MULTNOMAH COUNTY LOCAL IMPLEMENTATION PLAN

METRO SUPPORTIVE HOUSING SERVICES PROGRAM

December 2020

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12/17/2020

Acknowledgements

We take this opportunity to thank the original caretakers of this land, Multnomah County is located on the ancestral homelands of the Multnomah, Kathlamet, Clackamas, Tumwater, Watlala bands of the Chinook, the Tualatin, Kalapuya, Wasco, Cowlitz, Molalla, and other indigenous nations of the Columbia River.

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NW Pilot Project, Inc.
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Self Enhancement, Inc.
Street Roots
Transitions Projects, Inc.
Urban League of Portland
Volunteers of America
Worksystems, Inc.

Representatives from government offices, committees, workgroups, and councils:

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Adult System Leadership
Adult System Shelter Providers
Aging Services Advisory Council
Behavioral Advisory Council Community Workgroup
Coordinated Access for Adults Leadership & Case Conferencing
City of Gresham
City of Portland
Disability Services Advisory Council
Domestic Violence Supportive Housing and Economic Empowerment Network (SHEEN)
Homeless Families System of Care
Homeless Youth Oversight Committee
Homeless Youth Trauma Informed Supervisors
Multnomah County Aging & Disability
Multnomah County Department of Community Justice
Multnomah County District Attorney
Multnomah County Sheriff's Department
Multnomah County Youth and Family Services
Multnomah County Public Health Advisory Board Public Health Approaches Committee
Portland Police Bureau
Portland Housing Bureau

Contents

Acknowledgements i

Contents ii

Executive Summary iv

Background 1
- A Regional Approach 1
- Regional Guiding Principles 2
- Program Oversight and Plan Approval Process 2
- The Joint Office of Homeless Services 2

Plan Development 3
- Commitment to Racial Equity 3
- Inclusive Community Engagement 4
- Centering the Perspectives of Communities of Color and Those With Lived Experience 5
- Continued Engagement Strategies 5

Analysis of Inequitable Outcomes 5
- Racial and Ethnic Disparities Among Households Experiencing Homelessness 6
- Racial and Ethnic Disparities in Homeless System Program Outcomes 7
- Housing Placement Outcomes by Race & Ethnicity 7
- Housing Retention Outcomes 8
- Returns to Homelessness 8
- Strategies to Address Racial Disparities 9

System Investment Gaps & Needs Analysis 9
- Population Scope: Number of households 10
  - Regional Homeless Population by Household Type 10
  - Proportionate Size and Scope in Multnomah County 10
- Current Investments and Capacity: Homeless System of Care 11
  - FY19/20 Public Funding Investments by Program Type 12
- Unmet Needs and System Gaps by Program Type 12
  - Supportive Housing 13
  - Rent Assistance 13
  - Supportive Services 14
- Homelessness Prevention Resources 15
- Pre-Housing Resources and Services 16
- Shelter 16
- Needs for Homeless System Infrastructure & Capacity 17
- Commitment to Non-Displacement of Funds 18
- Gaps in Geographic Equity Across Multnomah County 18
  - Supportive Housing Across the County 18
  - Temporary Housing and Shelter Across the County 19

Investment Plan **19**
Overarching Program Commitments 19
Planned Investments 20
Systemwide Investment Priorities 20
Planned Investments by Service Types 21
Phase I Investments (Years 1 - 3) 24
Permanent Supportive Housing - Existing Commitments and High Priority Needs 25
Building System Capacity 25
Behavioral Health Services 26
Street Safety & Shelter Expansion 26
COVID-19 Response 26
Reserves 26
Leverage and Alignment 27
Equitable Geographic Distribution of Services 27
System and Services Coordination 28
Procurement and Partners 28

Outcomes and Evaluation **29**
Annual Outcomes 30
Anticipated Outcomes 30
Evaluation Report 31
Community Inclusion 31

APPENDICES **33**
Appendix A: SHS Implementation Plan Checklist from Metro 33
Appendix B: List of Recent Initiatives to Address Housing Needs 37
Appendix C: SHS Guiding Principles 38
Appendix D: Community Engagement Process Detailed Overview 39
Appendix E: Community Engagement Themes 41
Appendix F: Key Definitions 44
Appendix G: Documentation Barriers 50
Appendix H: Supportive Housing Projects/Units in Multnomah County 51
Appendix I: Emergency Shelter Locations in Multnomah County 52
Appendix J: Metro Supportive Housing Services Outcome Metrics 53
Appendix K: Data Tables 55
Appendix L: A Home For Everyone Community Program Guidelines and Joint Office of Homeless Services Adult Homeless Services RFPQ Program Requirements 57
Appendix M: Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region
Appendix N: Regional Supportive Housing Services Tri-County Data Scan
Appendix O: Local Implementation Plan Unsheltered Survey Results

This report was prepared by the Joint Office of Homeless Services.

