate survival needs, conduct coordinated entry assessments, and facilitate referrals to housing and services. The counties' outreach teams include culturally specific providers, mental health and substance use disorder specialists, and organizations with other specialized areas of expertise to connect people with services that meet their specific needs.

SHS funding also supports “in-reach” strategies, which engage people accessing day centers and shelters to connect them with housing-focused resources and services. In Clackamas County, in-reach is conducted at Clackamas Service Center, a day space that provides a safe and welcoming access point for connecting people with health services, rental assistance and other housing resources. In Multnomah County, SHS funding supports 16 in-reach programs that operate in day centers and drop-in sites. In-reach teams also support housing placement in shelters that don’t have placement funding incorporated into their programming. In Washington County, 13 staff support housing planning at shelters and nine staff support housing planning at various other access points through the housing liaison program.

Figure 3.11 shows the number of people the counties engaged through street outreach and in-reach strategies in year four. This figure does not include all the people contacted by outreach workers. Initial outreach worker contacts are focused on building trust, not collecting data. Outreach workers collect and enter data as the client relationship evolves. For this reason, “outreach engagements” focus only on people who become actively engaged in working with outreach staff on developing a plan to address their situation.

Figure 3.11 Outreach engagements in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People engaged through street outreach and in-reach	877	8,437*	506	9,820*

*Duplicated numbers

Quantifying street outreach engagement is challenging. Multnomah County’s engagement data comes from provider reports, which the county was unable to de-duplicate for its annual report. This means the numbers for Multnomah County and the regional total likely count some individuals more than once. Multnomah County is working to address these challenges for future reporting.

HOUSING STABILITY

Once households are placed in permanent housing, SHS funding continues to provide rent assistance and supportive services as needed to support housing retention and stability. For households placed in permanent supportive housing, these supports are available long term. For households in rapid rehousing programs, these supports are typically available for up to two years.

In year four, counties funded 80 contracts to provide case management and other ongoing housing retention support for households in permanent housing. They also provided SHS-funded rent assistance for households previously placed in housing who were eligible for continued support.

Figure 4.1 Service providers contracted to provide ongoing housing support to households in permanent housing

	Clackamas County	Multnomah County	Washington County	Regional total
Number of service provider contracts to provide ongoing housing support in year four	18	43	19	80

Ongoing housing support

Many of the households placed in permanent supportive housing, rapid rehousing or other types of permanent housing in years one through four received SHS-funded rent assistance and/or services in year four to support their housing stability. SHS funding also supported housing retention services for households placed into housing through non-SHS funded programs. Figure 4.2 shows the number of households in each type of housing program that received SHS-funded rent assistance and/or services in year four to support their housing stability. Figures 4.3-4.6 show these data broken out by county.

Figure 4.2 Households receiving ongoing housing stability support in year four

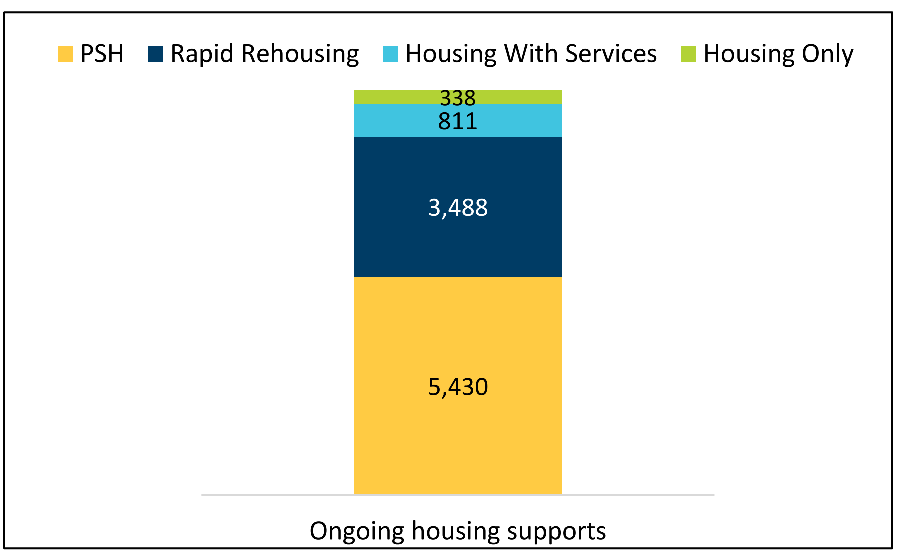


Figure 4.3 Permanent supportive housing residents that received SHS-funded rent assistance and/or services in year 4

	Clackamas County	Multnomah County	Washington County	Regional total
Households	1,035	2,723	1,672	5,430
People	1,914	3,949	2,762	8,625

Figure 4.4 Rapid rehousing residents that received SHS-funded rent assistance and/or services in year 4

	Clackamas County	Multnomah County	Washington County	Regional total
Households	350	2,418	720	3,488
People	779	3,978	1,703	6,460

Figure 4.5 Housing with services residents that received SHS-funded rent assistance and/or services in year 4

	Clackamas County	Multnomah County	Washington County	Regional total
Households	0	811	0	811
People	0	1,222	0	1,222

Figure 4.6 Housing only residents that received SHS-funded rent assistance and/or services in year 4

	Clackamas County	Multnomah County	Washington County	Regional total
Households	0	274	64	338
People	0	424	96	520

Housing retention

Housing retention rates measure the percentage of people who remain housed 12 months after receiving SHS-funded assistance. For permanent supportive housing, retention rates are calculated as the percentage of people who were still housed in a permanent housing program 12 months after placement in PSH. Rapid rehousing retention rates are calculated as the percentage of people who were still housed 12 months after their subsidy ended.

In year four, the regional average retention rate for permanent supportive housing was 92%, with 4,828 people retaining their housing 12 months after placement. The regional average retention rate for rapid rehousing was 86%, with 2,967 people retaining housing 12 months after their subsidy ended. Given that rapid rehousing is a less intensive and more time-limited intervention, a lower retention rate is to be expected. The counties set a retention goal of 85% for both programs based on national best practices. Their success in achieving this goal demonstrates that SHS investments in rent assistance and housing retention services are working to end people's homelessness and keep them stably housed.

Figure 4.7 Housing retention in permanent supportive housing

	Clackamas County	Multnomah County	Washington County	Regional average
% of people placed into PSH who retained housing at 12 months	96%	92%	89%	92%
# of people placed into PSH who retained housing at 12 months	1,765	776	2,287	4,828

Figure 4.8 Housing retention in rapid rehousing (RRH)

	Clackamas County	Multnomah County	Washington County	Regional average
% of people placed into RRH who retained housing at 12 months	89%	85%	85%	86%
# of people placed into RRH who retained housing at 12 months	269	2,434	264	2,967

Figures 4.9 and 4.10 show housing retention rates disaggregated by race/ethnicity. The rates represent the percentage of people in each race/ethnicity who were placed into SHS-funded permanent supportive housing or rapid rehousing who retained their housing at 12 months.

Figure 4.9 Housing retention in permanent supportive housing disaggregated by race/ethnicity

	Clackamas County	Multnomah County	Washington County	Regional average
American Indian, Alaska Native or Indigenous	96%	91%	82%	90%
Asian or Asian American	100%	75%	95%	90%
Black, African American or African	93%	91%	88%	91%
Hispanic or Latina/e/o	98%	93%	88%	93%
Middle Eastern or North African	*sample size too small*			
Native Hawaiian or Pacific Islander	100%	92%	85%	92%
White	99%	92%	89%	93%
Non-Hispanic White (subset of White category)	97%	91%	89%	92%

Figure 4.10 Housing retention in rapid rehousing disaggregated by race/ethnicity

	Clackamas County	Multnomah County	Washington County	Regional average
American Indian, Alaska Native or Indigenous	77%	86%	67%	77%
Asian or Asian American	100%	86%	N/A	93%

	Clackamas County	Multnomah County	Washington County	Regional average
Black, African American or African	93%	88%	68%	83%
Hispanic or Latina/e/o	92%	87%	87%	89%
Middle Eastern or North African		*sample size too small*		
Native Hawaiian or Pacific Islander	100%	90%	100%	97%
White	91%	80%	82%	84%
Non-Hispanic White (subset of White category)	89%	79%	87%	85%

Returns to homelessness

Another metric for tracking housing stability is returns to homelessness, which measures the percentage of people exiting the homeless services system to a permanent housing destination who returned to the homeless services system within 24 months of exit. Rates of returns to homelessness for people served in SHS-funded housing programs ranged from 8% to 16% with a regional average of 13%. Rates for all people served in counties' homeless services programs (regardless of funding source) ranged from 8% to 23% with a regional average of 14%.

Figure 4.11 Returns to homelessness

	Clackamas County	Multnomah County	Washington County	Regional average
For people served in SHS-funded programs	14%	8%	16%	13%
For all people served in county homeless services programs	12%	8%	23%	14%

POPULATIONS SERVED

The SHS fund prioritizes services for people with disabilities experiencing prolonged homelessness and for communities of color disproportionately impacted by housing instability and homelessness. This section provides more information about the people served by SHS-funded housing placements, preventions and shelter in year four.

Populations A and B

SHS-funded programs serve two primary populations: Population A – defined as people who have experienced or are at imminent risk of experiencing long-term or frequent episodes of literal homelessness, have at least one disability and little to no income, and Population B – defined as people who are experiencing homelessness or have substantial risk of experiencing homelessness.

Across the three counties, 83% of households placed in permanent supportive housing in year four were in Population A and 17% were in Population B. For rapid rehousing, 48% of households were in Population A and 52% were in Population B. Among households served in homelessness prevention programs, 11% were in Population A and 89% were in Population B. Households served in shelter were 69% in Population A and 31% in Population B.

Figure 5.1 Percentage of households in Populations A and B in year four[4]

	Clackamas County		Multnomah County		Washington County		Regional total	
	Pop A	Pop B	Pop A	Pop B	Pop A	Pop B	Pop A	Pop B
Permanent supportive housing	79%	21%	80%	20%	89%	11%	83%	17%
Rapid rehousing	26%	74%	53%	47%	48%	52%	48%	52%
Housing with services	N/A	N/A	48%	52%	N/A	N/A	48%	52%
Housing only	N/A	N/A	74%	26%	N/A	N/A	74%	26%
Preventions	9%	91%	16%	84%	8%	92%	11%	89%
Shelter	60%	40%	71%	29%	70%	30%	69%	31%

For information on the distribution of funding by Populations A and B, see the *Financial Review* section.

[4] For consistency across counties and with the financial reporting methodology, Figure 5.1 uses a proportional distribution methodology to distribute any households without available Population A/B data into the Population A and B categories.

Length of time homeless

The measurement of a household's length of time homeless is based on the period of time between when the household's current episode of homelessness started and their housing move-in date. Households served in SHS-funded programs in year four had an average length of time homeless of 3.2 years. In contrast, the average length of time homeless for all households served in counties' homeless services programs (regardless of funding source) was 2.7 years. The difference is explained, at least in part, by the expectation that 75% of SHS resources will fund services for households with prolonged homelessness (i.e. households in Population A).

It is important to note that all of these averages mask variations by subpopulations; the average length of time homeless for families with children, for example, is typically much shorter than for single adults.

Figure 5.2 Average length of time homeless for households served in year four

	Clackamas County	Multnomah County	Washington County	Regional average
Average years homeless for households served in SHS-funded programs	1.8	4.5	3.3	3.2
Average years homeless for all households served in county homeless services programs	2.0	3.4	2.7	2.7

Race and ethnicity

A key SHS regional goal is to provide access to services and housing for people of color at greater rates than people of color experiencing homelessness. All SHS-funded programs are required to collect and report on disaggregated race and ethnicity data to allow counties to track whether this goal is being met. Counties are also required to conduct annual racial equity analyses of the data.

This section provides race and ethnicity data for SHS-funded housing placements, shelters and homelessness preventions in year four. The *Progress Toward 10-Year Goals* section provides a regional analysis of these data showing that SHS-funded programs are serving people of color at greater rates than people of color experiencing homelessness. The *Progress in Advancing Racial Equity* section summarizes each county's detailed analysis of the data.

Across the region, 52% of people placed in permanent supportive housing, 61% of people placed in rapid rehousing, 66% of people served by homelessness prevention services, and 41% of people served in shelters were people of color. Across all these programs, 56% of people served were people of color.

Figure 5.3 Race and ethnicity of all people placed in permanent housing or served in shelters or homelessness preventions in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People of color	54%	56%	57%	56%
American Indian, Alaska Native or Indigenous	6%	9%	3%	7%
Asian or Asian American	2%	4%	3%	3%
Black, African American or African	11%	25%	13%	17%
Hispanic/Latina/e/o	22%	23%	39%	28%
Middle Eastern or North African	<1%	1%	1%	1%
Native Hawaiian or Pacific Islander	3%	5%	5%	5%
White	69%	46%	55%	55%
Non-Hispanic White (subset of White category)	42%	40%	41%	41%
Data not reported	3%	4%	2%	3%

Figure 5.4 Race and ethnicity of people placed in permanent supportive housing in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People of color	48%	63%	39%	52%
American Indian, Alaska Native or Indigenous	13%	16%	6%	12%
Asian or Asian American	1%	2%	2%	2%
Black, African American or African	13%	32%	11%	21%
Hispanic/Latina/e/o	30%	24%	22%	24%
Middle Eastern or North African	0%	<1%	1%	1%
Native Hawaiian or Pacific Islander	2%	3%	3%	3%
White	82%	42%	66%	57%
Non-Hispanic White (subset of White category)	51%	33%	58%	45%
Data not reported	1%	4%	3%	3%

Figure 5.5 Race and ethnicity of people placed in rapid rehousing in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People of color	56%	63%	60%	61%
American Indian, Alaska Native or Indigenous	7%	7%	4%	6%
Asian or Asian American	1%	4%	5%	4%

	Clackamas County	Multnomah County	Washington County	Regional total
Black, African American or African	16%	29%	12%	22%
Hispanic/Latina/e/o	24%	28%	40%	31%
Middle Eastern or North African	0%	<1%	<1%	<1%
Native Hawaiian or Pacific Islander	2%	7%	6%	6%
White	66%	39%	46%	45%
Non-Hispanic White (subset of White category)	43%	35%	38%	37%
Data not reported	2%	2%	2%	2%

Figure 5.6 Race and ethnicity of people served in homelessness preventions in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People of color	58%	75%	70%	66%
American Indian, Alaska Native or Indigenous	4%	6%	1%	4%
Asian or Asian American	2%	6%	3%	4%
Black, African American or African	12%	29%	14%	17%
Hispanic/Latina/e/o	20%	33%	51%	34%
Middle Eastern or North African	<1%	2%	2%	1%
Native Hawaiian or Pacific Islander	4%	5%	5%	4%
White	72%	31%	52%	55%
Non-Hispanic White (subset of White category)	38%	22%	29%	31%
Data not reported	4%	3%	1%	3%

Figure 5.7 Race and ethnicity of people served in shelter in year four

	Clackamas County	Multnomah County	Washington County	Regional total
People of color	47%	39%	41%	41%
American Indian, Alaska Native or Indigenous	12%	10%	4%	9%
Asian or Asian American	3%	2%	2%	2%
Black, African American or African	8%	18%	13%	15%
Hispanic/Latina/e/o	25%	15%	23%	19%
Middle Eastern or North African	<1%	<1%	1%	0%
Native Hawaiian or Pacific Islander	2%	6%	5%	5%

	Clackamas County	Multnomah County	Washington County	Regional total
White	60%	60%	61%	60%
Non-Hispanic White (subset of White category)	52%	56%	55%	55%
Data not reported	2%	5%	4%	4%

Disability status

People with disabling conditions are among the priority populations for SHS-funded services. Figure 5.8 shows the percentage of people placed in housing and served in homelessness prevention programs and shelters in year four that were persons with disabilities.

In alignment with other demographic data reporting for SHS programs, the percentages in Figure 5.8 are based on all individual members of households served. In contrast, eligibility assessments for programs like permanent supportive housing are based on disability status at the household level. This distinction is important to keep in mind when reviewing the data.

Figure 5.8 Percentage of people placed in permanent housing or served in shelters or homelessness preventions in year four that are persons with disabilities

	Clackamas County	Multnomah County	Washington County	Regional total
Permanent supportive housing	63%	60%	68%	63%
Rapid rehousing	39%	42%	34%	39%
Housing with services	N/A	38%	N/A	38%
Housing only	N/A	53%	N/A	53%
Preventions	29%	26%	16%	24%
Shelter	43%	67%	58%	59%

PROVIDER PARTNERSHIPS

The successful implementation of SHS programs relies on the on-the-ground work of more than a hundred nonprofit and community-based service providers across the region. Counties have focused significant time and resources to build a strong regional network of SHS providers, with a particular focus on engaging new partners and culturally specific organizations.

Procurement strategies

Since the launch of SHS funding, counties have implemented procurement and allocation processes to expand contracting opportunities for new and emerging providers, with an emphasis on culturally specific providers. In year four, the counties released procurements for new and expanded programs, including transitional housing, access centers and shelters. Counties also established contracts with 19 providers that were new to receiving SHS funding and expanded the scope of some existing partners' services contracts.

To expand the pool of providers eligible to contract with the counties, Multnomah County, in partnership with the other counties, released the third tri-county Request for Programmatic Qualifications in February 2025. The county performed outreach to culturally specific providers to encourage them to apply and hired a consultant to offer technical assistance to applicants.

Metro and the counties also completed the qualification process for a regionwide procurement to create a pre-approved list of vendors that can provide training and technical assistance to SHS-funded service providers. The procurement resulted in a list of 67 qualified providers that Metro and the counties can draw upon to support provider capacity building.

Service provider contracts

Counties contracted with 107 nonprofit and community-based organizations to deliver SHS services in year four, with contracts totaling $299.8 million.[5]

Figure 6.1 Service providers contracted to deliver SHS services in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Number of providers	36	68	25	107*
Total value of contracts	$38,595,115	$204,104,138	$57,114,398	$299,813,651

*Some providers contracted with more than one county. The regional total reflects the unduplicated number of providers.

[5] This includes contracts with eight cities for services that are in most cases delivered by nonprofits and community-based organizations through subcontracts or pass-through funding.

The contracted providers include small and emerging organizations as well as established providers that have leveraged SHS resources to scale up existing programs, expand into other service areas or serve other parts of the region. Eleven contracted providers in Clackamas County and eight in Multnomah County were new to providing SHS services in those counties. Comprehensive lists of each county's contracted providers with details on their services, contract amounts and populations served are available in each county's annual report (see Exhibit E).

Culturally specific provider contracts

The counties deepened their partnerships with culturally specific providers in year four, contracting with 16 culturally specific organizations to deliver SHS-funded services, with contracts totaling $44.4 million. (Culturally specific provider contracts are a subset of the contracts with all service providers in the previous section.)

Figure 6.2 Culturally specific providers contracted to deliver SHS services in year four

	Clackamas County	Multnomah County	Washington County	Regional total
Number of culturally specific providers	6	11	7	16*
Total value of contracts	$5,308,278	$21,644,837	$17,467,834	$44,420,949

*Some providers contracted with more than one county. The regional total reflects the unduplicated number of providers.

The counties' investments in culturally specific providers have expanded significantly over the four years of SHS implementation. The total number of culturally specific providers contracted to deliver SHS services grew by 71% between years one and four, and the total value of their contracts grew by 477%.

Each county's culturally specific provider contracts include organizations that specialize in delivering services to the following communities:

- Black/African American
- Latine
- Native American/Indigenous
- Immigrant and refugee
- Black, Indigenous and people of color

Multnomah County's culturally specific provider contracts also include organizations that specialize in serving the LGBTQIA2S+ community.

Culturally specific providers deliver a wide range of SHS-funded services:

- Clackamas County contracted with culturally specific partners in year four to provide housing navigation and placement, supportive housing case management, rapid rehousing, shelter and outreach.

- Washington County contracted with culturally specific providers in year four to deliver housing case management services, rapid rehousing, housing liaison services, eviction prevention, shelter, medical respite and outreach.
- Multnomah County contracted with culturally specific partners in year four to provide housing placement and retention, rapid rehousing, supportive services, housing with services, landlord engagement, rent assistance, prevention, coordinated entry, shelter, day services and outreach.

Counties also contracted with 14 non-culturally specific providers to implement culturally-specific programming. For example, Clackamas County contracted with Northwest Family Services to operate a dedicated space for Latina survivors of violence. Multnomah County contracted with Central City Concern to operate a recovery-oriented transitional housing program for Black/African American men with behavioral health needs and justice system involvement.

CAPACITY BUILDING

SHS implementation has required a historic expansion of the region's homeless service system infrastructure. Over the past four years, counties have worked to strengthen their internal capacity to administer contracts and payments, manage data reporting and oversight, and support providers with implementation. Contracted providers have also had to scale up their staffing and administrative capacity to enable them to implement SHS-funded programs.

County infrastructure and capacity building

Counties continued their work in year four to build effective systems to support SHS implementation. This included increased staffing capacity, updates to coordinated entry systems, and improvements to data collection and reporting infrastructure.

- **Staffing capacity:** Clackamas County continued to add additional staff capacity in the first half of year four to support SHS program growth, including adding two new accountants and two new data analysts, and more than doubling the health and housing integration team. Multnomah County increased staff capacity by about 30 positions, including additions to the evaluation, business services and program teams, and expanded the SHS team from four to six positions. Washington County added a program specialist to leverage Medicaid, a program supervisor to support expansion of programs, and three positions to increase rent assistance administration capacity.
- **Coordinated entry:** Clackamas County made enhancements to its coordinated access phone system, increasing its ability to answer live calls from approximately 60% to 85%. The county also fully implemented Resource Navigation, a program that uses housing problem-solving strategies to work directly with individuals on the by-name list to resolve housing crises. Multnomah County launched a newly updated coordinated access tool that is more trauma-informed than the previous approach. The new tool incorporates a problem-solving process to support households that are not prioritized for services to find solutions to their housing crisis. Washington County implemented a new policy allowing agencies that aren't contracted to provide homeless services to serve as access points for coordinated entry, expanding the ability to reach participants who may not access services through other avenues. The county also improved its shelter referral assessment to increase clarity for providers and streamline the matching process. At a regional level, the counties worked with Metro and the tri-county planning body to strengthen alignment across their coordinated entry systems (see the *Regional Coordination* section for more details).
- **Data systems:** Clackamas County invested in the development of a new centralized tool for data-informed decision making, quality assurance and accountability. The county also collaborated with service providers to improve their data quality by providing step-by-step instructions and visual guides, regular meetings for shared

learning and troubleshooting, and individualized technical assistance. Multnomah County launched a new data dashboard based on the county's by-name list, providing monthly snapshots of who is experiencing homelessness and what services they are accessing. The county also implemented a quality improvement pilot to enhance the precision of SHS reporting and introduced a new HMIS data mart that improves the speed and efficiency of data reporting and analysis. Washington County made investments in year three to ensure every contracted provider had a dedicated staff member focused on data quality, which resulted in significant improvements in data quality in year four. The county also improved internal tracking tools to identify data quality challenges, allowing staff to work directly with providers to correct errors. At a regional level, the counties signed a data sharing agreement with Metro in March 2025 to enhance regional data analysis (see the *Regional Coordination* section for more details).

- **Challenges:** Metro's updated SHS revenue forecast issued in December 2024 shifted the trajectory of counties' capacity building in the second half of year four. In response to the forecast, Clackamas County stopped issuing new regional long-term rent assistance vouchers and froze all new programs scheduled to launch later in the fiscal year. The county also initiated an immediate hiring freeze on SHS-funded positions. In Multnomah County, the decrease in anticipated SHS funding combined with reductions in other funding streams led to a deficit in the department's fiscal year budget, which was addressed in part by consolidating, reorganizing or eliminating some positions and teams. Washington County responded to the forecast by implementing program reductions, reducing program capacity and scaling down some services. The county also eliminated a position supporting community engagement due to budget reductions.

Provider capacity building

The counties continued to support providers' capacity building throughout year four through a combination of technical assistance, training and capacity building grants. For example:

- Clackamas County continued to allocate $1.0 million per year for technical assistance to strengthen providers' internal operations; this resource has been utilized by four providers including two culturally specific providers. The county also provided multiple training opportunities in year four to support providers' staff development, share best practices, and ensure consistent practices are utilized throughout the housing services system. A total of 345 participants engaged in trainings on topics such as housing problem solving, housing first response, assertive engagement and racial equity.
- Multnomah County distributed flexible system development grants and individualized technical assistance to 10 newly qualified and newly contracted culturally specific organizations. The county also organized and facilitated 24 trainings for about 550 staff from provider organizations on topics such as de-

escalation, neurodiversity in the workplace and naloxone administration. The county used SHS funding to expand assertive engagement trainings, with 400 people becoming certified in year four. The county also supported provider capacity by using SHS funds to cover the required 25% funding match for 31 projects receiving federal Continuum of Care grants.

- Washington County continued its commitment to award up to $200,000 in grants to strengthen contracted providers' internal operations, with 19 providers receiving capacity building resources in year four. The county also awarded $50,000 in technical assistance and capacity building funding to all six of the culturally specific partner agencies that were eligible for funding through this three-year program in year four. The county convened a culturally specific organization cohort to facilitate process improvements and support effective service delivery for culturally specific partners. The county also offered a range of trainings related to access and opportunity, technical compliance and skills enrichment, with 100% of contracted providers participating in more than one training.

At a regional level, Metro and the tri-county planning body have been working with the counties to develop a menu of trainings and technical assistance that will be available regionally to support provider capacity building. As part of this work, Metro's regional capacity team partnered with the counties to launch two pilot projects in year four: (a) a permanent supportive housing technical assistance demonstration project, and (b) a pilot project to assess the effectiveness and regional scalability of national on-demand trainings. Metro also began the process of partnering with Portland Community College to develop a pilot series of introductory training courses for frontline service workers informed by extensive input from counties and providers. These pilot projects will inform the further development and expansion of regional technical assistance and training programs.

Contract administration

The counties continued to make improvements to contract administration practices in year four to address challenges identified in previous years. These challenges included county delays in contract implementation, invoice processing and payments. Many providers were also challenged by the counties' reimbursement-based contracting model which requires providers to front the funding for program costs and then receive reimbursement, creating cash flow issues for smaller and emerging organizations.

To address these issues, in year four:

- Clackamas County improved the pace of invoice processing by adding two new accountants to the finance team. By the fourth quarter, 86% of invoices were processed within 30 days of receipt, compared with just 52% in the first quarter. The county also updated its policy for providing funding advances in services contracts to help alleviate the burden of the reimbursement-based payment system. Under the new policy, service providers can receive up to one-sixth of their total contract value up front at the beginning of the fiscal year to reduce challenges with maintaining adequate cash flow.

- Building on previous improvements, Multnomah County executed 88% of SHS-funded contracts by day one of the fiscal year, facilitating more timely payments to contracted providers. The county also improved invoicing and payment turnaround times, processing invoices in an average of 9.7 business days in the second half of the fiscal year. The county hired a program compliance project manager to lead quality improvement projects to further strengthen contracting and program development practices. To address provider cash flow issues, the county offered limited advance payments on a case-by-case basis and worked to develop an advance payments policy, including eligibility criteria, an application process and reconciliation guidelines.
- Washington County built integrated contract allocation tools which allowed for easier and more accurate contract development. It also started its contracting process earlier, resulting in all SHS contracts being executed on time in advance of the beginning of the fiscal year. The county implemented an improved invoice template, reducing processing time and limiting burdensome requirements for service providers. The county also added a staff position to its business operations team to coordinate the invoicing workflow, enabling the county to more efficiently manage and process payments. This led to 97% of monthly invoices being submitted and 92% of those invoices being submitted on schedule.

Workforce recruitment and retention

Throughout SHS implementation, workforce challenges have imposed constraints on provider capacity as contracted providers have struggled to recruit and retain the staff necessary to launch new SHS-funded programs and expand existing services. These challenges are rooted in regional workforce shortages and exacerbated by inadequate wages and staff burnout.

Metro and the counties worked with the tri-county planning body throughout year four to develop a regional employee recruitment and retention plan to improve contracting policies and procedures and achieve livable wages for direct service staff. As part of this effort, Metro worked with the counties to regionalize the provider demographics and wage equity survey, which is a key tool for tracking the region's progress toward livable wages for SHS staff. The regionalization of the survey is designed to ensure that data is measured consistently across counties, allowing for regional analysis and the ability to monitor trends over time.

Figure 7.1 provides a high-level summary of the regional wage equity survey findings from year four, showing the average annual salaries for client-facing roles in each county.

Figure 7.1 Average annual salary for client-facing roles

	Clackamas County	Multnomah County	Washington County	Regional average
Case managers/workers	$59,610	$61,487	$60,704	$60,443
Housing liaisons and/or housing navigators	$60,572	$57,502	$62,681	$57,758
Outreach workers	$58,880	$56,783	$54,952	$57,130
Shelter staff (other than case managers/workers)	$56,537	$54,174	$48,872	$53,153
Peer support	$51,835	$53,922	$54,874	$53,782
Other client facing roles	$60,367	$59,645	$57,505	$58,891

The survey also analyzed the salary ranges for each role, average annual salaries for non-client-facing roles, and the differences in average salaries for culturally specific and non-culturally specific organizations.

Each county implemented additional strategies in year four to address workforce recruitment and retention. For example:

- Clackamas County continued to promote resilience and self-care for frontline workers by implementing structured support for staff. Following the death of a program participant, staff receive support via outreach by mental health professionals and on-site or virtual debriefing sessions for impacted individuals.
- Multnomah County implemented an increase in per-unit funding allocations for permanent supportive housing services to allow providers to increase staffing capacity and reduce caseloads. The county also rebased longtime shelter service contracts to increase funding levels and improve staffing ratios.
- Washington County's suite of training offerings for providers included trainings in self-care support and psychological safety.

Evaluation and performance improvement

All three counties strengthened contract monitoring and performance evaluation processes in year four to support accountability and inform continuous improvement. For example:

- Clackamas County implemented a standardized tool to drive data-informed discussions during quarterly check-ins with contracted service providers and support comprehensive performance assessment. The use of the new tool improved performance management, drove continuous improvement, and strengthened the county's capacity to be a proactive and collaborative partner in administering contracted services.

- Multnomah County implemented a performance improvement project in collaboration with an equity metrics committee to better understand how providers are serving priority populations and reducing disparities. The county's planning and evaluation staff also implemented strategies to improve evaluation processes, focusing on strengthening communication and collaboration within the department and with key external partners.
- Washington County launched a monitoring program for all SHS-funded providers that includes a review of agency policies, procedures, service delivery and participant files. The county continued to evaluate providers' performance on contracted metrics through an annual performance evaluation, and it began implementing performance improvement plans in year four. Six organizations received technical support and additional program oversight through this process due to lagging outcomes or required metrics.

CROSS-SECTOR WORK

Homelessness is a complex issue requiring coordination among multiple systems of care. Cross-sector partnerships and service integration are key to building an effective regional homelessness response infrastructure. Counties have used SHS funding to implement cross-sector initiatives in partnership with behavioral health, healthcare, housing, community justice, workforce, human services and other systems.

Integration of health and behavioral health services into SHS programming

Alignment with health and behavioral health systems is a key priority for SHS implementation. The following examples demonstrate the range of ways that the counties and Metro worked to integrate health and behavioral health services into SHS programming in year four:

Regional

- The counties, Health Share of Oregon and Metro worked with the tri-county planning body, or TCPB, to develop a regional implementation plan to strengthen alignment and partnerships between healthcare and housing systems. The plan, which was approved by the TCPB and the SHS oversight committee in April 2025, includes strategies focused on developing medically enhanced housing and shelter models, regional systems for cross-sector care coordination, and regional cross-system data sharing infrastructure.
- The counties collaborated with coordinated care organizations to implement the Medicaid 1115 waiver for health-related social needs. Under the waiver, Medicaid dollars can pay for rent assistance for Oregon Health Plan members at risk of eviction with qualifying health needs. Counties supported implementation by collaborating with health and housing partners to provide technical support and connect eligible members with available services.

Clackamas County

- Clackamas County allocated SHS funding to support three behavioral case managers in the county's Health Centers Division. The case managers assist individuals experiencing homelessness or housing instability who require higher levels of behavioral and mental health support to find and remain in permanent housing.
- The county piloted healthcare case conferencing to improve access to housing for specific populations with complex health needs such as seniors, individuals with behavioral health needs, and individuals with intellectual and development disabilities.
- The county's SHS-funded health and housing integration team worked with the county's Behavioral Health Division to develop a new behavioral health retention team to support housed individuals with complex behavioral health needs to prevent housing loss.

- SHS funding supported a new community paramedic program to provide low-barrier access to healthcare for individuals experiencing homelessness. The paramedic collaborates with outreach providers, health system partners, the county's mobile crisis response team, and law enforcement partners to create a coordinated approach to meeting urgent health needs.

Multnomah County

- Multnomah County launched a cross-sector case conferencing pilot that brings together homeless service providers and healthcare and social service systems to simplify the process of navigating multiple systems and provide real-time healthcare coordination and wraparound support.
- A partnership with the Department of County Human Services paired SHS-funded regional long-term rent assistance with Medicaid-funded in-home attendant care services for individuals with intellectual and development disabilities, achieving a 100% housing retention rate for its participants.
- The Behavioral Health Resource Center, which serves as both a day center and a shelter, established a partnership with the Portland Community Justice Partnership Program, which provided a dedicated vehicle to transport participants to detox and treatment. The resource center also referred individuals from the street to "urgent beds," performing a warm handoff to ensure they safely transitioned to shelter.
- SHS funding supported the launch of a peer support specialist program in partnership with the Multnomah County Library. Peers with lived experience worked alongside mental health clinicians to provide resource referrals and de-escalate situations for library patrons experiencing homelessness.

Washington County

- Washington County partnered with Virginia Garcia Memorial Health Center and Greater Good Northwest to create a medical respite program that serves up to 10 unhoused individuals who need additional medical care while stabilizing in shelter and working toward stable housing.
- The county purchased a hotel to convert to transitional recovery housing that will provide temporary housing and recovery supports for individuals who are experiencing homelessness and have a substance use disorder. The building and program are anticipated to open in 2026 with capacity to serve 75-85 individuals.
- The county's healthcare case conferencing program continued to partner with multiple health systems to connect participants experiencing homelessness to healthcare services. Since its inception, at least 250 participants have had their healthcare and housing needs coordinated through conferencing.
- The county's homeless services team partnered with the county's Department of Health and Human Services to help identify individuals who may be eligible for the county's deflection program and support their connections with services and engagement with substance use treatment.

Metro affordable housing bond alignment

Another key example of SHS cross-sector work is the alignment between SHS funding and the Metro affordable housing bond. The opportunity to align SHS-funded services and rent assistance with bond-funded capital investments significantly expands the region's ability to develop permanent supportive housing.

Across the three counties, SHS-funded supportive services and rent assistance have been integrated with bond-funded capital investments to create a total of 485 permanent supportive housing units in 16 bond-funded projects since July 1, 2021.

Figure 8.1 Permanent supportive housing created since July 1, 2021 by integrating SHS-funded services and rent assistance with Metro housing bond capital funding

	Clackamas County	Multnomah County	Washington County	Regional total
Number of projects	8	5	3	16
Number of PSH units	239	169	77	485

Examples include:

- Beacon at Glisan Landing (Portland): a 41-unit project with 41 designated PSH units and services provided by Impact Northwest and Cascadia.
- El Nido (Lake Oswego): a 55-unit project with 10 designated PSH units and services provided by New Narrative.
- Hillside Park (Milwaukie): a 275-unit project with 21 designated PSH units and services provided by Impact Northwest.
- Meridian Gardens (Portland): an 85-unit project with 65 designated PSH units and services provided by Central City Concern.
- Tistilal Village (Portland): a 58-unit project with 16 designated PSH units and services provided by Native American Rehabilitation Association of the Northwest.
- Vuela (Wilsonville): a 121-unit project with 20 designated PSH units and services provided by Clackamas Women's Services.

Other examples of cross-sector partnerships and programming

SHS funding supported partnerships with a range of other sectors in year four. The examples highlighted in this section illustrate the scope and breadth of this cross-sector work.

Human services

- Clackamas County's SHS case conferencing engaged SHS providers with partners from other systems such as Oregon Department of Human Services, school liaisons and recovery services providers to collaborate on problem-solving and early intervention for complex cases.

- Multnomah County's Intellectual and Developmental Disabilities Services Division forged a new partnership with Housing Connector, a program that offers incentives to landlords to reduce barriers like credit requirements, to increase the number of accessible units for individuals with disabilities.
- In Washington County, housing liaisons embedded in county agencies for disability, aging and veterans' services, maternal and family programs, and developmental disabilities help participants identify solutions to prevent or quickly resolve an episode of homelessness.

Community justice

- Clackamas County used SHS funding to support renovations of Haven House, a partnership with Clackamas County Sheriff's Office of Parole and Probation that accommodates 12 guests at a time in their transition from incarceration or residential treatment back into the community.
- In Multnomah County, the Department of Community Justice created a pilot program using a one-time reallocation of SHS funds to provide rent assistance for supervised individuals, laying the groundwork for a program that could be sustained through other funding, like the Medicaid 1115 waiver.
- Washington County's housing liaisons work in partnership with community corrections and parole and probation to help their participants identify housing solutions and navigate homeless services.

Workforce

- Clackamas County hosted a Workforce and Housing Symposium to strengthen connections between workforce and housing services and highlight the work of the Clackamas Workforce Partnership.
- Multnomah County contracted with nine organizations to provide SHS-funded employment programs with the capacity to serve 726 people. The programs include workforce development, low-barrier job opportunities, career training, and volunteer opportunities that help people build skills to ease their transition into the workforce.
- Washington County's workforce development program offers training, paid work experiences and career coaching for participants in SHS-funded programs in partnership with WorkSystems. In year four, 80 individuals participated in the program, including new enrollments, active engagement and program exits.

REGIONAL COORDINATION

The SHS fund has created an unprecedented level of regional collaboration across jurisdictional partners to address homelessness. The counties and Metro work closely together to align SHS programs and systems. The tri-county planning body, or TCPB, leads the development of strategies that leverage regionalism to increase the SHS fund's effectiveness.

Tri-county planning body regional implementation strategies

The TCPB is charged with setting regional goals, strategies and outcome metrics related to addressing homelessness in the region. Five percent of SHS funds are reserved for a regional investment fund, or RIF, designed to support the counties and Metro in achieving SHS alignment, coordination and outcomes at a regional level. The TCPB guides the fund's investments and supports coordination on solutions to regional challenges.

In May 2023, the TCPB adopted goals and recommendations in six issue areas:

- **Coordinated entry:** Assess opportunities for regional coordination to make coordinated entry more accessible, equitable and efficient for staff and clients
- **Landlord recruitment:** Identify areas where regionalization can increase the availability of readily accessible and appropriate housing units for service providers
- **Healthcare system alignment:** Promote greater alignment and long-term partnerships with healthcare systems that meaningfully benefit people experiencing homelessness and the systems that serve them
- **Training:** Support regional training that provides service providers with access to the knowledge and skills required to operate at a high level of program functionality, prioritizing the needs of culturally specific providers
- **Technical assistance:** Support regional technical assistance and capacity building investments to ensure organizations have the support required to operate at a high level of functionality, prioritizing culturally specific providers
- **Employee recruitment and retention:** Establish regional standards for county contracts with SHS-funded agencies and providers to achieve livable wages for direct service staff

The TCPB worked with Metro and the counties to develop implementation strategies for each of the goal areas, a two-year process that involved extensive engagement with jurisdictional staff, service providers and other partners as well as research and planning conducted in collaboration with issue experts and consultants. By June 2025, the TCPB had adopted implementation strategies for the regional landlord recruitment, coordinated entry and healthcare system alignment goals, with strategies for the remaining goals in the final stages of development.

Implementation progress for the strategies that were adopted by the end of year four included:

- *Landlord recruitment*: Metro contracted with consultants to design and conduct a landlord communications campaign, create a landscape analysis of landlord financial incentives, and identify barriers and opportunities to expand mission-driven property management. Multnomah County launched a pilot to track available units and connect program participants with appropriate housing options. Clackamas County designed a pilot to support landlords with problem-solving.
- *Coordinated entry*: Metro and the counties worked in collaboration to assess strategies to regionalize visibility of participant data and align assessment questions to streamline access to services across counties. They also analyzed existing approaches to prioritization for racial equity and developed a plan to create a regional approach that builds on these strategies. County staff worked with a consultant to develop a regional approach to case conferencing based on local and national best practices.
- *Healthcare system alignment*: A workgroup launched to explore opportunities to strengthen and enhance medical respite and recuperative care capacity and sustainability across the region. Health Share led a regional initiative to develop the infrastructure for sharing relevant health information across systems and providers. Metro convened a regional table to problem-solve around ongoing work to develop data-sharing agreements between counties and healthcare partners.

For more information on the implementation strategies and progress to date for all six of the TCPB's goal areas, see Exhibit D.

Regional data systems and program standards

Metro and the counties worked together in year four to further align regional SHS data collection and reporting. A cross-jurisdictional workgroup developed detailed regional guidelines for reporting on Population A and B to ensure methodological consistency across the three counties. Metro and the counties developed updated templates for quarterly, annual and financial reporting to improve data quality and alignment. The four jurisdictions also signed a regional data sharing agreement in March 2025 to support regional data analysis and evaluation. Under the agreement, Metro will have access to disaggregated, de-identified data starting in year five to support more in-depth data analysis and reporting on progress toward regional goals.

The counties worked together in year four to plan for the replacement and modernization of the region's Homeless Management Information System, or HMIS. This work will launch in year five, with a two-year implementation timeline. The goal is to increase accuracy, timeliness and accountability, while supporting improved access to information for frontline providers and decision makers.

Several initiatives were also launched in year four to strengthen consistency and alignment in regional program standards. Metro and the counties finalized a monitoring framework in May 2025 to guide Metro's monitoring of each county beginning in year five. Metro worked with Portland State University's Homelessness Research and Action Collaborative to develop a program evaluation framework for SHS. Initial planning was also conducted for a project to develop administrative rules codifying regional definitions and program standards for eight SHS program areas.

Regional long-term rent assistance

A workgroup with representatives from the counties and Metro has been meeting since SHS launched to support implementation of the regional long-term rent assistance program. Meetings are held monthly to review policies, discuss necessary updates and address challenges in program administration. A regional data team also meets regularly to develop coordinated data collection and reporting tools and methodologies for the program. The regional workgroup reviews and analyzes tri-county data reports on a quarterly basis to monitor progress and identify areas for improvement.

The counties and Metro also formed a cross-county transfer team that brings together key staff from across the three counties to process requests for voucher transfers between counties. The group works collaboratively to problem-solve challenging situations and identifies recommendations to improve regional cross-county transfer procedures. The group coordinated several transfers in year four and identified areas for improvement in the regional transfer process.

Regional point-in-time count

The counties partnered with Portland State University's Homelessness Research and Action Collaborative to plan and implement the second bi-annual regional point-in-time count of homelessness, which was held in January 2025. Improvements to the regional methodology for the 2025 count included the inclusion of new questions about domestic violence and respondents' experiences with the homeless services system, and a more robust process of removing duplicate records. Creating consistent point-in-time count data and coordinated reporting across the three counties supports regional analysis and tracking.

Best practices and shared learning

The three counties also engage in regular leadership conversations and workgroups to share lessons learned and promote common approaches. For example, The Built for Zero group is made up of coordinated access and HMIS subject matter experts from each of the counties, with meeting facilitation support from Metro staff. In year four, the group discussed policies related to coordination with domestic violence providers, Built for Zero data reporting and housing navigation training.

PROGRESS IN ADVANCING RACIAL EQUITY

A commitment to racial equity is infused throughout every aspect of SHS implementation, and counties are required to conduct annual equity analyses to assess progress toward addressing racial disparities. This section provides an overview of the counties' strategies to advance racial equity, showing how various components of SHS implementation — many of which are covered in previous sections of the report by topic — fit together. This is followed by an analysis of the impact of these strategies.

Strategies to advance racial equity

All three counties have centered racial equity in their SHS programs, with a focus on strengthening access to services and improving outcomes for populations disproportionately impacted by housing instability and homelessness. In year four, counties advanced racial equity through strategies that included:

- **Expanding partnerships with culturally specific organizations:** A core strategy for connecting people of color to SHS-funded services is by expanding the availability of culturally specific services. As documented in previous sections, all three counties deepened their partnerships with culturally specific organizations in year four, contracting with 16 culturally specific organizations to deliver SHS-funded services, with contracts totaling $44.4 million. Counties also provided technical assistance and capacity building support to assist culturally specific partners to expand their services and stabilize their organizations.
- **Working toward building anti-racist, gender affirming and culturally responsive systems:** The counties also provided technical assistance and training to strengthen implementation of equity-focused programs and services. For example, Clackamas County offered a series of trainings for providers on topics such as fair housing and implicit/explicit bias and launched a "lunch and learn" series to deepen equity learning. Multnomah County required all contracted providers to complete an organizational equity assessment and equity plan and submit an annual progress report, with technical assistance available from county staff as needed. Washington County launched a culturally specific organization cohort to foster peer learning, technical assistance and relationship building with the goal of supporting the growth of culturally specific capacity in the homeless services system.
- **Improving equitable access to services:** The counties continued to strengthen their coordinated entry systems to enhance service navigation and access for people of color. For example, Clackamas County implemented a quarterly survey to assess participants' experiences with service navigation, including perceptions of fairness and access across race and language. Multnomah County launched a redesigned coordinated access tool that addresses longstanding issues raised by participants and providers regarding inequitable prioritization of communities of color, lack of trauma competency and disconnection from community priorities.