Executive Summary

Right now, on any given night, thousands of our neighbors throughout the region are experiencing, or at risk of, homelessness.

A large and growing percentage of these neighbors are considered chronically homeless. That means they have acutely disabling conditions, extremely low incomes, and have been living unsheltered or in emergency shelter for long periods of time.

At the same time, many other neighbors experience what's known as episodic homelessness, meaning they experience shorter periods of homelessness. They may be living involuntarily doubled or tripled up, or they are paying such a high percentage of their limited income on rent and utilities that they continually face a substantial risk of becoming homeless.

Every aspect of **this crisis disproportionately and increasingly impacts Communities of Color** due to persistent structural, institutional and individual racism.

Local governments in Multnomah County have invested more than ever to address homelessness over the past five years. They have more than doubled shelter capacity and doubled the number of people who've been able to gain and keep housing with rent assistance.

But without the resources necessary to continue scaling those responses, the social and economic forces that put thousands of people on our streets — and then keep them there — have continued to outpace that progress.

With the passage of Metro Ballot Measure 26-210, the Tri-County region has a rare opportunity to confront the true scale of this crisis — **to reduce rates of chronic and short-term homelessness, and racial disparities** — by making unprecedented investments that center racial equity, leverage existing systems, and provide the flexibility necessary to offer truly participant-centered approaches to meeting the needs of our un-housed neighbors.

Measure 26-210[1], also known as the Supportive Housing Services Measure, adds a regional income tax on high-earning households and a regional profit tax on businesses grossing more than $5 million. The Measure was projected to generate as much as $248 million a year across the region, once fully implemented. **Of that, approximately $100 million a year is ultimately expected to come to Multnomah County.**

With that new funding, governments across the Tri-County region will be able to grow and sustain the **critical interventions that actually end homelessness**, including rent assistance and other support services vital to helping keep people housed, while also investing in emergency options like shelter.

The largest share of funding raised by the Measure will address chronic homelessness. The measure prioritizes 75% of funds for extremely low-income households (0-30% Median Family Income [MFI]) with at least one disabling condition who are experiencing or at imminent risk of experiencing long-term literal homelessness.

The remaining 25% will be devoted to services for very low-income households (up to 50% MFI) who are either experiencing or are at substantial risk of experiencing homelessness.

[1] Exhibit A to Metro Ordinance 20-1442 provides additional details.

Within both of those groups, the Measure also prioritizes Communities of Color.

As part of its responsibility for implementing the Measure, Metro requires each of the three counties to develop a high-level Local Implementation Plan that centers racial equity, is informed by a comprehensive community engagement process, and identifies investment priorities for rent assistance and supportive services. Metro also requires that each plan include detailed accountability metrics.

Multnomah County's Local Implementation Plan (hereafter "this Plan" or "the Plan") was developed with guidance from the Plan's advisory body, the A Home For Everyone Coordinating Board. The Coordinating Board includes voices from local governments, service providers, people with lived experience, faith organizations, neighborhood advocates and business groups.

The Plan was also shaped by an extensive community engagement process that prioritized Communities of Color and included a survey of **more than 300 people currently experiencing unsheltered homelessness.**

Metro has outlined what must be addressed in each County's Local Implementation Plan. Among the most critical sections of this Plan are:

(1) **An Analysis of Inequitable Outcomes:** Rooted in an understanding of the role that historical and current racism play in causing overrepresentation of Communities of Color among people experiencing homelessness, this section reviews quantitative and qualitative data demonstrating disparities in rates of homelessness, as well as disparate rates of access to, and successful outcomes from, current homeless services. The analysis provides a foundation for the Plan's specific strategies to reduce disparities and improve outcomes for People of Color experiencing chronic and episodic homelessness.