Washington County implemented a new coordinated entry policy allowing agencies to become access points without being contracted to provide other homeless services, expanding the ability to reach participants who may not access services through other avenues. The counties also worked with Metro to improve coordinated access regionally, including regionalizing approaches to prioritization for racial equity.

- **Assessing service provider staff diversity:** The counties partnered with Metro to conduct a regionwide demographic survey of frontline staff in contracted provider organizations to assess the diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience. The survey results show high rates of diversity among provider organizations' staff, as illustrated by the data below.

Figure 10.1 Diversity of SHS contracted provider workforce

	Clackamas County	Multnomah County	Washington County	Regional total
Staff with lived experience of homelessness or housing instability	31%	35%	37%	35%
Staff who speak a language other than English	54%	36%	73%	39%
Staff who identify as LGBTQIA2S+	16%	29%	25%	26%
Staff who identify as having a disability	14%	22%	17%	22%

Figure 10.2 Race/ethnicity of SHS contracted provider workforce

	Clackamas County	Multnomah County	Washington County	Regional total
American Indian/Alaska Native/First Nation/Indigenous	6%	4%	5%	3%
African/Black/African American	9%	16%	9%	14%
Asian	10%	7%	9%	6%
Latina(o)/Latinx or Hispanic	15%	18%	24%	21%
Middle Eastern/North African	1%	1%	1%	1%
Native Hawaiian/Pacific Islander	1%	1%	1%	1%
White/European	44%	48%	44%	49%
Prefer not to answer	7%	7%	2%	6%
Other	8%	7%	6%	6%

- **Strengthening county capacity:** The counties continued to strengthen their internal equity-focused structures and systems. This included formally adopting a regional racial equity lens tool that provides a shared framework to guide program planning and decision making. Clackamas County launched a customized equity foundations training for homeless services staff and introduced an equity toolkit to help staff integrate equity considerations in the development of new policies, procedures and programs. Multnomah County implemented a performance improvement project in collaboration with an equity metrics committee to better understand how providers are serving priority populations and reducing disparities. To support implementation of the regional racial equity lens tool, Washington County provided training to staff and launched a pilot to embed facilitators within project teams to guide discussions and develop a process for integrating equity lens assessments into core workflows.

- **Engaging people of color in advisory bodies:** Implementation of each county's SHS work is overseen by advisory bodies with strong representation from communities of color and people with lived experience of homelessness and housing instability. Clackamas County has three stakeholder and advisory committees that provide input on SHS implementation. Multnomah County has five advisory bodies, including an equity advisory committee and a lived experience advisory committee. Washington County has a centralized advisory body with several subcommittees, including a lived experience committee and an equitable procurement committee. The diversity of these advisory bodies is illustrated in the table below.

Figure 10.3 Representation of people of color and people with lived experience in advisory bodies

County	Advisory body	People of color	Lived experience
Clackamas	Youth Action Board	43%	71%
Clackamas	Coordinated Housing Access Core Team	36%	82%
Multnomah	SHS Advisory Committee	67%	67%
Multnomah	Lived Experience Advisory Committee	50%	100%
Washington	Homeless Solutions Advisory Council	42%	21%
Washington	Lived Experience Advisory Committee	Not collected	100%

- **Gathering diverse input:** In addition to their formal advisory bodies, counties gather input from diverse stakeholders to inform program design and planning decisions. For example, Clackamas County implemented two program participant surveys in year four to gather feedback on experiences with coordinated entry, system navigation, housing stability and ongoing support. Multnomah County's Pathways to Housing Project engaged a 17-member lived experience committee and collected qualitative survey data from hundreds of people experiencing or who have recently experienced homelessness. Washington County continued to convene the Housing and Supportive Services Network, which brings together service providers and community partners to inform project planning and the values and criteria used to guide decision making.

Equity analyses

Counties conduct annual equity analyses comparing SHS program data with population and system-level data to assess progress in meeting racial equity goals. This section summarizes each county's equity analysis methodology and reported findings. It is not possible to conduct a comprehensive regional analysis based on these findings because of differences in each county's methodology and the complexities of the baseline data used for comparisons.

Methodologies

The counties' year four equity analyses compared the demographics of SHS-funded program participants with baseline data from various sources:

- Clackamas County compared HMIS data for people accessing SHS-funded programs with American Community Survey (ACS) data for the county's population in poverty. The county also analyzed chronically homeless inflow data. The county applied statistical tests to determine if any racial or ethnic groups are disproportionately represented in SHS or chronically homeless data compared to their expected distribution based on the ACS data.
- Multnomah County compared HMIS data on the demographics of people receiving SHS services with a comparable population eligible for or receiving similar services. The county's data source for the population experiencing homelessness is its by-name list, which is based on administrative data collected by service providers on an ongoing basis. The county's analysis also included comparative data from the first year of SHS reporting to measure improvements over time.
- Washington County compared HMIS data on the demographics of people served by SHS programs with ACS data for the county's overall population and population in poverty. The analysis also included a comparison of the demographics of households seeking homeless services with the county's population in poverty, households who received homeless services, and households who achieved housing stability through the county's programs.

Findings

On the whole, counties report that populations of color are accessing services at higher rates than their representation in each county's homeless population or population in poverty, with a few exceptions for specific populations within particular programs. The findings and conclusions vary by county, population and program. Each county's annual report provides a detailed analysis of these findings. Examples of key overall findings:

- Clackamas County's analysis shows that individuals who identify as Black/African American, Native American/Indigenous or Latine were consistently overrepresented in SHS programs relative to the county's poverty statistics. Those groups were also overrepresented in SHS-funded permanent supportive housing placements and retentions. The county's analysis examined the demographics of individuals newly entering chronic homelessness in the past year using Built for Zero inflow reports. This analysis highlighted that Black/African American and Native American/Indigenous individuals were overrepresented in chronic homelessness inflow, but the county is also housing these participants in SHS housing programs at similar or higher rates than they are entering chronic homelessness. Asians were the most underrepresented group on the inflow reports, which could either signify lack of access to the homeless services system, protective cultural effects or a combination of both.

- Multnomah County's analysis found that individuals identifying as Black/African American, Native American/Indigenous, Latine and Native Hawaiian or Pacific Islander represented larger shares of people placed into permanent supportive housing than their share of the population experiencing chronic homelessness. Black/African American and Latine individuals were also more represented among homelessness prevention clients than among those experiencing short-term homelessness on the county's by-name list. The share of chronically homeless individuals identifying as Black/African American, Native American/Indigenous and Latine decreased slightly over the last two years. However, there are continued disparities in the provision of specific SHS-funded services to individuals from certain populations, particularly Native American/Indigenous individuals in rapid rehousing placements and new homelessness prevention subsidies.
- Washington County's analysis shows that rapid rehousing and eviction prevention programs are the most successful at serving people of color when compared to the population in poverty. Shelter and housing with services programs are serving people of color and white people at relatively balanced levels compared to the population in poverty. One program, the regional long-term rent assistance only program, is serving people of color at lower rates than would be expected compared to the population in poverty, but this program is still new and is serving people who have stabilized in other housing programs and no longer need intensive case management. The county's analysis did indicate a need to increase reach to Asian and Native American/Indigenous households in some service areas. The county's analysis of length of time homeless, retention and returns to homelessness also identified some areas where certain groups appear to have worse outcomes than those identifying as non-Hispanic white, but sample size makes it difficult to know if these are significant or due to outliers in the data.

Disparities and next steps

Counties use the data from their equity analyses and other assessments to inform targeted strategies to increase service access and address disparities for specific populations. For example:

- Clackamas County plans to analyze findings from the two participant surveys launched this year to identify any areas where improvements are needed to strengthen equitable access to services. The county is conducting a baseline assessment of language access in its permanent housing programs to inform the development of language access support and assistance for service providers. The county's data team is also working with stakeholder and advisory groups to assess potential reasons for the underrepresentation of individuals identifying as Asian in the county's housing programs compared with their proportion of the county's population.

- In response to quarter two data showing that Black/African American communities were underrepresented in the population accessing shelter, Multnomah County engaged with providers, advisory bodies and community members to identify better ways to serve Black/African American communities with shelter programs. Based on the engagement findings, the county supported proposals from two culturally specific providers to pivot their contracted services to more culturally informed sheltering and support models that will launch in year five.
- Based on the results of prior equity analyses, one of Washington County's annual work plan goals was to address disparities for Asian Americans seeking services. Staff met with leadership from Asian serving nonprofits who recommended deeper analysis. In response, the county set aside funds for a Hatfield Fellow to research and develop recommendations aimed at improving access for the county's housing programs. This work will involve a combination of internal assessments, stakeholder engagement, policy review and data analysis to identify barriers and opportunities for more equitable service delivery.

ASSESSMENT OF ANNUAL WORK PLAN PERFORMANCE

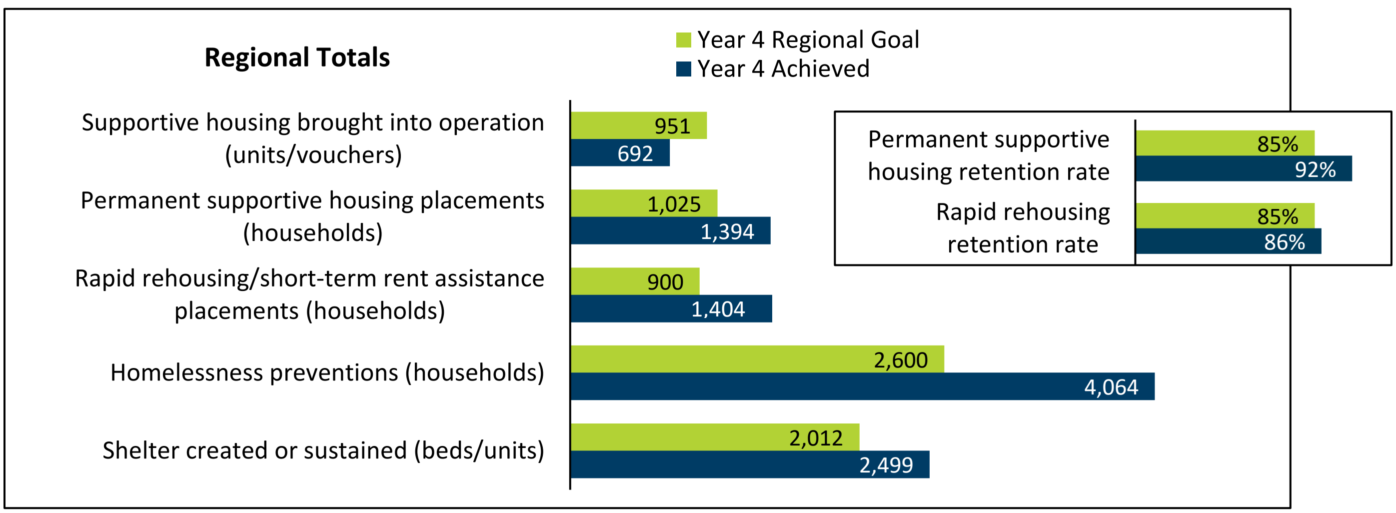
Counties are required to submit annual work plans to Metro and the SHS oversight committee for approval and to report on progress in achieving their work plan goals. The work plans include a consistent set of regional metrics for tracking quantitative housing and program goals. Each county is also required to identify and report on goals related to racial equity, capacity building and other goals based on their local implementation plans.

Regional summary

Housing and program goals

At a regional level, the counties far exceeded their combined goals for permanent supportive housing placements, rapid rehousing placements, homelessness preventions and shelter units. The average retention rates for PSH and rapid rehousing also exceeded the regional goals. However, the counties only met 73% of their combined goal for supportive housing units/vouchers brought into operation. The county-specific analyses on the subsequent pages provide more details on why the regional total fell short for this goal.

Figure 11.1 Regional progress on year four housing and program goals



Racial equity

The counties achieved almost all of their racial equity goals and made progress on the others. Highlights include developing a regional equity lens tool to guide decision making, providing capacity building grants for new and emerging culturally specific providers, providing trainings to promote culturally responsive service delivery, and launching program participant surveys to identify barriers and ensure equitable access.

Capacity building

The counties achieved most of their capacity building goals, with a few goals still in progress. Highlights include expanding capacity through investments in built infrastructure and cross-departmental programs, implementing and expanding strategies to promote healthcare system alignment, implementing frameworks and tools to support contract monitoring and performance improvement, and raising the standard per-household services funding rate for PSH.

Other goals based on local implementation plans

The counties completed almost all of their other goals, with achievements related to geographic equity, behavioral health integration, and research to improve the quality and effectiveness of shelter as a pathway to permanent housing.

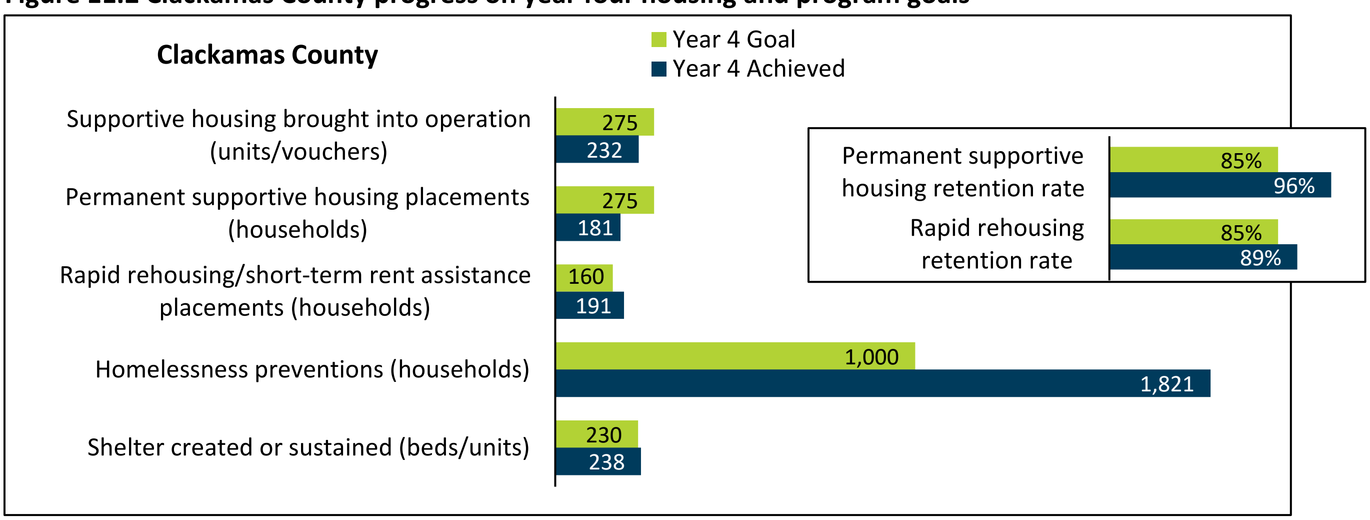
Clackamas County

Clackamas County fulfilled most of the regional housing metric goals in its year four work plan with the exception of its PSH placement and unit goals. It met all of its qualitative goals related to racial equity, capacity building and other local implementation plan priorities.

Housing and program goals

Clackamas County exceeded its goals for rapid rehousing placements, homelessness preventions, emergency/transitional shelter units and retention rates. It met 84% of its goal for supportive housing units brought into operation but only 66% of its goal for PSH placements because the county put an indefinite pause on issuing new regional long-term rent assistance vouchers in response to the revenue decline in Metro's fall 2024 SHS tax collection forecast.

Figure 11.2 Clackamas County progress on year four housing and program goals



Clackamas County also set a goal to engage 750 households through outreach. Regional data reporting for the annual report was based on engagement of people instead of households, and the county engaged 877 people.

Racial equity goals

Clackamas County advanced its goal to promote anti-racist and gender-affirming culture throughout the housing services system by providing trainings on fair housing, implicit/explicit bias and building an equity community. It achieved its goal to ensure culturally specific organizations compensate staff with a living and competitive wage, with average salaries for most positions reported to be higher at culturally specific organizations compared with non-culturally specific providers. It advanced its goal to establish an inclusive decision-making body by leveraging the county's Coordinated Housing Access Core Team to inform system improvements and by conducting recruitment for the Community Homelessness Advisory Board. It achieved its goal to launch program participant surveys to identify barriers and ensure equitable access by implementing two surveys with coordinated entry participants and individuals housed through the county's coordinated entry system.

Capacity building goals

<u>Lead agency/systems infrastructure</u>

The county achieved its goal to implement the Medicaid 1115 demonstration waiver by providing technical assistance and establishing waiver-specific services to facilitate implementation. It advanced its goal to improve access to housing for specific populations with complex health and other needs by piloting healthcare case conferencing with 93 individuals. It achieved its goal to build out compliance and quality improvement functions by implementing a standardized tool to guide service provider monitoring and technical support.

<u>Provider capacity</u>

Clackamas County achieved its goal to enhance coordinated service delivery through significant investments in built infrastructure projects and new programs such as medical respite, transitional recovery housing and a stabilization center. It advanced its goal to enhance provider capacity and ensure resources are allocated more efficiently by implementing a variety of strategic improvements to case management processes. It fulfilled its goal to collaborate with providers to promote Homeless Management Information System data quality improvements by providing additional training resources, hosting regular data quality meetings for shared learning and problem solving, and expanding HMIS technical support.

Other goals based on local implementation plan

The county achieved its goal to promote geographic equity by using state funding to provide long-term rent assistance, rapid rehousing and outreach programming in rural and historically underserved areas of the county outside of the Metro service area. The county also advanced its goal to enhance alignment with the behavioral and public health systems by investing $2.5 million in cross-system programs such as the community paramedic, behavioral health case managers and health-housing liaisons.

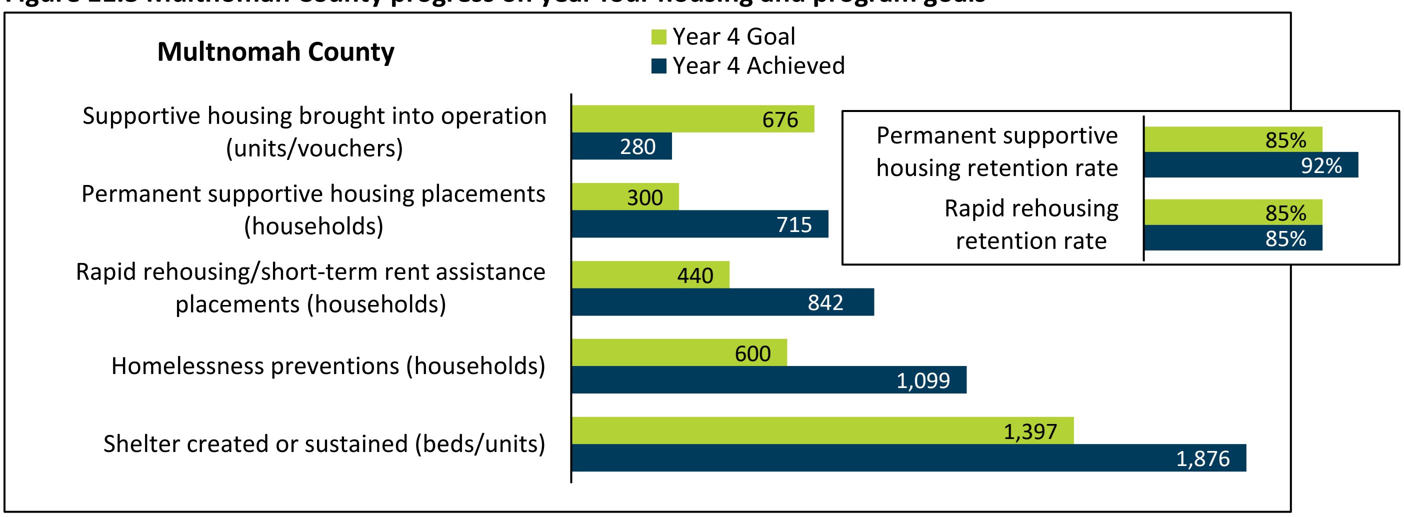
Multnomah County

Multnomah County exceeded its regional housing metric numerical goals except the goal for supportive housing brought into operation. It achieved almost all of its work plan goals related to racial equity, capacity building and other local implementation plan priorities and made significant progress on the others.

Housing and program goals

Multnomah County exceeded its goals for PSH and rapid rehousing placements, preventions, total shelter units created or sustained, and PSH retentions, and it met its goal for rapid rehousing retentions. It only achieved 41% of its goal for supportive housing units brought into operation due to construction delays for five site-based PSH projects and the decision to pause funding for 200 new units of PSH due to funding reductions. It exceeded its goal for the number of shelter units sustained but fell short of its goal for new shelter units due to several factors, including funding changes and intentional pivots to prioritize culturally responsive programming.

Figure 11.3 Multnomah County progress on year four housing and program goals



Multnomah County also set goals to:

- Place 135 households in other permanent housing programs, which it met with 138 placements
- Engage 1,420 people through street outreach, which it exceeded with 3,957 people (this figure is not de-duplicated so it may include some people more than once)
- Engage 300 people through resource navigation, which it exceeded with 488 people
- Engage 500 people in employment programs, which it exceeded with 686 people

Racial equity goals

The county fulfilled its goal to pilot capacity building grants for new and emerging culturally specific providers, wrapping up the reconciliation process for the first 10 providers to receive funding and launching the application process for the second round. Twenty-seven providers had the opportunity to apply for the second round of grants, and 14 submitted applications; grant awards will be distributed in late 2025. The county will also continue to work with providers to gather progress reports on how the funds increased their capacity to serve historically underserved populations.

Capacity building goals

Lead agency/systems infrastructure

Multnomah County achieved its goal to invest $35 million in cross-departmental programs to reduce homelessness, with investments in collaborative programs to embed mental health services into housing and public spaces, prevent evictions, and expand shelter capacity for emergency situations. The county also met its goal that 75% of the new programs would reach full implementation by the end of the fiscal year. The county achieved its goal to increase PSH services investments by raising the standard per-household services funding rate to $15,000-$17,5000 per year and received positive feedback from providers on the impact of the increase on program stability, staff retention and participants' ability to secure and maintain housing. The county did not fully meet its goal to add 250 additional shelter units[6] in the adult, family, youth and domestic violence systems (for reasons explained above) but made meaningful progress in several key areas.

Provider capacity

The county exceeded its goal of supporting 95% of providers to continue operating existing federal Continuum of Care-funded projects by using SHS funds to pay the Continuum of Care match requirement for 31 projects.

Other goals based on local implementation plan

The county made significant progress on its goal to complete the first year of the Pathways to Housing Project to improve the quality and effectiveness of shelter as a pathway to permanent housing. The two-year, multi-phased project is on track to be completed on time in February 2026, but a late start delayed the completion of the project's first phase.

Washington County

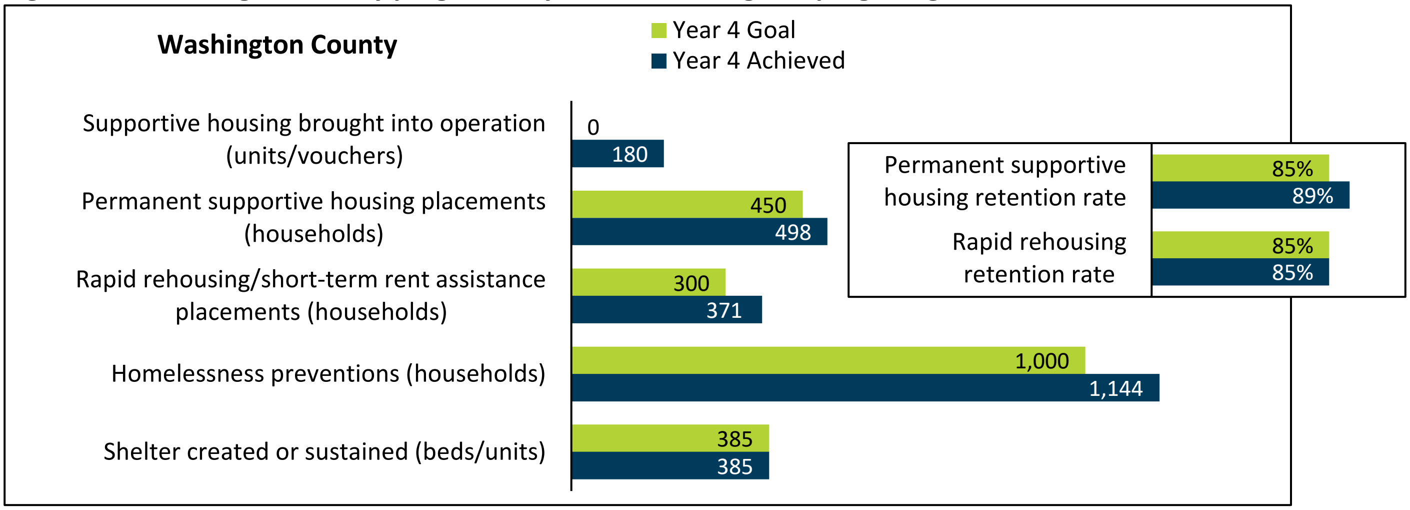
Washington County amended its work plan mid-year in response to Metro's reduced SHS revenue forecast, with approval from the SHS oversight committee. The county met or exceeded all of the regional housing metric goals in its amended work plan and achieved almost all of its goals related to racial equity and capacity building.

[6] While SHS funded 270 new shelter units in Multnomah County in year four, 160 are overnight shelter units funded through a pass-through to the City of Portland and are not connected to the 250-unit initiative that was in the county's work plan.

Housing and program goals

Washington County met or exceeded its goals for permanent supportive housing placements, rapid rehousing placements,[7] homelessness preventions, shelter units created or sustained and retention rates. The county did not plan to add any new supportive housing units in year four because the county had already reached its local implementation plan goal of 1,665 slots for supportive housing placements, but it ended up adding 180.

Figure 11.4 Washington County progress on year four housing and program goals



Washington County also set goals to:

- Graduate 100 households who no longer need ongoing housing case management services into regional long-term rent assistance only, which it partially achieved with 58 households
- Support 30 housing program participants with employment readiness, which it exceeded with 48 participants
- Sustain outreach system operations for 10 organizations to serve 280 individuals at any point in time; the county funded eight organizations that engaged 506 individuals over the fiscal year
- Fund 22 liaison positions embedded in housing, healthcare and other systems, which it achieved

Racial equity goals

The county advanced its goal to increase the cultural responsiveness of providers through training, with 100% of contracted providers participating in more than one focused skill enrichment training. The county made progress on its goal to increase

[7] Washington County's work plan listed two types of rapid rehousing placement goals: 200 households rehoused and 100 move-in ready households. For consistency with the other counties, these goals are combined in this chart.

access for non-English speakers, establishing an informal group to identify best and promising practices. The county achieved its goal to develop a regional equity lens tool through the formal adoption of a regional framework developed in collaboration with the other counties. To support implementation, the county provided training to staff and launched a pilot to embed facilitators within project teams to guide the use of the tool in decision making. The county achieved its goal to support culturally specific providers with capacity building, awarding capacity building funding to the six culturally specific organizations eligible for a third year of funding. The county did not achieve its goal to address disparities for Asian Americans seeking services; after leaders from Asian-serving nonprofits recommended deeper analysis, the county set aside funds for a Hatfield Fellow to support this objective.

Capacity building goals

Lead agency/systems infrastructure

Washington County achieved its goal to fund transitional supportive and/or recovery housing, funding more than 100 new units of transitional housing. It advanced its regional coordination goals in collaboration with Metro, the other counties and the tri-county planning body. The county made progress on its goal to enhance a comprehensive one governance approach by establishing a procurement subcommittee and expanding participation for the lived experience advisory committee; additional improvements are planned for year five. The county advanced its goal to elevate the needs of the community in budget planning and program development by implementing listening sessions and an online survey, strengthening advisory body engagement, and gathering feedback through the culturally specific organization cohort and other tables. The county achieved its goal to expand permanent shelter system capacity, opening two purpose-built permanent shelters in Tigard and Beaverton with a third slated to open in Hillsboro. The county advanced its goal to increase healthcare system alignment through various strategies including Medicaid 1115 waiver implementation, a medical respite program, purchasing a hotel to convert to transitional recovery housing, continuing the implementation of healthcare case conferencing, and receiving state funding to pilot housing liaisons in community-based behavioral health clinics.

Provider capacity

Washington County advanced its goal to help providers tell their stories to increase public awareness and understanding, holding two communication-focused trainings for frontline staff and executive directors. It fulfilled its goal to expand Locally Coordinated Command Centers' ability to utilize by-name lists and expand collaboration with housing providers through case conferencing. It also advanced its goal to support provider outcomes and increase collective accountability in achieving program outcomes by implementing a comprehensive monitoring framework, conducting annual performance evaluations, and using performance improvement plans for organizations needing additional support to improve outcomes.

CONSISTENCY WITH LOCAL IMPLEMENTATION PLANS

The counties' SHS investments and activities are guided by local implementation plans, or LIPs, that were developed with extensive community input and approved in 2021, prior to the launch of SHS funding. The LIPs reflect the counties' overarching values, goals and intentions for SHS implementation and serve as guiding documents for the counties' annual work plans. Over the upcoming year, Metro will coordinate with the counties on updates to their LIPs. Washington County's LIP update process is already underway. Clackamas and Multnomah counties will consider updates in alignment with the regional metrics that will be developed as part of the SHS governance reform process.

Each county's LIP includes commitments to advance racial equity, strengthen regional and cross-sector coordination, build partnerships with community-based organizations, align investments with the SHS measure's guidelines, and work toward regional outcome metrics. The other sections of the report assess counties' progress in these areas. This section focuses on the specific investment priorities and 10-year goals identified in each county's LIP.

Clackamas County

10-year goals

Clackamas County's LIP identified specific numerical goals for the first year of implementation. The county has subsequently identified the following 10-year goals based on the county's proportional contributions to the regional 10-year goals in the SHS work plan:

10-year goal	Progress to date (years one through four)
Place 1,065 households in permanent supportive housing	• Placed 1,111 households in permanent supportive housing, surpassing the county's 10-year goal.
Stabilize 2,130 households in permanent housing	• Stabilized 3,741 households through eviction prevention and rapid rehousing, surpassing the county's 10-year goal.

System-wide priorities

LIP priority	Year four progress
Build community-based organization capacity	• Contracted with 36 organizations to deliver SHS services, with contracts totaling $38.6m. • Allocated $1.0m per year for technical assistance to support service providers' capacity building, which has been utilized by four providers, two of which are culturally specific. • Provided multiple training opportunities on a variety of topics to support providers' staff development, share best practices, and ensure consistent practices are utilized throughout the housing services system.
Expand culturally specific services	• Expanded the county's contracts with culturally specific providers from one contract before SHS launched to six contracts in year four, with contract allocations of $5.3m.

	• Sustained two culturally specific outreach programs and two culturally specific shelters created with SHS funding, including shelters for Latina survivors of violence and Indigenous families.
Evaluate system and program strategies to inform priorities and ensure quality improvement	• Conducted an annual equity analysis of SHS-funded programs since SHS launched to evaluate systemic strengths and gaps and identify areas for improvement. • Conducted an annual staff demographics and pay equity survey for SHS-contracted providers since year two to inform strategies to strengthen workforce and wage equity. • Implemented a standardized tool to drive data-informed discussions during quarterly check-ins with contracted service providers and support comprehensive performance assessment.
Strengthen data collection and reporting	• Invested in the development of Project UNICORN, a new, centralized tool for data-informed decision making, quality assurance and accountability. • Collaborated with service providers to improve their data quality through step-by-step instructions and visual guides, regular meetings for shared learning and troubleshooting, and individualized technical assistance. • Added two full-time staff to expand HMIS technical support, including one who is bilingual/bicultural.
Enhance system navigation, outreach and coordinated entry to ensure equitable access	• Increased the coordinated access phone system's ability to answer live calls from approximately 60% to 85%. • Implemented Resource Navigation, a program that uses housing problem-solving strategies to work directly with individuals on the by-name list before they become chronically homeless. • Used SHS funding to support seven organizations to conduct street outreach (see details below).
Expand county implementation capacity	• Continued to add additional staff capacity in the first half of year four to support SHS program growth, including more than doubling the health and housing integration team, adding two new accountants to the finance team, and two new data analysts. • Improved the pace of invoice processing so that 86% of invoices were processed within 30 days of receipt by quarter four, compared to 52% in quarter one.

Housing-related priorities

LIP priority	Year four progress
Increase emergency shelter capacity with wrap around services to transition people to permanent housing	• Created or sustained 238 units of emergency and transitional shelter in year four with SHS funding (189 of which operate year-round), including a new transitional recovery village. • Served 1,006 households in SHS-funded shelters in year four. • Provided connections to services for households served in SHS-funded shelters to help them transition to housing.
Increase housing placement services including those designed to be culturally responsive	• Placed 1,111 households in permanent supportive housing since SHS funding began, including 181 households in year four. • Placed 406 households in rapid rehousing since SHS funding began, including 191 households in year four. • Provided training to support all providers to deliver culturally responsive services and implemented an equity tool to integrate

	equity considerations in the development of new programs and services.
Expand existing high performing programs including eviction prevention as funding allows	• Stabilized 3,335 households with SHS-funded eviction prevention services since SHS funding began, including 1,821 households in year four. • Incorporated SHS funding into eight Metro bond-funded housing developments, creating 239 permanent supportive housing units since SHS funding began.
Convert time-limited vouchers to long-term and short-term rental assistance	• Housed 1,024 households with regional long-term rent assistance since SHS funding began, including 212 households newly leased up in year four.

Supportive services-related priorities

LIP priority	Year four progress
Increase outreach and engagement using trauma informed care and other best practices that are culturally and linguistically responsive	• Supported seven organizations to conduct street outreach in year four, including two grassroots and two culturally specific outreach providers. • Engaged 877 people in year four through a combination of site-based, in-reach, pop-up events and mobile outreach methods.
Expand wraparound services to support housing stabilization, including behavioral health services, mental health services, addiction recovery and case management	• Contracted with 12 service providers to provide housing case management, with the capacity to serve 1,197 households. • Achieved housing retention rates of 96% for permanent supportive housing and 89% for rapid rehousing. • Worked with the county's Behavioral Health Division to develop a new behavioral health retention team to support housed individuals with complex behavioral health needs. • Piloted healthcare case conferencing, improving access to housing and healthcare for populations with complex health needs.
Expand behavioral health services integrated with homelessness and housing services, particularly community-based health connectors and peer supports	• Used SHS funding to support three behavioral health case managers to assist individuals experiencing homelessness or housing instability who require higher levels of behavioral and mental health support. • Launched a community paramedic to enhance low-barrier access to healthcare for individuals experiencing homelessness, including facilitating connections to substance use disorder treatment. • Opened Clackamas Village, a transitional housing village with onsite recovery-oriented services.

Multnomah County

10-year goals

10-year goal	Progress to date (years one through four)
Create 2,235 supportive housing units	• Created 1,541 SHS-funded permanent supportive housing units, representing 69% of the county's 10-year goal.
Increase the number of eligible households who exit homelessness for permanent housing by at least 2,500	• Placed 1,613 households in permanent housing with support from SHS-funded programs in year four.

households per year once SHS is fully implemented	
Increase the number of people experiencing behavioral health challenges who move into appropriately supported housing	• Built partnerships and invested SHS resources in multiple programs to connect people with behavioral health challenges with supported housing (see "behavioral health services" section below for examples).
Reduce the number of people who become homeless by increasing preventions by at least 1,000 households per year once SHS is fully implemented	• Provided 1,099 households with SHS-funded homelessness prevention services in year four.
Reduce the number of people who return to the homeless services system within two years after entering permanent housing	• Achieved a 3% rate of returns to homelessness for people served by SHS-funded permanent supportive housing and a 6% rate for rapid rehousing.
Eliminate disparities in access and outcomes for communities of color participating in homeless and housing services	• Housed people of color in SHS-funded programs at higher rates than their representation in the overall homeless population. • Contributed to a reduction in chronic homelessness for people identifying as Black, Latine and Indigenous over the past two years.

System-wide priorities

LIP priority	Year four progress
Build community-based organization capacity	• Contracted with 68 organizations to deliver SHS-funded services, with contracts totaling $204.1m. • Distributed flexible system development grants and individualized technical assistance to 10 newly qualified and newly contracted culturally specific organizations. • Organized and facilitated 24 trainings for about 550 staff from provider organizations. • Used SHS funding to expand Assertive Engagement trainings, with 400 people becoming certified in year four. • Rebased longtime shelter service contracts to increase funding levels, sustain programming and improve staffing ratios.
Ongoing evaluation to ensure quality improvement	• Conducted an annual equity analysis of SHS-funded programs since SHS launched to evaluate progress in reducing disparities and identify areas for improvement. • Conducted an annual staff demographics and pay equity survey for SHS-contracted providers since year two to inform strategies to strengthen workforce and wage equity. • Implemented a performance improvement project in collaboration with an equity metrics committee to better understand how providers are serving priority populations and reducing disparities.
Strengthen data systems, collection and reporting	• Launched a new data dashboard based on the county's by-name list, providing monthly snapshots of who is experiencing homelessness and what services they are accessing. • Implemented a quality improvement pilot to enhance the precision of SHS reporting by automating data extraction, increasing reporting accuracy, and reducing manual data processing.

	• Introduced a new HMIS data mart that helps to extract and report data more efficiently, improving the speed and ease of doing data analysis with HMIS.
Improve navigation, outreach and coordinated entry to ensure equitable access	• Launched a newly updated coordinated access tool that is more trauma-informed than the previous tool and includes a problem-solving process to support households that are not prioritized for services to find solutions to their housing crisis. • Used SHS funding to support 26 organizations to operate 31 outreach programs, 15 focused on street outreach and 16 focused on in-reach in day centers and drop-in sites. • Engaged 488 people through SHS-funded resource navigation services.
Expand county program implementation capacity	• Increased the Homeless Services Department's staff capacity by roughly 30 positions, including additions to the evaluation, business services and program teams, and expanding the SHS team from four to six positions. • Hired a program compliance project manager to lead quality improvement projects to strengthen contracting and program development practices. • Executed 88% of SHS-funded provider contracts by day one of the fiscal year, facilitating timely payments to contracted providers. • Improved invoicing and payment turnaround times, processing invoices in an average of 9.7 business days in the second half of the fiscal year.

Housing-related priorities

LIP priority	Year four progress
Supportive housing in bond-funded projects and for specific communities	• Created 1,541 SHS-funded permanent supportive housing opportunities in the first four years of implementation, including 244 in year four. • Used SHS funding to support the addition of 169 permanent supportive housing units in five Metro bond-funded projects since SHS funding began. • Implemented SHS-funded supportive housing programs focused on specific communities such as people with disabilities, people who are justice-involved and people with behavioral health challenges.
Regional long-term rent assistance	• Housed 1,296 households with regional long-term rent assistance since SHS funding began, including 324 households newly leased up in year four.
Flexible short- and medium-term rental assistance	• Placed 2,546 households in rapid rehousing since SHS funding began, including 842 households in year four.
Eviction prevention	• Stabilized 12,656 households with SHS-funded eviction prevention services in the first four years of implementation, including 1,099 households in year four.
Street and shelter services	• Created or sustained 1,876 emergency shelter units in year four with SHS funding ,including 270 new shelter units, 160 of which were in partnership with the City of Portland. • Served 3,343 households in SHS-funded shelters in year four.

	• Engaged 8,437[8] people through SHS-funded street outreach and in-reach in year four. • Opened two new day centers with support from SHS funding, including one that offers culturally specific services to members of the LGBTQIA2S+ community.

Supportive services-related priorities

LIP priority	Year four progress
Behavioral health services	• Invested $35 million in SHS funding to address the complex health and behavioral health factors that contribute to homelessness through 13 cross-departmental programs. • Partnered with Multnomah County Library to launch a peer support specialist program to work alongside mental health clinicians to provide resource referrals for library patrons experiencing homelessness. • Launched a cross-sector case conferencing pilot to support system navigation and care coordination for people experiencing homelessness with unmet physical and behavioral health needs. • Supported a partnership between the Behavioral Health Resource Center and Portland Community Justice Partnership Program to transport individuals to detox and treatment centers.
Education, training, employment and benefits	• Engaged 686 people in employment services to increase their workforce readiness skills through SHS-funded employment programs.
Housing placement and retention case management	• Achieved housing retention rates of 92% for permanent supportive housing and 85% for rapid rehousing. • Used SHS funds to contract with 43 organizations to provide ongoing housing retention and support services in year four.
Legal assistance	• Used SHS funds to support the Youth and Family Services Courtroom Support program, which worked with the Commons Law Center to provide legal representation to prevent evictions.
Childcare and other supports for families with children	• Allocated regional long-term rent assistance vouchers to support 120 households in the Multnomah Stability Initiative, which connects families with children to flexible resources and services to support their needs.

Washington County

10-year goals

10-year goal	Progress to date (years one through four)
Create 1,667 supportive housing placements	• Created 1,784 SHS-funded permanent supportive housing units/vouchers, surpassing the county's 10-year goal.
Stabilize 3,330 households in permanent housing[9]	• Stabilized 3,962 households through eviction prevention and rapid rehousing, surpassing the county's 10-year goal.

[8] Multnomah County was not able to de-duplicate providers' outreach engagement data, which means the same person could be counted more than once.
[9] This goal is not in the county's LIP but was added subsequently.

Achieve sustained operations for 250 year-round shelter beds	• Created or sustained 385 year-round shelter units, exceeding the county's 10-year goal.
Build and support a network for culturally specific services and culturally responsive programs	• Contracted with 21 culturally responsive service providers in year four, including seven culturally specific organizations. • Convened a culturally specific organization cohort to facilitate process improvements and support effective service delivery to populations with varied backgrounds. • Provided training and capacity building support to contracted providers (see "support community-based organization capacity" section below for examples).
Demonstrate housing placement and stability outcomes that advance racial equity and functionally end chronic homelessness	• Placed and stabilized people of color at higher or equal levels compared to their representation in the county's population in poverty in almost all SHS-funded program types. • Made progress toward achieving functional zero for chronically homeless families and transitional aged youth, with a 65% reduction in the number of households in these groups over the course of year four.

System-wide priorities

LIP priority	Year four progress
Expand culturally specific services	• Expanded the county's contracts with culturally specific providers from one contract before SHS launched to seven contracts in year four, with contract allocations of $17.5m. • Awarded technical assistance and capacity building funding to all six of the culturally specific partner agencies that applied for the funding by the end of year four.
Support community-based organization capacity	• Contracted with a total of 25 organizations to deliver SHS services, with contracts totaling $57.1m. • Provided capacity building grants to 19 contracted providers to improve business services, program development, human resources, policy and procedures, and strategic planning. • Offered trainings related to technical compliance, skills enrichment, and access and opportunity to contracted providers. • Released and refined program manuals for all service types, providing consistent program standards guided by best practices. • Improved invoicing tools and processes, allowing the county to process payments to partners more rapidly and efficiently. • Developed a monitoring program for all SHS-funded programs and implemented performance improvement plans for six organizations needing additional support to improve performance.

Housing-related priorities

LIP priority	Year four progress
Winter and year-round shelter operations	• Created or sustained 385 units of year-round emergency shelter in year four with SHS funding, including opening two purpose-built permanent shelters in Tigard and Beaverton. • Served 1,316 households in SHS-funded shelters in year four. • Funded 13 shelter liaison positions that support housing planning for shelter participants.

Housing barrier costs and short-term rent assistance	• Placed 842 households in rapid rehousing since SHS funding began, including 371 households in year four. • Stabilized 3,143 households with SHS-funded eviction prevention services since SHS funding began, including 1,144 in year four. • Served 59 households through a move-in support program that addresses hurdles like security deposits and moving fees for households able to meet monthly rent costs on their own.
Regional long-term rent assistance	• Housed 1,839 households with regional long-term rent assistance since SHS implementation began, including 490 households newly leased up in year four. • Used SHS funding to create 77 units of permanent supportive housing in three Metro bond-funded projects since SHS implementation began.
System capacity	• Increased the county's supportive housing capacity by 1,784 SHS-funded units since SHS implementation began. • Increased the county's shelter system capacity by 385 year-round SHS-funded units since SHS implementation began.