(2) **Investment and Gaps Analysis:** This section reviews the best available data on the level of regional unmet need for housing and support services among those experiencing homelessness, including an estimate of just under 5000 people who experience chronic homelessness each year. Following a review of current investments in the continuum of homeless services, the Plan details the results from community engagement that identified the critical gaps in supportive housing, rental assistance, behavioral and other support services, shelter, and the capacity of our community based organizations to expand to meet the objectives of the Measure.

(3) **Investment Priorities:** Building upon the racial equity analysis and the identified needs and gaps, this section lays out the important values that will guide how services are delivered, including offering culturally specific and responsive services that are participant centered, trauma-informed, low-barrier, and continuously evaluated to improve outcomes.

The highest priority investment areas are detailed, including investments in:

(a) supportive housing services, including rent assistance and wraparound housing retention supports
(b) an expansion of behavioral health services delivered to people whether they are unsheltered, in shelter, or in housing
(c) and additional and more diversified emergency shelter options

A set of specific **Phase 1 (year 1 - 3) Investments** are called out that will build system capacity and launch critical new programming, as well as prepare Multnomah County to respond to the short-term economic impacts of COVID-19.

This Plan also commits Multnomah County to working with Metro and Clackamas and Washington Counties to create a truly regional system of care and ensuring an equitable geographic distribution of services.

And the Plan commits Multnomah County to being accountable for outcomes. That includes Metro's identified regional outcome metrics related to how many people achieve housing stability (disaggregated by race). It also includes metrics set by Metro meant to measure whether services are being delivered equitably, and whether people with lived experience of homelessness and People of Color have had a prioritized role in the planning and oversight of all aspects of this Measure.

The framework set out in this Plan reflects the experience and expertise of thousands of community members who gave their valuable time and generously shared their input. We thank the many partners and community members who were involved.

This Plan will be the foundation for Multnomah County's ongoing implementation planning efforts, already under way. Through this framework and those efforts, we will deliver on the promise of the Metro Supportive Housing Services Measure to finally provide a scaled, comprehensive, and equitable regional response to the homelessness crisis.

Background

Our region faces a homelessness and housing crisis. Tens of thousands of people each night experience or are at risk of falling into homelessness. Among those most severely impacted by the crisis are a subset of an estimated 4,936 people across the region, disproportionately People of Color, who have acutely disabling conditions, extremely low-incomes[2], and are experiencing long periods of street and shelter homelessness. Many thousands more, also disproportionately People of Color, are experiencing shorter periods of homelessness, are involuntarily doubled or tripled up living with friends and family, or are paying such a high percentage of their limited income on rent and utilities that they are always at substantial risk of becoming homeless.[3]

On May 19, 2020 voters in Multnomah, Washington, and Clackamas Counties took an unprecedented step toward meeting the rent assistance and supportive services needs of these two populations, with a particular focus on addressing the housing and support service needs of those extremely low-income individuals with disabilities who are experiencing long periods of street and shelter homelessness. Voters passed Metro ballot Measure 26-210[4], imposing a regional income tax on high-earning households and a regional business profit tax on businesses grossing over $5 million.

The Metro Supportive Housing Services (SHS) Measure was intentionally brought forward to work in concert with recent large-scale regional and local housing-focused investments and initiatives, and in particular the needs of Black, Indigenous, People of Color and immigrants and refugees. Although expected to make a sizable impact in addressing the housing and services needs for these populations, this program cannot meet its potential without continued and expanded investments from the federal and state governments, full participation from health care systems, and continued support from the private and philanthropic sectors.

A Regional Approach

The SHS Program focuses on addressing housing instability for people experiencing homelessness across the region, with a call to share responsibility and strengthen coordination between the three counties. Washington, Clackamas and Multnomah counties recognize that a regional approach is required to effectively address services and resource gaps to meet the needs of these priority populations. The counties cannot design responses based on local data alone, which are reflections of traditionally siloed systems developed when homelessness and housing crises were more localized and less severe. We know that people accessing homeless system services "often travel to meet their housing, service and employment needs, and the data show the impact on communities in the tri-county region[5]" (CSH, 2019, p.12). The Corporation for Supportive Housing found that at least 2,600 people experiencing homelessness were served in more than one of the counties in the region between 2014 and 2016.