Supportive services-related priorities

LIP priority	Year four progress
Outreach and navigation services	• Contracted with eight organizations to provide geographically designated and population-specific outreach that engaged 506 people in year four. • Implemented a new coordinated entry policy which allows agencies to become access points without being contracted to provide other homeless services, expanding the ability to reach participants who may not access services through other avenues. • Completed construction on the first SHS-funded access center, with plans for three more access centers underway.
Behavioral health services	• Used SHS funding to connect behavioral health services participants with housing resources through housing liaisons embedded in behavioral health programs, and received state funding to pilot additional liaisons in community-based behavioral health clinics. • Purchased a hotel to convert to transitional recovery housing that will provide temporary housing and recovery supports to 75-85 individuals who are experiencing homelessness and have a substance use disorder. • Continued to implement healthcare case conferencing in partnership with multiple health systems to connect participants experiencing homelessness with health and behavioral health services.
Supportive services	• Contracted with 19 organizations to provide housing case management services, with the capacity to serve 1,710 households. • Achieved a housing retention rate of 89% for permanent supportive housing and 85% for rapid rehousing. • Offered training, paid work experiences and career coaching to 80 participants in SHS-funded programs through the Workforce Development program.

FINANCIAL REVIEW

County SHS spending in year four totaled $424.9 million. This represents a 44% increase in spending compared to the previous year despite a 3% reduction in tax collections. In contrast to the challenges with underspending during the initial years of SHS implementation, counties spent all of the tax revenue collected in year four and continued to spend down revenue carried over from previous fiscal years.

This section provides an overview of tax collections, county revenue and spending in year four. A comprehensive financial report is available in Exhibit F.

Tax collections

Metro tax collections for year four totaled $325.0 million. The original budget was significantly higher at $374.5 million. In fall 2024, Metro provided an updated forecast with a more conservative revenue estimate of $323.1 million based on a slowing local economy and weaker revenue growth in fiscal year 2023-24. The actual collections for year four were 0.6% higher than the fall 2024 forecast but $49.5 million below Metro's original budget.

Figure 13.1 Fiscal year 2024-25 tax revenue projections and collections

Original budget	$374.5 million
Fall 2024 forecast	$323.1 million
Actual collections	$325.0 million

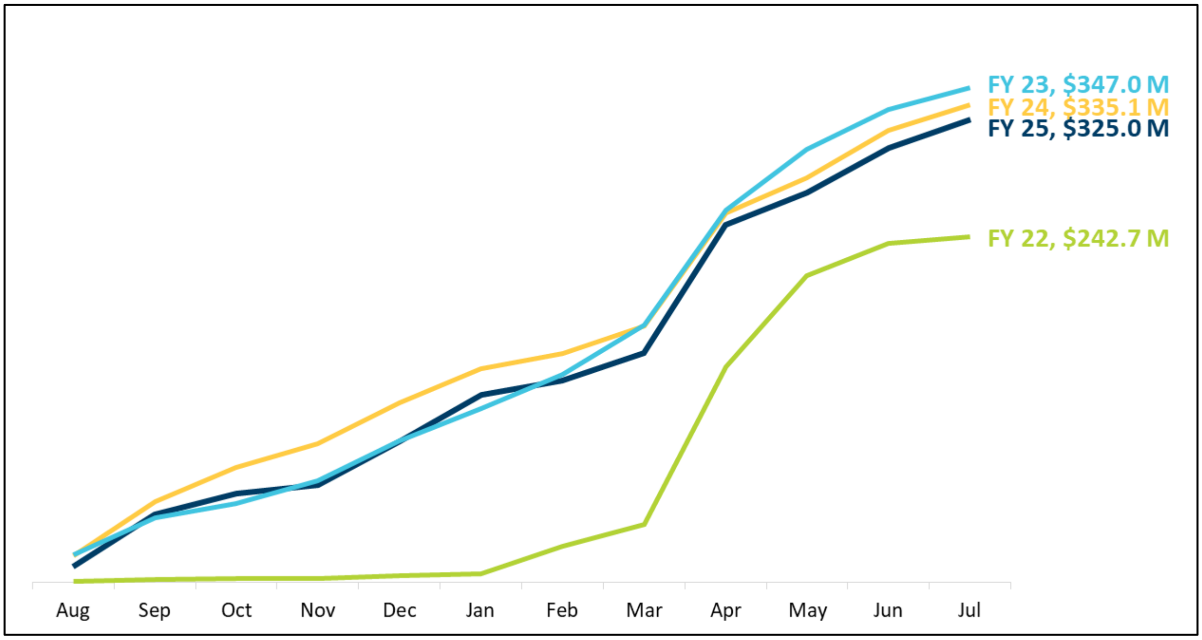
Metro's fall 2025 revenue forecast shows flat to slow revenue growth over the next few years. Tax collections are expected to be slightly higher in year five than in year four but then decline slightly over the following two years. Given rising costs, growth in revenue is required in order to maintain existing service levels. The leveling off of SHS collections will put increasing pressure on county budgets at the same time that local, state and federal funding sources for homeless services are facing steep cuts.

SHS revenue trends

Year four SHS tax collections ($325.0 million) were about $10 million lower than in year three ($335.1 million) and about $22 million lower than the peak in year two ($347.0 million). This reflects the stagnancy of the local economy despite improvements in national conditions.

The structure of the SHS tax makes it inherently volatile and subject to fluctuations. Annual revenue collections are directly influenced by local economic conditions as well as other factors like stock market gains, business and real estate sales, and tax policy shifts. These factors affect the available funding from year to year.

Figure 13.2 Cumulative revenue collections from August 2021 through July 2025

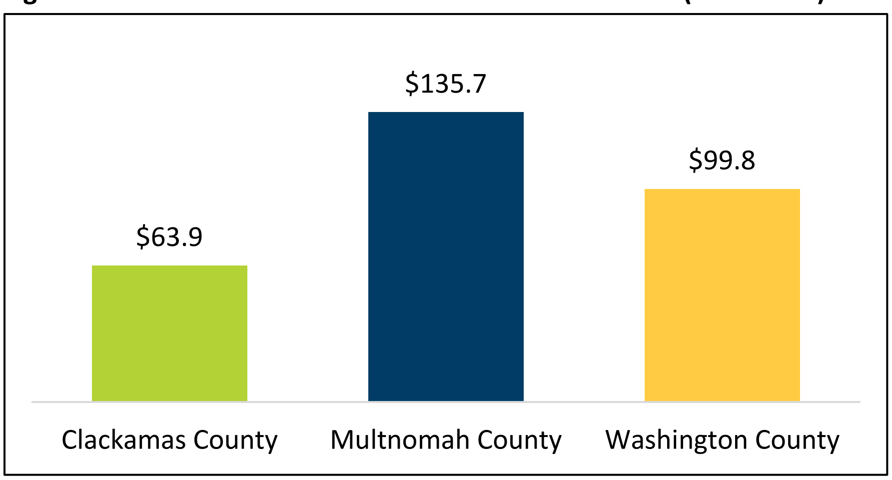


Additional data on SHS tax collections is available in Metro's [interactive online dashboard](#).

Tax disbursements

The counties' share of year four tax revenue totaled $299.3 million. In accordance with the SHS fund's distribution formula, 21 ⅓ percent was disbursed to Clackamas County, 45 ⅓ percent to Multnomah County and 33 ⅓ percent to Washington County.

Figure 13.3 Year four tax revenue disbursed to counties (in millions)



County resources and spending

Counties' total resources for year four included the $299.3 million in tax revenue, $362.0 million in prior year carryover and $25.6 million in other revenue such as interest earnings.

Figure 13.4 Year four tax revenue and prior year carryover (in millions)

	Clackamas County	Multnomah County	Washington County	Regional total
Prior year carryover	$107.8	$128.0	$126.1	$362.0
SHS tax revenue	$63.9	$135.7	$99.8	$299.3
Other revenue	$3.9	$18.1[10]	$3.6	$25.6
Total resources	$175.6	$281.9	$229.6	$687.0

Carryover funding is tax revenue collected in one fiscal year that is not fully spent in that fiscal year and is consequently carried over to the next fiscal year. Some carryover results from the timing of revenue flow. A disproportionate percentage of each fiscal year's SHS revenue is collected in April and disbursed to counties in May, making it difficult to spend before the fiscal year ends in June. Counties use that carryover to cover costs during the first two quarters of the next fiscal year when revenue collections are lower. Carryover also results from higher than expected revenue or lower than expected spending. Counties accumulated significant carryover in the first two years of SHS implementation when revenue exceeded expectations and counties were struggling to rapidly ramp up new programs. Counties began spending the accumulated carryover in year three but still had significant carryover remaining in year four.

Counties' total spending in year four represented 142% of tax revenue and 62% of total resources. These percentages varied widely by county, with Clackamas County spending 42% of total resources and Multnomah County spending 78%.

Figure 13.5 County spending in year four compared with revenue and total resources (in millions)

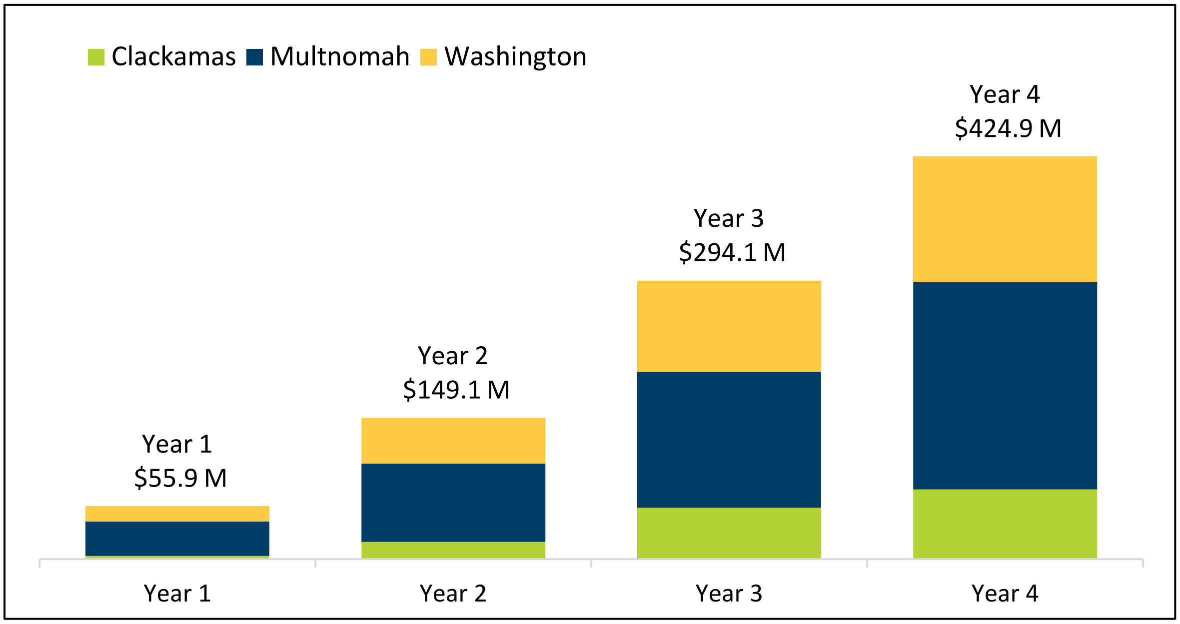
	Clackamas County	Multnomah County	Washington County	Regional total
Program costs	$73.5	$218.9	$132.5	$424.9
Ending balance (incl. reserves)	$102.0	$63.0	$97.1	$262.1
% of FY24-25 tax revenue spent	115%	161%	133%	142%
% of total SHS resources spent	42%	78%	58%	62%

Trends in SHS spending

SHS spending by the counties in year four totaled $424.9 million, which was a 44% increase in spending compared to year three and a 185% increase in spending compared to year two.

[10] Multnomah County's "other revenue" includes $15 million in one-time funds from Metro's SHS administrative budget that was allocated for emergency shelter in Portland.

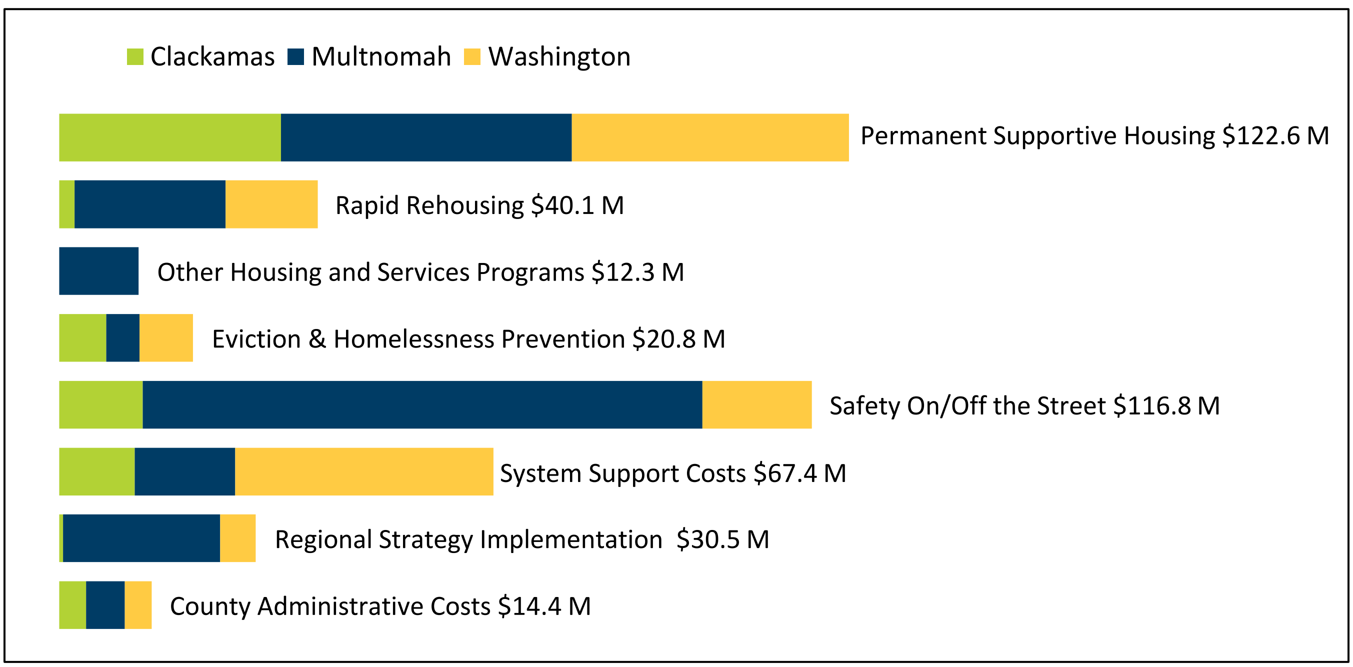
Figure 13.6 SHS program expenditures by county years 1-4 (in millions)



Year four spending by program category

The largest program spending category in year four was permanent supportive housing, closely followed by safety on/off the street, a category that includes shelters and outreach. The third largest category was system support costs, which includes systems infrastructure (such as service provider capacity building), built infrastructure and other supportive services.

Figure 13.7 Year four SHS program expenditures by program category (in millions)



Contingencies and reserves

In addition to program costs, counties allocate SHS resources to contingency and reserve accounts. A minimum of 10% of budgeted program funds in a given fiscal year is required to be dedicated to a stabilization reserve in the event that revenue falls below budgeted estimates, and Metro recommends dedicating 15%. Counties are required to allocate a minimum of 5% of annual program funds to the regional investment fund, some of which has been allocated into reserves pending the development of the tri-county planning body's regional implementation strategies. Counties may also allocate up to 5% of budgeted program funds to a contingency account to use in emergency situations or for unplanned program expenditures necessary for SHS service delivery. Counties may also allocate resources to other programmatic reserves.

In year four, Clackamas County allocated 5% of budgeted program funds to a contingency reserve and 20% to a stabilization reserve. Multnomah County allocated 4% of budgeted program funds to a contingency reserve and zero to a stabilization reserve. The county's original proposed budget had 10% allocated to a stabilization reserve and 5% allocated to a contingency reserve, but due to the fall 2024 revised forecast plus other budget cuts, the county leveraged the majority of its SHS reserves to prevent impacts to services. Washington County allocated 5% of budgeted program funds to a contingency reserve and 17.5% to a stabilization reserve. The county also allocated $45.8 million to other programmatic reserves, including funding for assigned and committed multi-year built infrastructure projects. Funds set aside for the regional investment fund were committed at the discretion of the tri-county planning body and are expected to be spent down further in upcoming fiscal years following the completion of the TCPB's Regional Plan in December 2025.

County administrative costs

Administrative costs, also referred to as indirect costs, are organizational expenses that are not included in the direct costs for delivering services but are essential for supporting the delivery of the services. They include things like administrative salaries, fiscal management, data systems, insurance costs, office supplies and other organizational infrastructure.

Metro recommends that each county's administrative costs do not exceed 5% of SHS program revenue. This does not include the administrative costs of service providers or regional long-term rent assistance, which are tracked separately. In year four, Clackamas County's administrative costs were 7% of SHS program revenue. The other counties' administrative costs were below the recommended limit, and the regional total was 5%.

Figure 13.8 County administrative costs as a percentage of SHS program revenue

	Clackamas County	Multnomah County	Washington County	Regional total
% of SHS program revenue spent on admin costs	7%	4%	4%	5%

In addition to tracking the administrative cost caps and recommendations based on revenue, Metro also tracks administrative costs as a percentage of expenses. In year four, counties' administrative costs ranged from 3% to 6% of SHS expenditures, and the regional total was 5%.

Figure 13.9 County administrative costs as a percentage of SHS expenditures

	Clackamas County	Multnomah County	Washington County	Regional total
% of SHS expenditures spent on admin costs	6%	3%	3%	5%

Regional long-term rent assistance, or RLRA, is administered by the housing authority of each county, separate from SHS. Metro recommends that administrative costs for RLRA not exceed 10% of annual RLRA expenses, and all counties were below this recommended limit.

Figure 13.10 Administrative costs for regional long-term rent assistance

	Clackamas County	Multnomah County	Washington County	Regional total
% of RLRA program costs that were for admin	6%	4%	1%	4%

Provider administrative costs

The SHS work plan did not establish guidelines for provider administrative costs but charged the SHS oversight committee with monitoring the administrative rates for contracted providers and recommending the adoption of guidelines if needed.

Seventy percent of the counties' contracts with providers for SHS-funded services in year four used the county "de minimis" administrative rate, which is a standardized rate that is based on a federally established rate. For fiscal year 2024-25, this rate was 15%.[11] All other providers used county- or federally-approved "negotiated indirect cost agreement" rates, which are rates that reflect an organization's actual indirect costs established through a detailed cost allocation plan. (Providers that do not charge administrative rates for their services are excluded from this analysis.)

[11] Clackamas County permits any request up to 15% as the de minimis rate and allows providers to use a lower rate, such as 10% if they would prefer to allocate additional funding to direct service delivery.

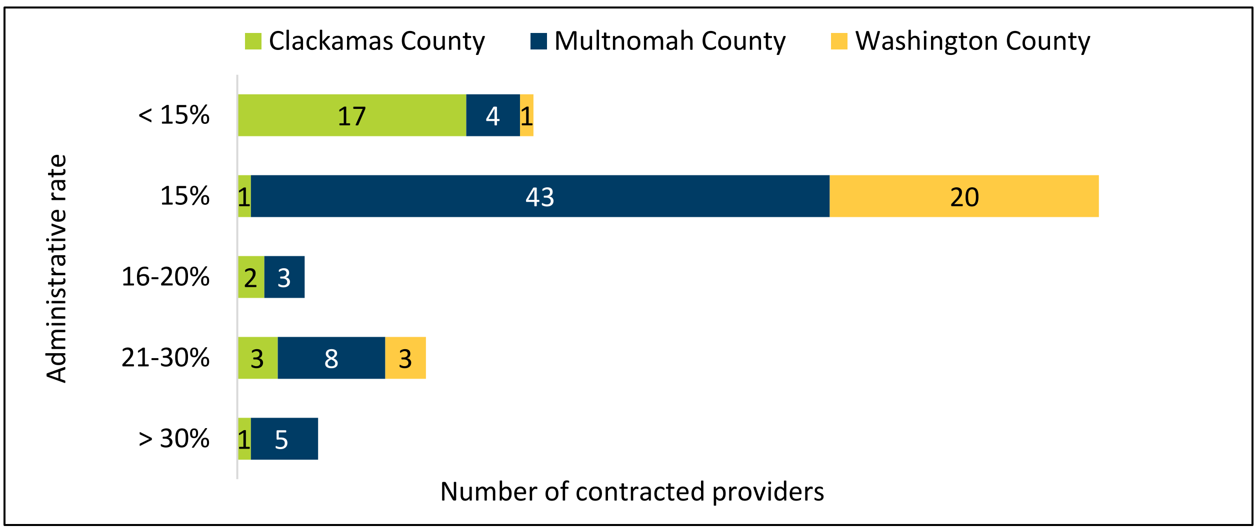
Figure 13.11 Types of administrative rates for contracted providers

	Clackamas County	Multnomah County	Washington County	Regional Total
Providers using the de minimis rate	63%	68%	83%	70%
Providers using negotiated indirect cost agreement rates	38%	32%	17%	30%

Figure 13.12 shows the distribution of providers' administrative rates by amount. The vast majority of contracted providers (78%) had administrative rates that were 15% or below. The administrative rates above this amount are primarily based on federally negotiated indirect cost agreement rates. Four providers in Multnomah County negotiated for a county-approved rate; these rates are reviewed and approved by the county's central fiscal compliance team.

Adequate funding for administrative costs is essential to support healthy and sustainable organizational infrastructure. Factors influencing administrative costs include organization size, the types of services provided, and the insurance and facility costs associated with those services. Some organizations with high administrative rates are using federally negotiated indirect rates that only apply to one portion of the program budget, such as personnel, making it difficult to compare those rates with those that are applied to the entire budget.

Figure 13.12 Administrative rates for contracted providers by rate amount



Population A and B

The SHS fund serves two primary populations: Population A – defined as people who have experienced literal homelessness for extended periods of time, have a disability and little to no income, and Population B – defined as people who are experiencing or have a substantial risk of experiencing homelessness.

As defined by the SHS measure, 75% of SHS investments over the life of the fund are expected to be dedicated to meeting the housing and service needs of Population A, while 25% of the investments may be dedicated to housing and services that address the needs of Population B.

In year four, Metro and the counties worked collaboratively to address previous discrepancies in Population A and B reporting and develop an updated financial reporting methodology for spending by Populations A and B. This resulted in regionally consistent data submitted by counties in their year four annual reports.

Counties' financial reports show expenditures for Population A were below the 75% threshold in year four. The ratio may shift over the upcoming years as ongoing costs for Population A households placed in permanent supportive housing are expected to become an increasingly larger portion of total spending.

Figure 13.13 Year four spending by Population A and B

	Clackamas County		Multnomah County		Washington County	
	Pop A	Pop B	Pop A	Pop B	Pop A	Pop B
Permanent supportive housing	79%	21%	84%	16%	79%	21%
Rapid rehousing	26%	74%	54%	46%	46%	54%
Other housing and services	N/A	N/A	46%	54%	N/A	N/A
Homelessness prevention	9%	91%	16%	84%	7%	93%
Safety on/off the street	64%	36%	72%	28%	61%	39%
Other system support costs[12]	79%	21%	-	-	54%	46%
Total spending	**65%**	**35%**	**69%**	**31%**	**62%**	**38%**

Leverage

The services funded by the SHS tax are just one component of the region's broader homeless services system. In fiscal year 2024-25, an additional $191.2 million in local, state and federal funding supported the three counties' homeless services systems. Regionally, SHS funding represented 74% of fiscal year 2024-25 funding for homeless services. In Multnomah County it represented 66%, in Clackamas County it represented 83% and in Washington County it represented 87%.

[12] Multnomah County reported "Other system support costs" as part of the Overall System Support Costs and Administrative Costs, which are calculated based on the total spending percentages for the program costs listed in this table.

Figure 13.14 Fiscal year 2024-25 funding for homeless services (in millions)

	Clackamas County	Multnomah County	Washington County	Regional total
SHS funding	$175.6	$268.4	$99.8	$543.8
Other funding	$36.7	$139.8	$14.7	$191.2
Total funding	$212.2	$408.3	$114.4	$734.9
% represented by SHS	83%	66%	87%	74%

Counties' non-SHS resources in fiscal year 2024-25 came from a range of local, state, federal and private funding sources. Some of the sources are common across all three counties while others are unique to a specific county. Examples include:

- Federal funding: Department of Housing and Urban Development Continuum of Care, American Rescue Plan Act, Emergency Solutions Grants
- State funding: Oregon Housing and Community Services grants, State Homeless Assistance Program, Senate Bills 5511 and 1530, House Bills 5019 and 5202
- Local funding: County General Funds, City of Portland General Fund, Multnomah County Video Lottery Fund, Washington County Local Option Levy
- Other funding: Health system funded grants

These non-SHS funding sources support a wide range of programs including housing placement and retention, permanent supportive housing, rapid rehousing, rent assistance, transitional housing, shelter, outreach, supportive services, eviction prevention, safety services, health and housing system integration, and system access and navigation.

Funding from these other sources expands the impact of SHS funding. For example, federal Continuum of Care funding supports the counties' Homeless Management Information Systems and coordinated entry systems. These systems are essential to the effective administration of SHS-funded housing and services.

Counties also leverage SHS funding to expand the impact of these other funding sources. For example, the influx of SHS funding in Clackamas County has made it possible to shift state and county resources to fund new services in historically underserved rural areas outside of Metro's boundary.

Non-displacement of funds

Metro's agreements with the three counties require that SHS funds do not displace existing county-provided general funds for supportive housing services. Counties' fiscal year 2024-25 financial reports showed no displacement of funds.

Counties' year four budgets and expenditures

Counties budget SHS resources based on a strategic assessment of program capacity and year-over-year costs for each new program, built infrastructure investment or housing placement. As a result, annual budgets and expenditures do not necessarily utilize all available SHS resources in a given year. This is necessary to ensure there is sufficient funding to fulfill multi-year program and built infrastructure commitments and support long-term housing stability for households placed in permanent housing.

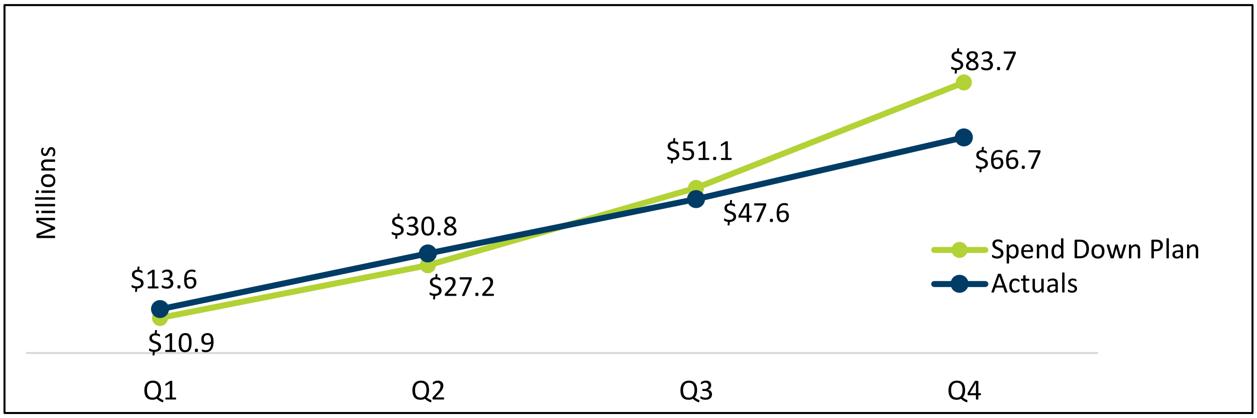
Clackamas County

Clackamas County budgeted a total of $152.1 million in fiscal year 2024-25. The county spent $73.5 million, which was 49% of its program budget. This was largely due to budgeting full estimated costs for multi-year commitments such as built infrastructure projects. The county's spending was also lower than projected because it suspended all new and expanded programming following the reduced fall 2024 revenue forecast. The county had an ending balance of $102.0 million at the end of year four, including reserves.

The county used carryover funds in year four to build new infrastructure and support innovative pilot programs. Carryover funds supported nearly two dozen programs and projects, including Clackamas Village, a new 24-unit transitional housing facility, and a series of pilot programs in partnership with cities throughout the county to support local, innovative approaches to addressing housing insecurity and homelessness. Since the reduced forecast was published, the county has dedicated a portion of existing carryover funds to temporarily sustain existing programs so they can be slowly and carefully ramped down over a few fiscal years.

Figure 13.15 shows the county's planned program expenditures versus actuals for year four. The spend-down plan is based on the percentage of funding the county planned to spend each quarter on program costs. This does not include spending on built infrastructure, contingency or reserves. The county's spending was in alignment with its quarterly spend-down projections until the third quarter and then dipped in response to the freeze in new and expanded programming after the fall 2024 revenue forecast.

Figure 13.15 Clackamas County SHS program costs year four spend-down plan versus actuals



Figures are cumulative and exclude built infrastructure.

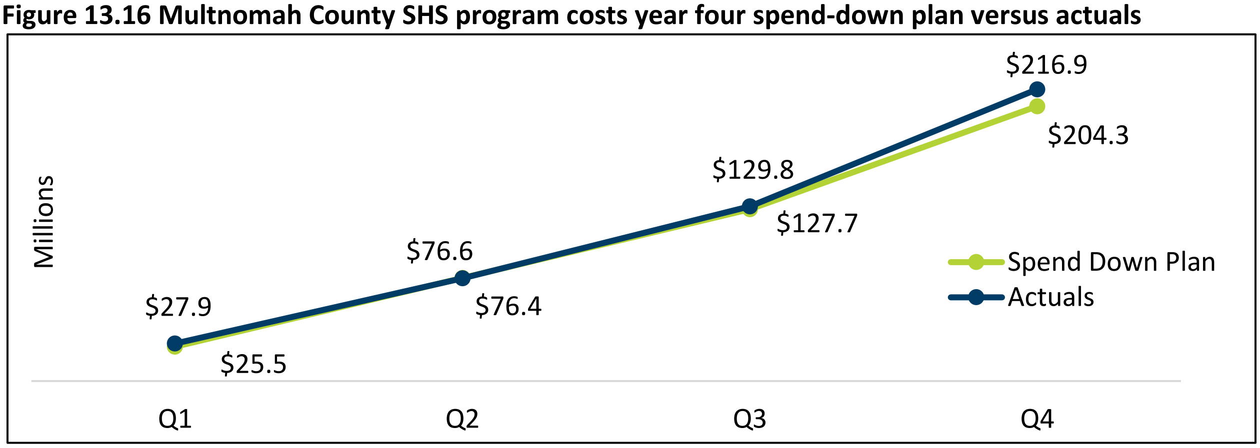
Multnomah County

Multnomah County budgeted a total of $268.4 million in fiscal year 2024-25. The county spent $218.9 million, which represented 82% of its program budget. In response to the reduced fall 2024 forecast, the county leveraged the majority of its SHS reserves and contingency funds to prevent impacts to services and participants. These funds are expected to take three years to replenish. The county had an ending balance of $128.0 million in resources by the end of year four, including reserves.

The county used carryover funding from previous fiscal years for a range of services such as emergency and alternative shelter, rapid rehousing, outreach, homelessness prevention and housing with services. Carryover funding also supported investments in shelter rebasing, a public data dashboard and organizational health grants. All carryover funding available at the close of year four has now been committed.

Figure 13.16 shows the county's planned program expenditures versus actuals for year four. The spend-down plan is based on the percentage of funding the county planned to spend each quarter on program costs. This does not include spending on built infrastructure, contingency or reserves. The county's spending closely followed its spend down plan with a slight increase in spending in the fourth quarter over the plan.

Figure 13.16 Multnomah County SHS program costs year four spend-down plan versus actuals



Figures are cumulative and exclude built infrastructure.

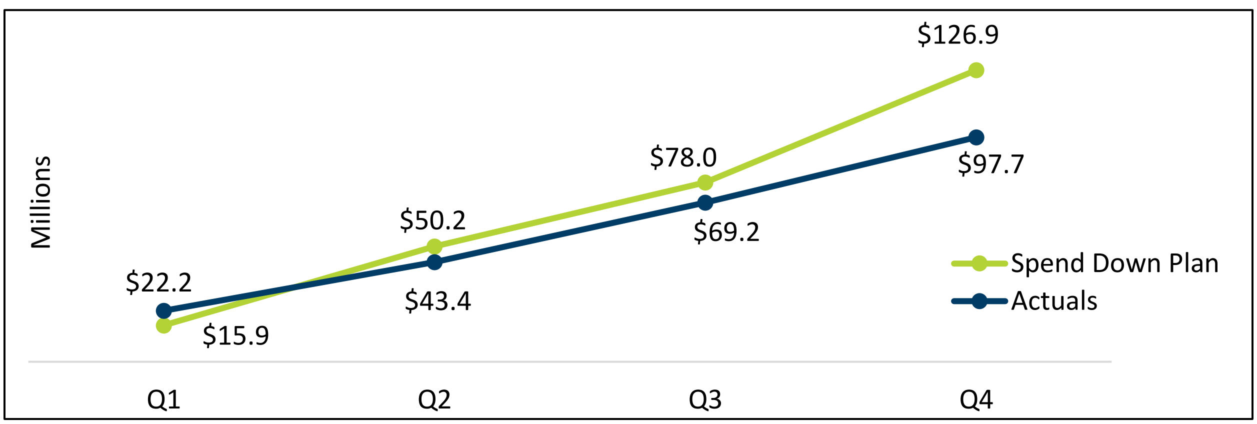
Washington County

Washington County budgeted $146.9 million for fiscal year 2024-25. The county made program reductions in response to the fall 2024 revenue forecast, with year-end actuals in those program areas lower than initially budgeted. The county spent $132.5 million, representing 90% of its original budget. The county had an ending balance of $97.1 million in resources, including reserves.

In year four, Washington County invested carryover funds from the previous program years in built infrastructure capital projects including access centers, shelters and transitional housing, as well as eviction prevention. The county's spending on one-time capital investments represented a larger portion of total expenditures than anticipated. This is a temporary pattern that will shift as the county spends down one-time resources. The county did not spend all of the carryover funds available in year four, reserving a balance for assigned and committed capital project costs and for costs related to scaling down programs in year five to ensure successful program transitions.

Figure 13.17 shows the county's planned program expenditures versus actuals for year four. The spend-down plan is based on the percentage of funding the county planned to spend each quarter on program costs. This does not include spending on built infrastructure, contingency or reserves. Washington County's program expenditures fell below its original spend-down plan due to program reductions made after the fall 2024 forecast was released late in the second quarter.

Figure 13.17 Washington County SHS program costs year four spend-down plan versus actuals



Figures are cumulative and exclude built infrastructure.

LOOKING AHEAD

In spring 2026, Metro will launch a new Regional Policy and Oversight Committee as part of a package of SHS governance reforms approved by Metro Council in December 2025. Metro staff will work to ensure that the current oversight committee's recommendations for the next steps in SHS governance, as summarized in the transmittal letter for this report, are shared with Metro Council and the new committee to help inform the new governance structure's design and implementation.

Metro's SHS team will also continue to move forward the oversight committee's previous recommendations to strengthen SHS implementation, in accordance with the work plan in Exhibit C. Most of these recommendations are multi-year bodies of work that have been integrated into the ongoing workflows and responsibilities of Metro's housing department staff. Metro staff will continue to provide regular reports on implementation progress to support ongoing oversight and accountability.

EXHIBIT A: GLOSSARY OF TERMS

Administrative costs: Costs related to managing the program, not delivering services. Examples include senior management personnel, accounting, insurance, technology, and other costs that are not attributed to a particular SHS program or program delivery.

By-name list: A comprehensive list of every person in a county experiencing homelessness, updated in real time.

Carryover funds: Funding remaining from one fiscal year that is "carried over" and used in a future fiscal year. One-time carryover results from higher than expected revenue or lower than expected spending. Recurring carryover results from the timing of revenue flow, such as fourth quarter tax collections.

Contingency funds: An account that is established to provide resources for emergency situations or unplanned program expenditures that, if left unattended, could negatively impact service delivery. Counties may establish contingency accounts that do not exceed 5% of budgeted program funds in a given fiscal year.

Coordinated entry: A systemwide intake and assessment process that uses standardized tools to connect people experiencing a housing crisis to services and resources that best fit their specific situation and needs.

Culturally specific organization: A community-based organization that serves a particular community of color, where the majority of staff and members/clients are from the community being served, the organization has a track record of successful community engagement and involvement with the community being served, and the organizational environment is culturally-focused and identified as such by members.

Homelessness: An individual or family who lacks a fixed, regular and adequate nighttime residence including:

- Individuals or families who are sharing the housing of others due to loss of housing, economic hardship or a similar reason; are living in motels, hotels, trailer parks or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals.
- Individuals or families who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings. This includes individuals or families who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations or similar settings.

Homeless Management Information System (HMIS): A secure electronic database used by homeless services providers to collect client-level, system-wide information on the provision of housing and services to people at risk of and experiencing homelessness.

Housing only: Any program that offers permanent housing without supportive services.

Housing with services: Any program that offers permanent housing and supportive services without limiting eligibility only to people with disabilities.

Local implementation plan (LIP): A plan developed through extensive community engagement that defines a county's priorities and goals for supportive housing services program activities and investments.

Measure 26-210: A ballot measure approved by voters in May 2020 that creates a new regional tax to fund supportive housing services.

Metro affordable housing bond: A 2018 voter-approved bond that provides capital funding to support affordable housing development across the region.

Metro supportive housing services work plan: A plan developed by Metro with community input to guide implementation of the regional fund.

Permanent supportive housing (PSH): Permanent housing with supportive services to assist people with a disability who have experienced long-term homelessness to achieve housing stability.

Populations A and B: The SHS fund serves two primary populations: 75% of SHS investments are expected to be dedicated to services for Population A, defined as people who are extremely low income, have one or more disabling conditions, and are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness; 25% of SHS investments may be dedicated to services for Population B, defined as people who are experiencing or have a substantial risk of experiencing homelessness.

Procurement: The process by which county governments secure the services needed to support SHS implementation by identifying and contracting with qualified service providers. Each county's procurement procedures are strictly regulated to promote responsible stewardship of tax-funded resources.

Rapid rehousing: Programs that provide short and medium-term rent assistance, typically up to two years, with targeted services to help people who have recently fallen into homelessness to find and maintain stable housing.

Regional investment fund (RIF): A fund created through a 5% set-aside from each county to be used for regional supportive housing services strategies.

Regional long-term rent assistance (RLRA): A regional program that subsidizes the cost of rent so that households with very low incomes can afford housing.

Stabilization reserve: Counties are required to establish a stabilization reserve to protect ongoing services from the impact of revenue fluctuations. The target minimum reserve level is equal to 10% of budgeted program funds in a given fiscal year. Reserves must be fully funded within the first four years of implementation.

Supportive housing services regional oversight committee: A community committee established to provide transparent oversight of the supportive housing services fund on behalf of the Metro Council.

Tri-county planning body (TCPB): A community committee established to set regional priorities and guide implementation of the regional investment fund.

EXHIBIT B: SHS REGIONAL GOALS AND OUTCOME METRICS

Metro's supportive housing services work plan defines the SHS fund's regional 10-year goals and provides a set of detailed outcome metrics related to the goals. Comprehensive data on the goals and outcome metrics is included throughout the report by topic. The tables below provide an index of the goals and outcome metrics, how they are measured, and where those data are located in the report.

Housing stability

Regional goals

Goal	Data	Page
Housing equity is advanced by providing access to services and housing for Black, Indigenous and people of color at greater rates than Black, Indigenous and people of color experiencing homelessness.	Percentage of people of color experiencing homelessness compared with people served through SHS-funded housing placements, shelter and homelessness preventions	11-12, 27-30
Housing equity is advanced with housing stability outcomes (retention rates) for Black, Indigenous and people of color that are equal or better than housing stability outcomes for non-Hispanic whites.	Retention rates for households in SHS-funded permanent supportive housing and rapid rehousing disaggregated by race/ethnicity	12-13, 24-25
The disparate rate of Black, Indigenous and people of color experiencing chronic homelessness is significantly reduced.	Rates of chronic homelessness for the region's overall homeless population and for people of color experiencing homelessness	13

Outcome metrics

Outcome metric	Data	Page
Number of permanent supportive housing (PSH) units created and total capacity, compared to households in need of permanent supportive housing.	Number of SHS-funded PSH units/vouchers added since July 1, 2021 compared to number of households in need of PSH	9-11
Number of households experiencing housing instability or homelessness compared to households placed into stable housing each year. This will measure programmatic inflow and outflow.	Average monthly homeless services system inflow and outflow	9-10
	Race/ethnicity of people experiencing homelessness compared with people placed into stable housing	11-12, 27-30
Number of housing placements and homelessness preventions, by housing intervention type and priority population type. This will measure people being served.	Number of housing placements and homelessness preventions by housing intervention type	16-19
	Housing placements and homelessness preventions by housing intervention type disaggregated by race/ethnicity	27-30

Outcome metric	Data	Page
	Housing placements and homelessness preventions by housing intervention type disaggregated by Populations A and B	26
Housing retention rates. This will measure if housing stability is achieved with supportive housing.	Retention rates in PSH and rapid rehousing	23-24
	Retention rates in PSH and rapid rehousing disaggregated by race/ethnicity	24-25
‘Length of homelessness’ and ‘returns to homelessness’. These will measure how effectively the system is meeting the need over time.	Average length of time homeless for households served in SHS programs	27
	Average rate of returns to homelessness for households served in SHS programs	25
Funds and services leveraged through coordination with capital investments and other service systems such as healthcare, employment and criminal justice. This will measure leveraged impact of funding in each county.	Funds and services leveraged through coordination with capital investments and other service systems	40-43
	Funds and services leveraged through other local, state and federal funding sources	75-76

Equitable service delivery

Regional goals

Goal	Data	Page
Increase culturally specific organization capacity with increased investments and expanded organizational reach for culturally specific organizations and programs.	Number of culturally specific providers contracted with to provide SHS-funded services and total value of contracts over time	13-14 32-33
	Investments in culturally specific organization capacity building and technical assistance	35-36
All supportive housing services providers work to build anti-racist, gender-affirming systems with regionally established, culturally responsive policies, standards and technical assistance.	Training, capacity building, technical assistance and monitoring of supportive housing services providers to ensure services are anti-racist, culturally responsive and gender-affirming	35-39, 47-49

Outcome metrics

Outcome metric	Data	Page
Scale of investments made through culturally specific service providers to measure increased capacity over time.	Number of culturally specific providers contracted with to provide SHS-funded services and total value of contracts over time	13-14 32-33
Rates of pay for direct service roles and distribution of pay from lowest to highest paid staff by agency to measure equitable pay and livable wages.	Surveys of contracted providers’ pay rates for direct service roles and distribution of pay	37-38

Outcome metric	Data	Page
Diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience.	Surveys of contracted providers' staff diversity	48

Engagement and decision making

Regional goals

Goal	Data	Page
Black, Indigenous and people of color are overrepresented on all decision-making and advisory bodies.	Representation of people of color in decision-making and advisory bodies	14-15, 49
Black, Indigenous and people of color and people with lived experience are engaged disproportionately to inform program design and decision making.	Representation of people of color and people with lived experience in opportunities to inform program design and decision making	49

Outcome metrics

Outcome metric	Data	Page
Percent of all advisory and oversight committee members who identify as Black, Indigenous and people of color or as having lived experience of housing instability or homelessness.	Percent of advisory and oversight committee members who identify as people of color or as having lived experience of housing instability or homelessness	14-15, 49

EXHIBIT C: OVERSIGHT COMMITTEE ANNUAL REGIONAL REPORT RECOMMENDATIONS WORK PLAN

The oversight committee issued recommendations in its previous annual reports focusing on several critical issues that will affect the long-term success of SHS implementation:

- Data integrity and evaluation
- Provider partnerships
- Regional priorities
- Oversight and accountability
- Jurisdictional partnerships and decision making

Most of these recommendations are multi-year bodies of work that are still in progress. Metro is responsible for coordinating implementation, and many of the recommendations have become integrated into the ongoing workflows and responsibilities of Metro's housing department staff.

The Oversight Committee Annual Regional Report Recommendations Work Plan summarizes progress to date on these recommendations and identifies the next steps for moving them forward.

EXHIBIT D: TRI-COUNTY PLANNING BODY REGIONAL PLAN (DECEMBER 2025)

A commitment to regionalism is one of the SHS guiding principles, based on a recognition that solving the homelessness crisis will require an unprecedented level of coordination across jurisdictions and systems. The SHS ballot measure and Metro's SHS workplan established the tri-county planning body, or TCPB, to support coordination and alignment of SHS program implementation and to regionalize appropriate aspects of the counties' SHS work.

The TCPB identified six goals to strengthen SHS implementation through regional solutions:

- **Coordinated entry:** Assess opportunities for regional coordination to make coordinated entry more accessible, equitable and efficient for staff and clients
- **Landlord recruitment:** Identify areas where regionalization can increase the availability of accessible and appropriate housing units for service providers
- **Healthcare system alignment:** Promote greater alignment and long-term partnerships with healthcare systems that meaningfully benefit people experiencing homelessness and the systems that serve them
- **Training:** Support regional training that provides service providers with access to the knowledge and skills required to operate at a high level of program functionality, prioritizing the needs of culturally specific providers
- **Technical assistance:** Support regional technical assistance and capacity building investments to ensure organizations have the support required to operate at a high level of functionality, prioritizing culturally specific providers
- **Employee recruitment and retention:** Establish regional standards for county contracts with SHS-funded agencies and providers to achieve livable wages for direct service staff

The TCPB's Regional Plan, which was finalized in December 2025, summarizes the implementation strategies to achieve these goals, provides an overview of progress as of September 2025 and outlines the next steps for advancing this essential work.