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[2] Extremely low-income is defined as a household that makes 0-30% of the Median Family Income for that area.
[3] One cause of the disproportionate impact to Communities of Color were the discriminatory planning decisions made in our region (H*istorical Context of Racist Planning: A History of How Planning Segregated Portland* (2019). Retrieved from: https://www.portland.gov/bps/history-racist-planning-portland).
[4] Exhibit A to Metro Ordinance 20-1442 provides additional details.
[5] Corporation for Supportive Housing [CSH]. (2019). *Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness*. Retrieved from: https://www.csh.org/resources/tri-county-equitable-housing-strategy-to-expand-supportive-housing-for-people-experiencing-chronic-homelessness/

The three counties have agreed that enhancing and expanding local systems of care to more equitably address unmet needs across the region, particularly in supportive and affordable housing, is of the utmost importance. The SHS Measure initially divides program funds between the three counties as follows: Multnomah County (45.3%), Washington County (33.3%) and Clackamas County (21.3%). The three counties plan to develop and enhance local homeless systems of care that address the scale of the SHS priority populations in a similarly proportionate manner.

Regional Guiding Principles

Multnomah County's Local Implementation Plan and its implementation are guided by regional principles developed by the Metro Supportive Housing Services Program Stakeholder Advisory Group (see Appendix C).

Program Oversight and Plan Approval Process

Oversight for the SHS Program is provided by a regional Oversight Committee that includes equal representation from each of the three counties. Multnomah County's program will be overseen locally by the A Home for Everyone (AHFE) Coordinating Board, which acts as the community's SHS Advisory Board. This Plan will be recommended for approval locally in the following order:

- AHFE Coordinating Board
- AHFE Executive Committee
- Multnomah County Board of Commissioners
- SHS Regional Oversight Committee
- Metro Council

The Joint Office of Homeless Services

The Joint Office of Homeless Services (hereafter "The JOHS" or "Joint Office") is the lead entity within Multnomah County responsible for SHS Program implementation. Established in 2016 to unite City of Portland and Multnomah County efforts to address homelessness, the JOHS manages approximately **$75.1M**[6] in Federal, State and local public funding for emergency shelter, rental assistance and services programs. The JOHS also provides infrastructure and staffing for AHFE. Since the formation of both AHFE (2014) and the JOHS (2016), the community has increased placements into permanent housing by 40% and has significantly expanded shelter bed capacity. Leading community coordination across services sectors, the JOHS and AHFE have committed to centering race and have made progress towards reducing racial disparities within the systems of care they oversee.

Yet despite this progress, Multnomah County's homeless system of care continues to experience persistent racial disparities that are rooted in centuries of inequitable housing and economic policies. These disparities are being intensified through a growing housing crisis exacerbated by a global pandemic. Curbing the impacts of these crises is possible with significant injections of new resources that are intentionally aligned with existing supports and are prioritized for those with the most barriers to accessing and maintaining permanent housing. The SHS Program is the flexible funding resource this community has been desperately in need of for decades, and provides an opportunity to scale up rental assistance and services resources to unparalleled levels locally and regionally.

[6] Figure is from the JOHS Fiscal Year 20/21 adopted budget excluding funding allocated for COVID-19 response.

Multnomah County's SHS Implementation Plan is intentionally broad and is meant to be iterative, due to the short timeframe available to conduct extensive community engagement and develop the plan. The following sections of this Plan contain Multnomah County's best efforts to identify population needs, system and services gaps, and initial investment priorities to address the identified unmet needs. As we implement initial strategies and work with stakeholders to plan implementation details, additional opportunities will arise for adjustment and improvement, and we will make amendments to this Plan as needed.

Plan Development

This Plan was developed to identify and outline unmet needs and investment priorities for rental assistance and supportive services programs across Multnomah County for extremely and very low-income households experiencing/at substantial risk of experiencing homelessness. The program prioritizes Communities of Color, and 75% of funds are prioritized for extremely low-income households (0-30% MFI) with at least one disabling condition that are experiencing or at imminent risk of experiencing long-term literal homelessness.