EXHIBIT E: COUNTIES' QUARTERLY AND ANNUAL REPORTS

Fiscal year 2024-25 SHS quarterly reports

Quarter 1

- Clackamas County
- Multnomah County
- Washington County

Quarter 2

- Clackamas County
- Multnomah County
- Washington County

Quarter 3

- Clackamas County
- Multnomah County
- Washington County

Quarter 4

- Clackamas County
- Multnomah County
- Washington County

Fiscal year 2024-25 SHS annual reports

- Clackamas County
- Multnomah County
- Washington County

EXHIBIT F: SHS REGIONAL ANNUAL FINANCIAL REPORT

FY 2024-25 Annual Financial Report
July 2024 – June 2025

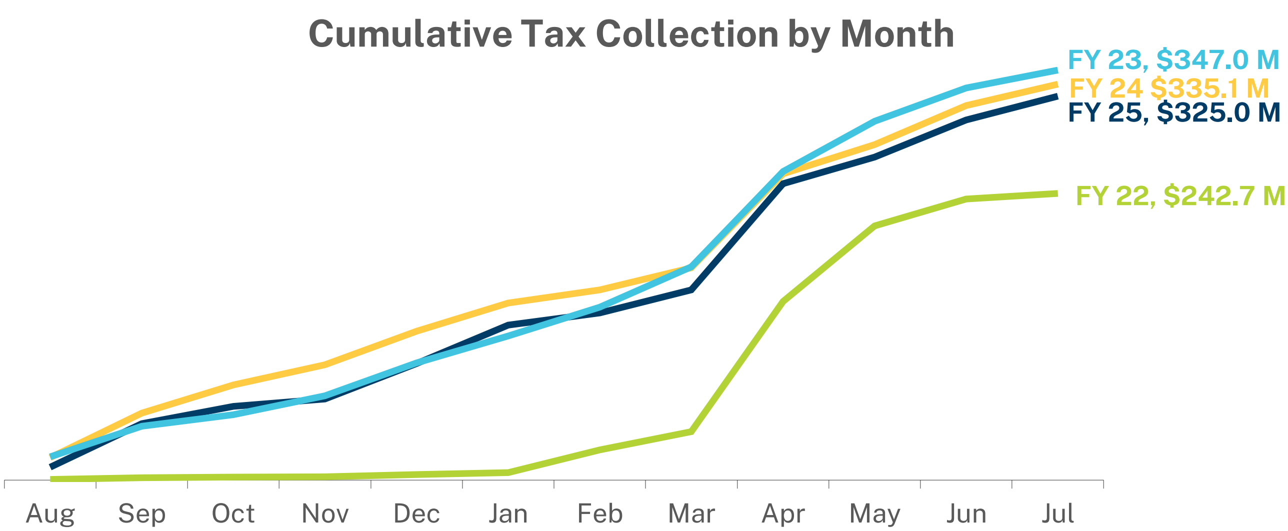
Metro designed this financial report to provide the information necessary for the SHS Oversight Committee to monitor the financial aspects of the program. It includes details on tax collections and disbursements, county partner expenses, tax collection costs and administrative costs.

Year 4 Annual Financial Overview

Fiscal Year (FY) 2024-25 represented the fourth full year of revenue for Supportive Housing Services. In the fall, Metro provided a forecast with more conservative revenue estimates based on a slowing local economy and weaker revenue growth in the 2023-24 fiscal year. The year-end number of $325 million is about 0.6% higher than the Fall 2024 forecast. This is a very small difference from actual collections and will likely be the closest this forecast will ever come to actual collections. That said, original budgeted numbers - based on the forecast from Fall 2023 – were significantly higher. These kinds of swings in revenue forecasts should be uncommon but will likely occur again in some future year due to the nature of these taxes, especially if extended past the 2030 tax year. More information is available in the FY 2024-25 SHS taxes fiscal year-end report.

Original Budget	$374,500,000
Fall 2024 Forecast	$323,100,000
FY 2024-25 Actual Collections	**$324,964,017**
Deviation from latest forecast	*$1,864,017 (0.6%)*

Tax Collections



The chart above illustrates the trajectory of cumulative tax revenue collections for each fiscal year, which is shown as August to July (the month in which the revenue is collected by the tax administrator) in alignment with generally accepted accounting principles.[13]

[13] Tax collections are on an accrual accounting basis and reflect collections received by Metro and disbursed to county partners from September 2024 – August 2025. Tax collections by the tax administrator through July 2024, received by Metro and disbursed to county partners in August 2024, are recorded in FY24 since these tax

A year ago, FY 2023-24 collections were below expectations, reflecting both poorer local economic conditions and a potential behavioral response from taxpayers and/or migrants to the area. This necessitated a downward adjustment to the five-year forecast prepared in Fall 2024. In March 2025, Metro issued a forecast update noting that current collections were tracking close to forecasted figures. Collections continued to track well within the expected forecast margin-of-error during the last few months of FY25 and pushed the final fiscal year revenue even closer to the Fall 2024 forecast. That said, just a single company's late July payment was the difference between ending the fiscal year slightly above or below the forecast. While the timing of this payment brought us closer to the forecast, a receipt of the same payment a week later would have resulted in a slightly different story.

Counties' FY 25 revenue totals include $299.3 million in tax collections and $362 million in prior year carryover plus other revenue (interest, grants, and miscellaneous).

Tax Revenue Summary			
	FY 25 Budget (Fall Forecast)	FY25 Actuals	% of Budget
Tax Revenue (Including Interest)	**323,100,000**	**324,964,017**	**101%**
Tax Collection Costs (Amount Retained)	11,093,734	9,883,633	89%
Adjustment to Administrator Reserves	-	-	N/A
Net Tax Revenue	**312,006,266**	**315,080,384**	**87%**
Metro Admin Allowance (5%)	15,600,313	15,754,019	101%
County Partner Revenue	**296,405,953**	**299,326,365**	**101%**
Multnomah County	134,370,699	135,694,619	101%
Washington County	98,801,984	99,775,455	101%
Clackamas County	63,233,270	63,856,291	101%

Tax Collection Costs			
	FY 25 Budget	FY25 Actuals	% of Budget
Tax Collection Costs	**11,093,734**	**11,381,344**	**103%**
Personnel	5,176,829	5,692,862	110%
Software	3,705,609	3,236,408	87%
Other M&S	1,420,886	954,363	67%
Additional True Up Costs	-	1,497,711	N/A
Contingency	790,410	-	0%

Actual tax collection costs were higher than anticipated due to late additional end of year true-up costs from the administrator; Metro will true-up the amount retained in FY 2024-25 (consistent with prior practice).

Administrative & Oversight Costs

The Supportive Housing Services Measure allows for up to 5% of net tax collections to cover the cost of Metro program administration and oversight. This includes the SHS team, as well as supporting operations like finance, legal, communications, IT and HR. Metro's

payments are for income earned during that fiscal year. These figures are tax revenue only and do not include interest.

expenditures are expected to level out as most of the open positions from last year are now filled, and future costs are better known based on prior years. Metro will continue to use carryover funds to support program growth in FY 2025-26, including one-time investments to provide necessary capacity for new and growing bodies of work and programmatic opportunities.

Note: The $37.5 million in "Carryover to next period" does not account for the August 2025 transfer to Multnomah County for $15 million for increased shelter capacity.

Metro Administrative Costs			
	FY 25 Budget	**FY25 Actuals**	**% of Budget**
Prior Year Carryover	29,814,941	32,105,613	108%
YTD Admin Allowance (5%)	18,170,313	15,754,019	87%
Interest Earnings	880,000	1,273,182	145%
Total Resources	**48,865,254**	**49,132,814**	**101%**
Direct Personnel	6,525,778	5,394,714	83%
Materials & Services	4,002,425	1,752,893	44%
Indirect Costs (Allocation Plan)	4,456,449	4,456,449	100%
Contingency	3,185,661	-	N/A
Expense & Contingency	**18,170,313**	**11,604,057**	**64%**
Carryover to next period	**30,694,941**	**37,528,757**	

Metro recommends that each county's program administrative costs do not exceed 5% of SHS program revenue. This does not include the administrative costs of service providers or Regional Long-Term Rent Assistance (RLRA), which is tracked separately.

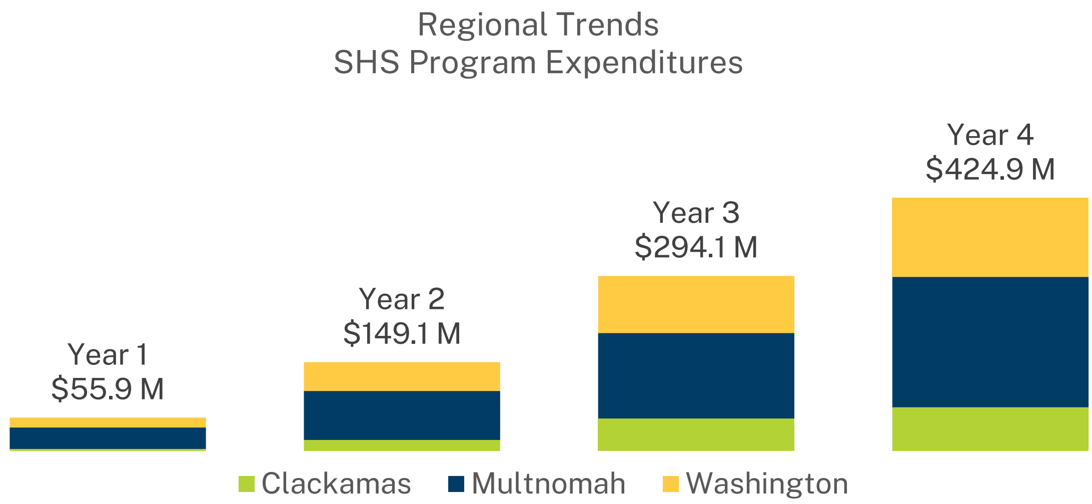
County SHS Administrative Costs				
	Clackamas County	**Multnomah County**	**Washington County**	**Total**
County Administrative Costs	4,167,049	6,019,852	4,175,876	**14,362,778**
% of SHS program revenue (rec'd limit is 5%)	*7%*	*4%*	*4%*	***5%***
% of SHS program costs	*6%*	*3%*	*3%*	***5%***

Long-term Rent Assistance Administrative Costs				
	Clackamas County	**Multnomah County**	**Washington County**	**Total**
RLRA Administrative Costs	1,373,578	532,767	380,247	**2,286,592**
% of RLRA costs (recommended limit is 10%)	*6%*	*4%*	*1%*	***4%***

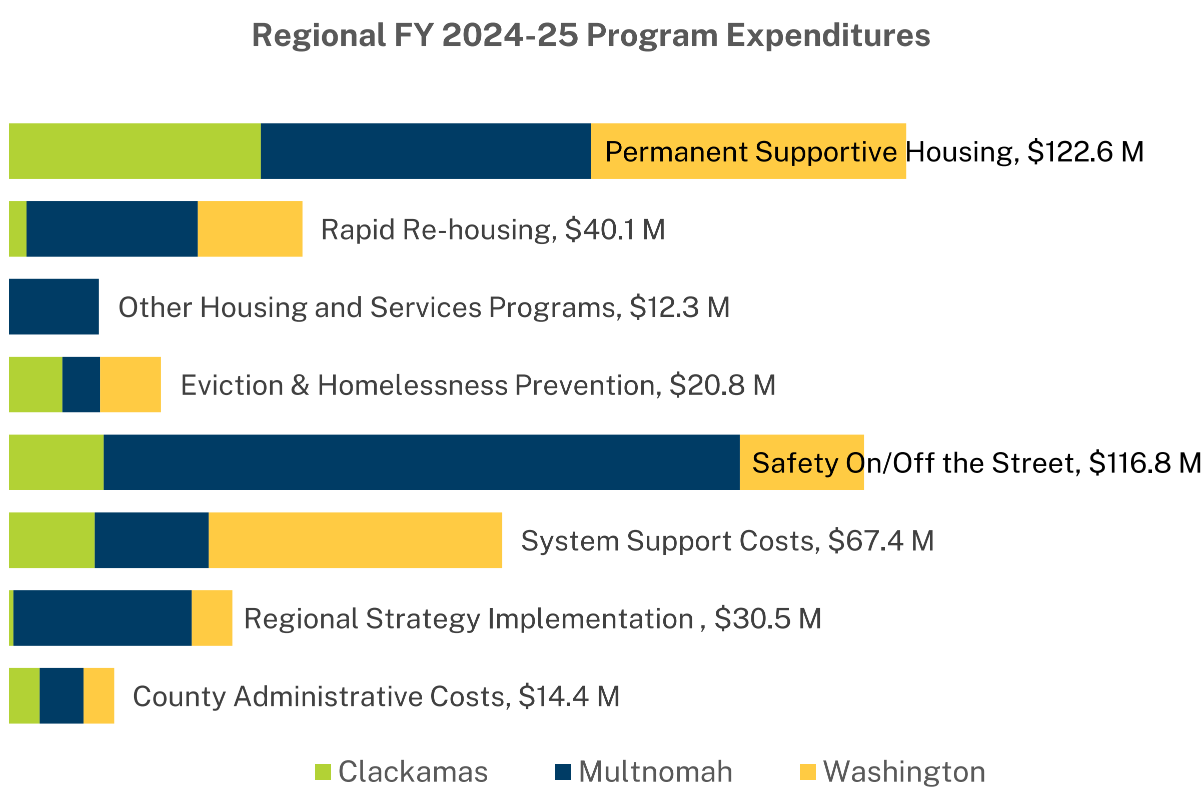
Combined, all regional administrative costs were 5.5% of total spending in FY 2024-25.

Regional Trends

Total program spending increased by almost 50% between Years 3 and 4, with county partners spending 92% of their planned program spend-down in FY 2024-25.



In Year 4, the largest program spending category was Permanent Supportive Housing, representing almost a third of total program expenditures. This was followed by Safety On/Off the Street, System Support Costs (which includes Built Infrastructure), and Rapid Re-Housing.



Contingencies & Reserves

In addition to program and administrative costs, counties allocate resources to required and optional contingency and reserve accounts:

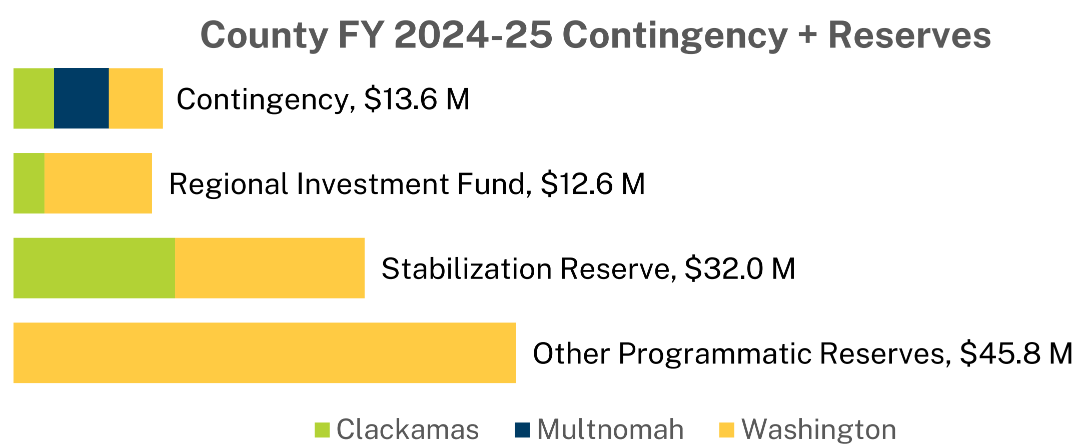
- Partners must dedicate a minimum of 10% of budgeted program funds in a given fiscal year to a **Stabilization Reserve** in the event that revenue falls below budgeted estimates (IGA 5.5.3). Metro has increased this recommendation to 15%.
- Partners may allocate a maximum of 5% of budgeted program funds to a **Contingency Account** to use in emergency situations or for unplanned SHS program expenditures that could negatively impact service delivery (IGA 5.5.4).
- Counties are required to allocate a minimum of 5% of their annual Program Funds to a **Regional Investment Fund** (IGA 8.3.3), most of which has been allocated into reserves pending development of Regional Implementation Plans.
- Counties may allocate resources to other reserves, such as funding for the Regional Long-Term Rent Assistance or other programmatic reserves.

In FY 2024-25, Counties allocated 34% of their total budgeted revenue into reserve and contingency accounts.

Clackamas County allocated 28.5% of their budgeted revenue for contingencies and reserves: 5% Contingency, 4% Regional Investment Fund (RIF), and about 20% in Stabilization Reserves.

Multnomah County originally allocated 21% of their budgeted revenue into reserve and contingency accounts, but due to the 13% reduction in tax revenue based on the Fall 2024 Forecast and significant increases in need for emergency services and programming throughout the year, this was lowered to 4% for Contingency reserves to add these funds to cover these expenses.

Washington County allocated 79% for contingencies and reserves (it's important to note that this is heavily weighted by their Other Programmatic Reserves which is held for multi-year commitments and built infrastructure projects): 5% Contingency, 10% Regional Investment Fund, 17.5% Stabilization Reserves, and 46% in Other Programmatic Reserves.



County Summary

The following pages summarize financial information by county, providing a consistent format to compare the similar but unique programs of each county.

Note: SHS Program Revenue reported below is per the counties' financial reports. It will differ from the revenue reported above due to additional revenue, such as interest earnings, and differences in timing per each county's accounting policies. The FY24-25 annual reports submitted to Metro certified that there was no displacement of funds.

In addition, Multnomah County accounted for $15 million in Metro Admin carryover this fiscal year as part of their Other Revenue (interest, grants, and miscellaneous).

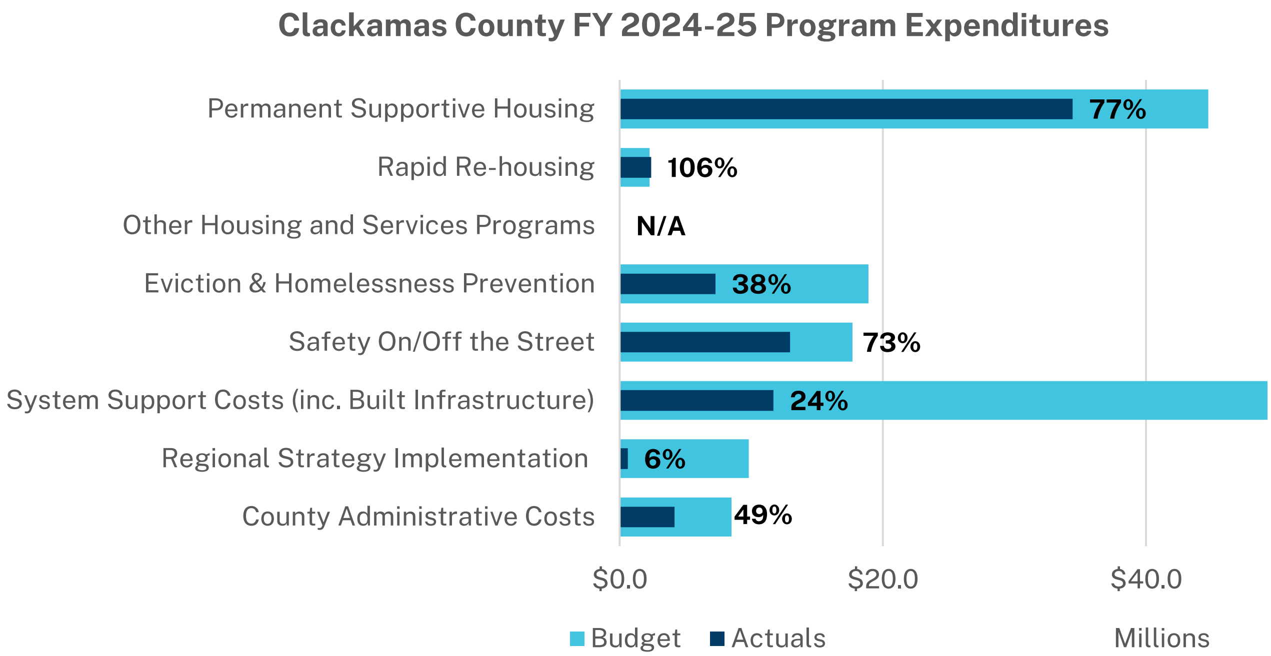
County Summary (in millions)				
	Clackamas County	Multnomah County	Washington County	Total
Prior Year Carryover	$107.8	$128.0	$126.1	$362.0
SHS Program Revenue	$63.9	$135.7	$99.8	$299.3
Other Revenue	$3.9	$18.1	$3.6	$25.6
Total Resources	**$175.6**	**$281.9**	**$229.6**	**$687.0**
Program Costs	$73.5	$218.9	$132.5	$424.9
Total Expense	**$73.5**	**$218.9**	**$132.5**	**$424.9**
Ending Balance (incl. Reserves)	**$102.0**	**$63.0**	**$97.1**	**$262.1**
% of Current Year Revenue Spent	**115%**	**161%**	**133%**	**142%**
% of Total Resources Spent	**42%**	**78%**	**58%**	**62%**

Clackamas County Snapshot

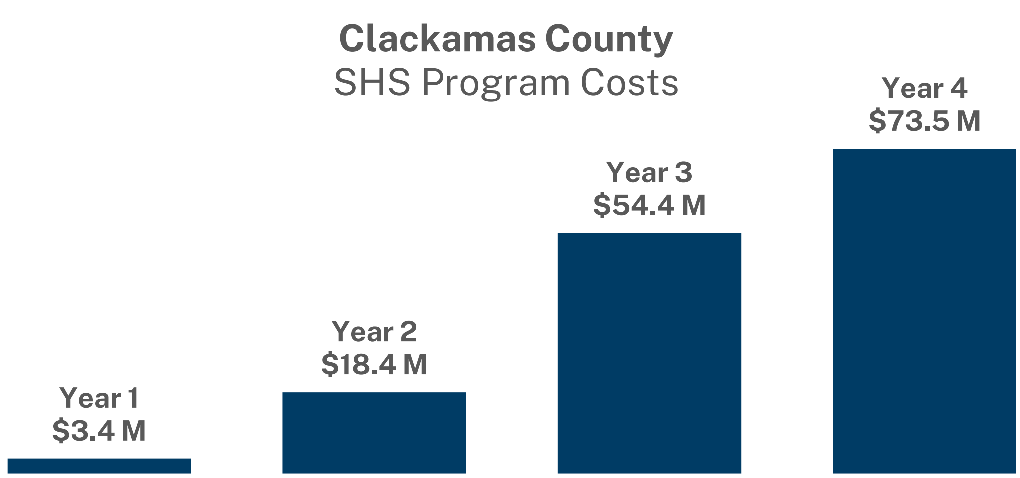
Clackamas County			
	FY25 Budget	FY25 Actuals	% of Budget
Prior Year Carryover	97,724,635	107,834,090	110%
SHS Program Revenue	73,650,336	63,856,291	87%
Interest Earnings	1,000,000	3,861,788	386%
Total Resources	**172,374,971**	**175,552,169**	**102%**
Program Costs	152,144,908	73,533,525	49%
Contingency	3,682,517	-	0%
Expense & Contingency	**154,827,425**	**73,533,525**	**47%**
Reserves	17,547,546	-	
Ending Balance (incl. Reserves)	**17,547,546**	**102,018,644**	

Clackamas County spent 49% of its program budget in FY 2024-25; however, a majority of this was due to budgeting full estimated costs for multi-year commitments such as Built Infrastructure projects.

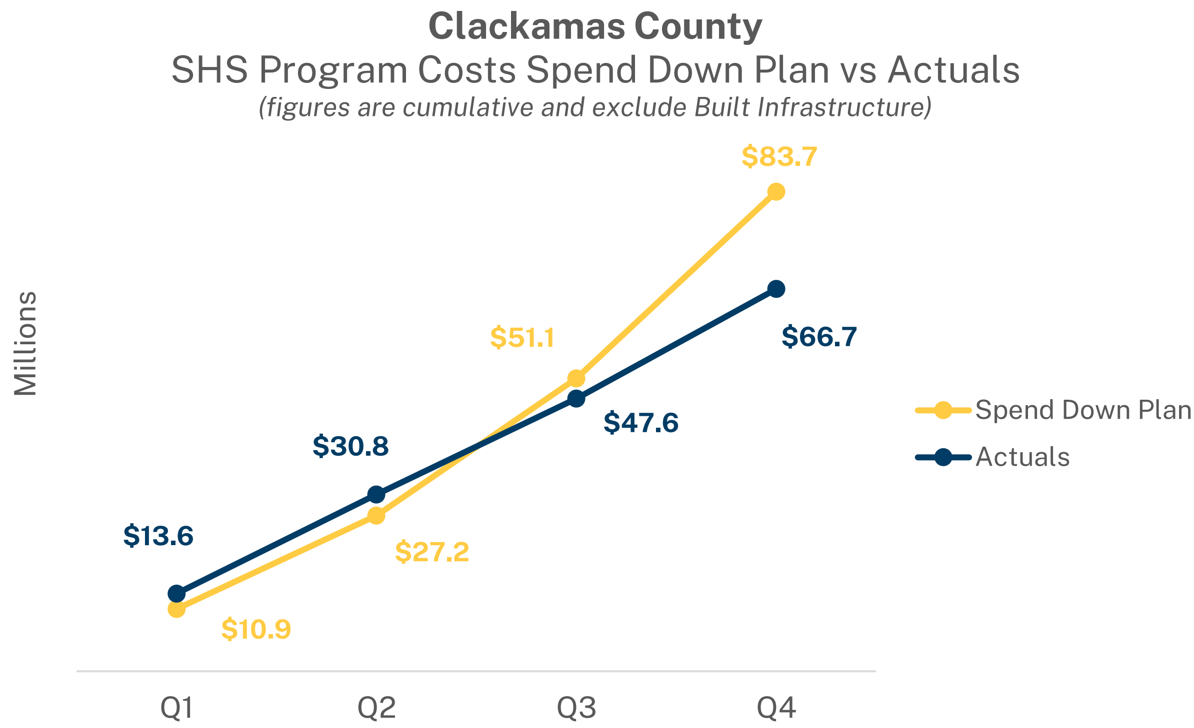
Spending on Rapid Rehousing was slightly higher than originally expected while Eviction & Homeless Prevention was significantly lower than originally expected, as Clackamas County refocused priorities to Permanent Supportive Housing and Long-Term Rent Assistance after the Fall 2024 Forecast showed a 13% reduction in tax revenue for the year.



Clackamas County's program costs increased by 35% between Years 3 and 4; however, given the Fall 2024 Forecast reducing future year tax revenue estimates, Clackamas County expects to see a decline in underspending and carryover as ongoing services and one-time investments fully ramp up over the subsequent years.



The chart below shows planned program expenditures versus actuals for Year 4. When the Fall 2024 Forecast was published in late Q2, Clackamas County took steps to stabilize current programming for future years rather than to continue building capacity and ramping up their spend-down during the second half of the fiscal year as orignally planned.

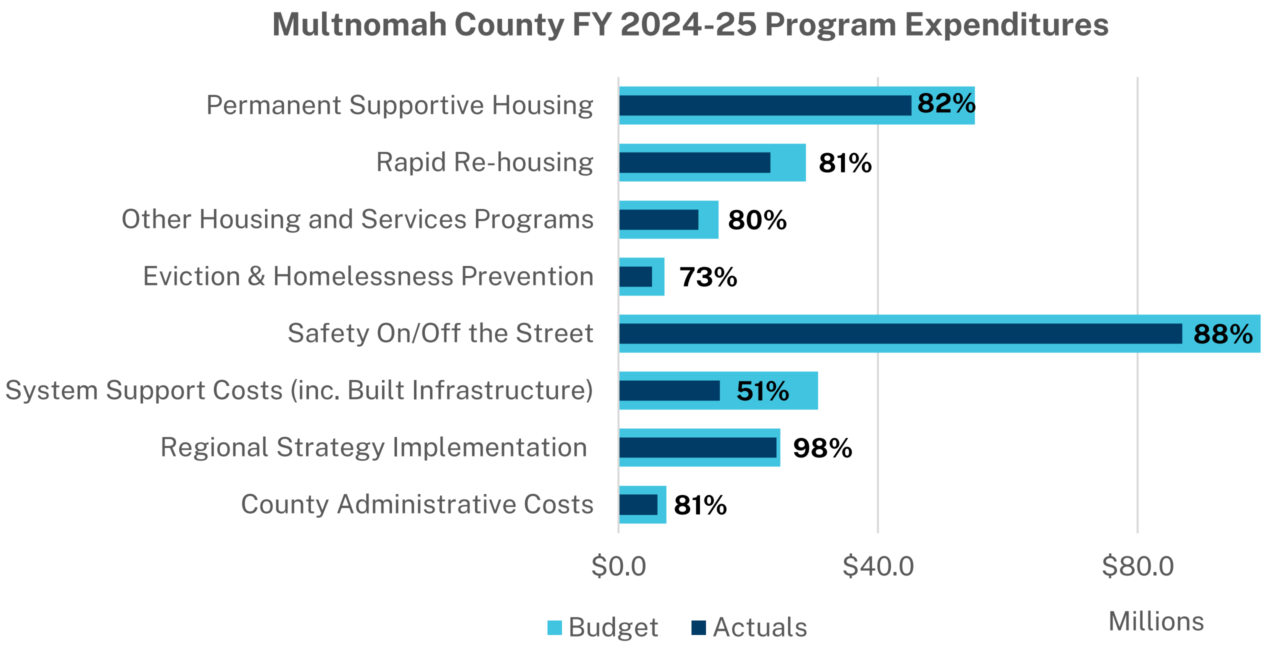


Multnomah County Snapshot

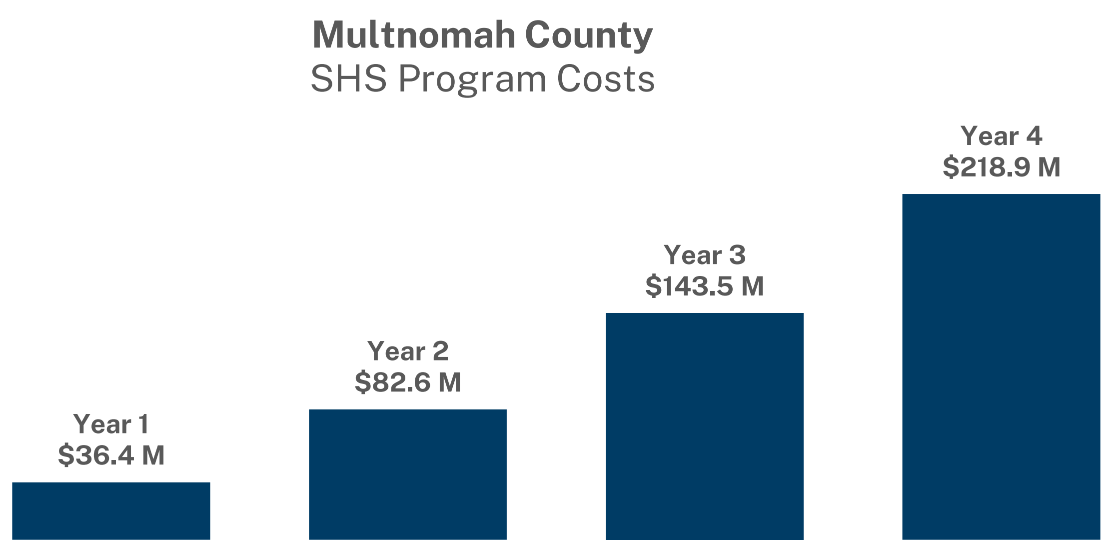
Multnomah County			
	FY25 Budget	**FY25 Actuals**	**% of Budget**
Prior Year Carryover	124,632,776	128,047,329	103%
SHS Program Revenue	134,264,829	135,694,619	101%
Interest Earnings	-	2,860,751	N/A
Misc	15,000,000	15,278,082	102%
Total Resources	**273,897,605**	**281,880,781**	**103%**
Program Costs	268,433,996	218,913,601	82%
Contingency	4,997,350	-	0%
Expense & Contingency	**273,431,346**	**218,913,601**	**80%**
Reserves	466,259	-	
Ending Balance (incl. Reserves)	**466,259**	**128,047,328**	

Multnomah County spent 82% of its program budget for FY 2024-25, including 98% of resources budgeted for Regional Strategy Implementation, 88% of resources budgeted for Safety On/Off the Street, and 82% of resources budgeted for Permanent Supportive Housing.

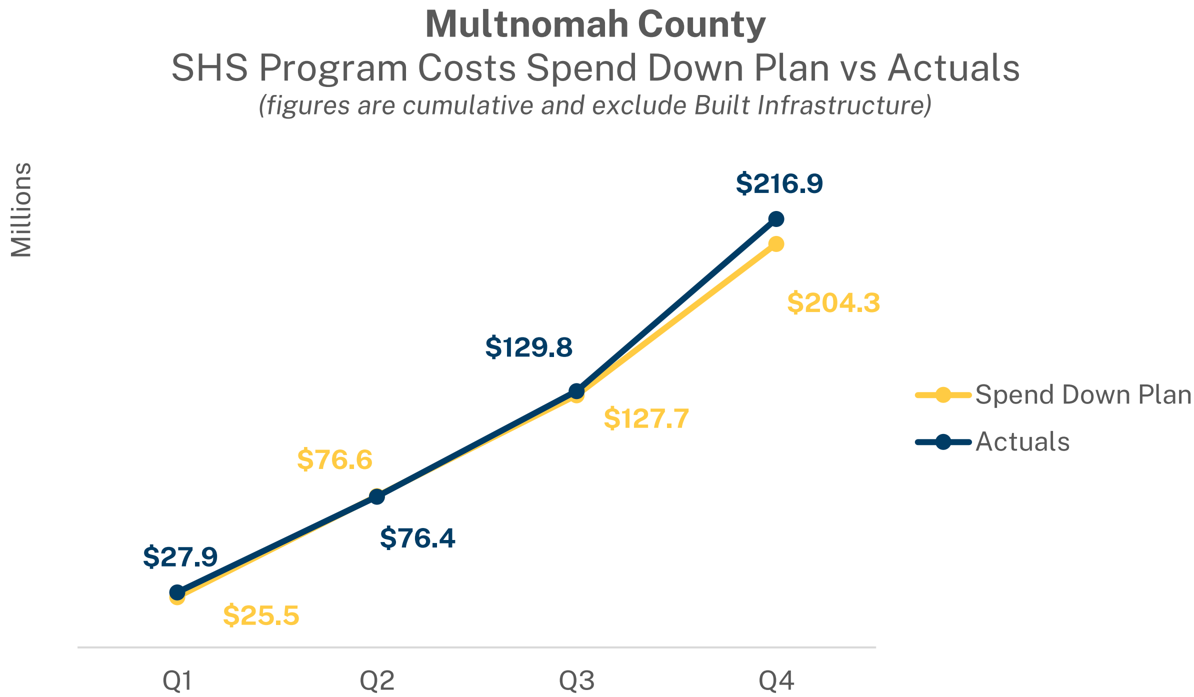
Multnomah County plans to spend down their carryover in FY 2025-26 to address the reductions in estimated future tax revenue (from the Fall 2024 Forecast) as well as the uncertainty of available state and federal resources.



Multnomah County's program costs increased by over 50% between Years 3 and 4; however, given the Fall 2024 Forecast reducing future year tax revenue estimates and the uncertainty in state and federal resources, Multnomah County expects to continue utilizing remaining carryover to maintain service priorities over the next couple of years.



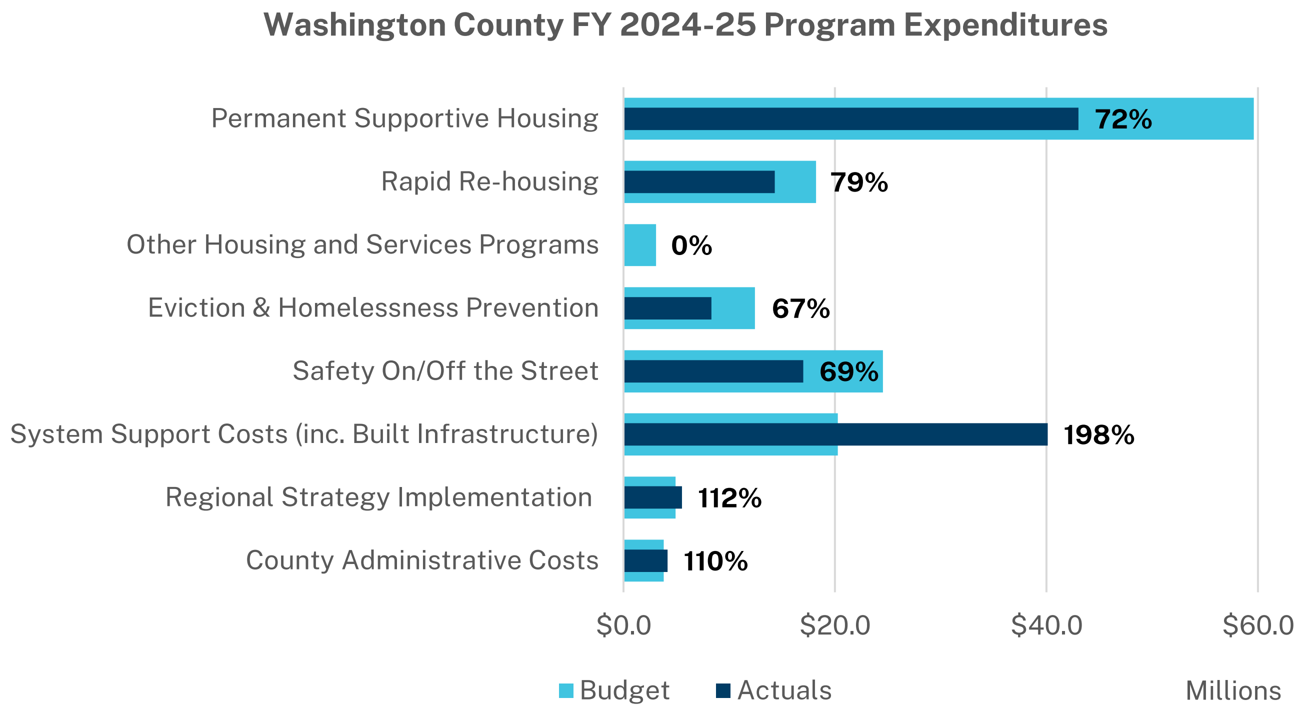
The chart below shows planned program expenditures versus actuals for Year 4. In general, Multnomah County followed their spend down plan with a slight rise in Q4 actuals above their plan. This can be explained as it is the county's policy to apply restricted resources first, and SHS dollars are most used by providers in the last two quarters of the fiscal year.



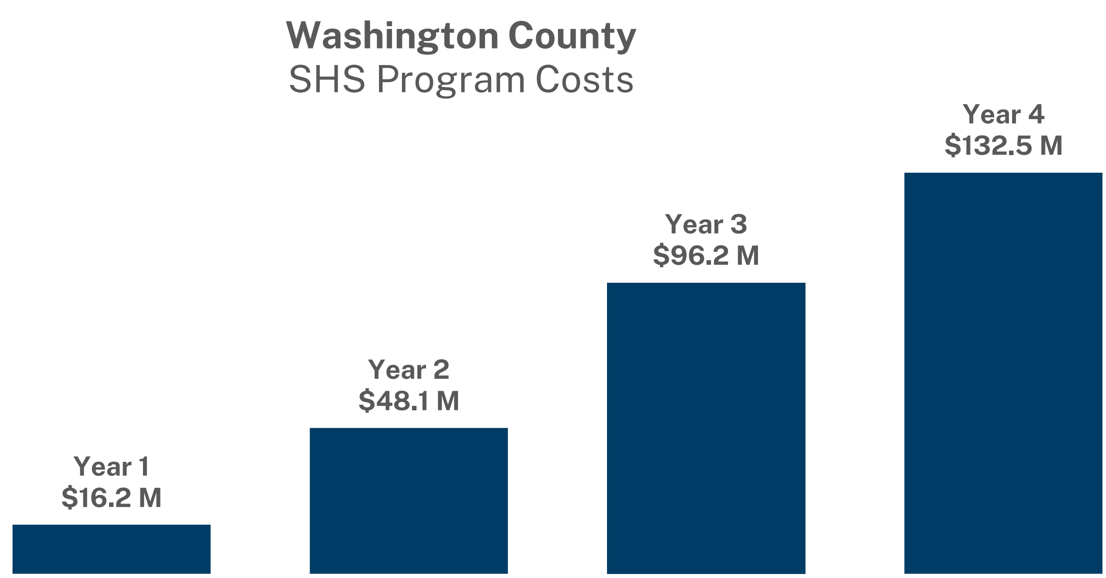
Washington County Snapshot

Washington County	FY25 Budget	FY25 Actuals	% of Budget
Prior Year Carryover	125,941,282	126,142,252	100%
SHS Program Revenue	98,700,000	99,775,546	101%
Interest Earnings	-	3,639,566	N/A
Total Resources	**224,641,282**	**229,557,364**	**102%**
Program Costs	146,851,391	132,463,416	90%
Contingency	4,935,000	-	0%
Expense & Contingency	**151,786,391**	**132,463,416**	**87%**
Reserves	72,854,892	-	
Ending Balance (incl. Reserves)	**72,854,892**	**97,093,948**	

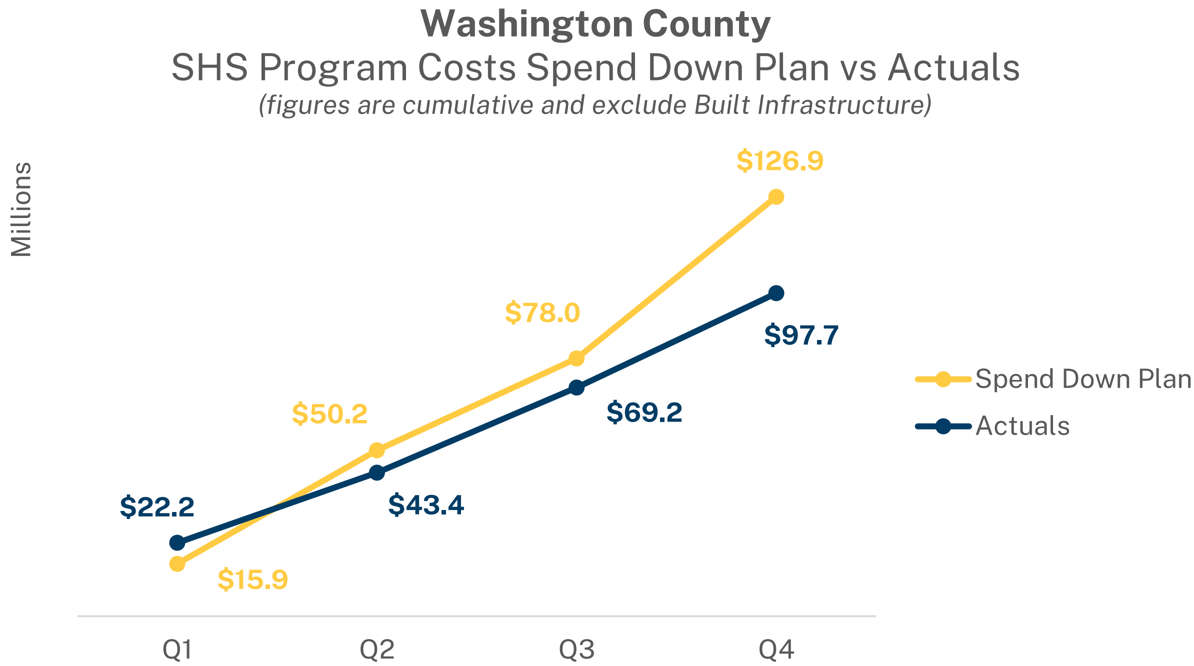
Washington County allocated 79% of their FY 2024-25 budgeted revenue to reserves and contingencies for spending in future fiscal years. Washington County allocated the other $146.9 million to program costs and spent 90% of that budget including 198% of resources budgeted for System Support Costs (including Built Infrastructure), 72% of resources budgeted for Permanent Supportive Housing, and 69% of resources budgeted for Safety On/Off the Street.



Washington County's program costs increased by over 35% between Years 3 and 4; however, given the Fall 2024 Forecast reducing future year tax revenue estimates, Washington County expects to see a decline in underspending and carryover as ongoing services and built infrastructure projects fully ramp up over the subsequent years.



The chart below shows planned program expenditures versus actuals for Year 4. When the Fall 2024 Forecast was published in late Q2, Washington County decided to stop their exponential growth to ensure current programming and priorities would be fully funded for future years. This explains the more steady 77% spend down vs. the planned 96% budgeted at the beginning of the fiscal year.



If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

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