Multnomah County, through the JOHS, is committed to centering race at every stage of SHS planning and program development, and is working to identify and eliminate barriers that prevent participation from Communities of Color in stakeholder engagements and in accessing services. This Plan is informed by the best-available data, which has been disaggregated by race, as well as by the rich stakeholder input gained through an extensive and inclusive community engagement process that centered the voices of Communities of Color. Finally, the Plan and its implementation are guided by an advisory body, Multnomah County's AHFE Coordinating Board whose membership equitably reflects community expertise and experience.[7]

Commitment to Racial Equity

Racism is a primary driver of homelessness. Through historical policies such as slavery, the Indian Removal Act of 1830, redlining, and Federal Housing Administration (FHA) loan discrimination, Communities of Color have been systematicly excluded from land and property ownership. This legacy shapes the current configuration of housing and homelessness within our community. Additionally, systemic racism is infused within all social systems;housing, criminal justice, education, healthcare, and social services, which shape opportunities for individuals and communities. The confluence of these systems generates an ongoing channel to homelessness that disproportionately impacts Communities of Color, and makes it significantly more challenging for People of Color to escape homelessness. People of Color are also subjected to the ongoing indignities of interpersonal racism — both implicit and explicit — as they navigate services and community. These different dynamics create a constellation of factors that must be eliminated.

To counter the ongoing mechanisms of racism and create systems that prioritize Communities of Color, the JOHS and Multnomah County are committed to implementing racial equity into all organizational functions and SHS service strategies. Historically, this has occurred through the implementation of internal equity efforts that impact organizational culture,[8] as well external

[7] In Section 5.1 "Local Implementation Plans" from Metro's *Supportive Housing Services Program Work Plan Draft V.5*, Metro requires that the plan must be "developed in full partnership with advisory bodies that equitably reflect community expertise and experience" (Metro, Nov 2020, p.8). Retrieved from:https://www.oregonmetro.gov/sites/default/files/2020/11/12/supportive-housing-services-program-work-plan-20201109.pdf

[8] Multnomah County. (2019). *Workforce Equity Strategic Plan*: https://multco.us/workforce-equity-strategic-plan

equity measures that positively impact racial equity in contracting organizations,[9] such as equity plans and the prioritization of culturally specific services.[10] Additionally, as our community faced the disparate health impacts of COVID-19, the Joint Office prioritized Communities of Color and culturally specific organizations.[11]

Organizational equity plans and the prioritization of culturally specific organizations will be two components of the ongoing system expansion efforts through the Metro Supportive Housing Services Measure. All new and expanded programs and services funded by the Measure will be required to submit an organizational equity plan and incorporate culturally responsive practices into their service delivery model. Equity will also be a core component of all procurement processes. Furthermore, the JOHS will collaborate with culturally specific organizations by forming an advisory group composed of these organizations to inform the homeless system of care's expansion. Through this ongoing dialogue, the expanded administrative and infrastructural needs of culturally specific organizations will be prioritized.

Centering the perspectives and experiences of Communities of Color and culturally specific organizations was foundational to the development of this Plan. This occurred through multiple strategies that manifested through facilitated dialogues, a survey for individuals currently experiencing unsheltered homelessness, and engagements with culturally specific organizations. An equity lens was utilized in the design and actualization of all community engagement functions. All facilitated dialogues were oriented around racial equity, with a specific emphasis on identifying the needs of Communities of Color, and surveys asked specific questions to identify the particular experiences of individuals of color. The Joint Office also conducted a comprehensive review of feedback and information received through other racial equity focused processes outside of the Local Implementation Plan community engagement process, and incorporated that feedback as well.

AHFE is also committed to implementing racial equity throughout its structure. The Equity Committee, charged with leading this work, met three times to develop input for the Plan, discussing how to best incorporate equity in the Plan and throughout the program.

Inclusive Community Engagement

Under the guidance of the AHFE Coordinating Board, Multnomah County, through the JOHS, designed a comprehensive and inclusive community engagement strategy that centered the perspectives of Communities of Color, people with lived experience, and reached an unprecedented number of stakeholders. Through 70+ virtual engagement meetings, ad-hoc feedback[12] and two surveys that received nearly one-thousand (961) responses combined, the JOHS received rich input and feedback that has been incorporated throughout this plan.

The JOHS employed supportive and inclusive engagement practices to eliminate barriers to participation. This included the use of incentives, providing opportunities outside of normal business hours, translating key engagement materials and leveraging existing scheduled

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[9] A Home For Everyone [AHFE] Equity Committee. (2018). *Equity Committee Charter*. Retrieved from: http://ahomeforeveryone.net/equity-committee-workgroup

[10] JOHS will be in alignment with the *Contracting and Procurement for Culturally Specific and Responsive Services* (2017) guidance document prepared by Multnomah County's Office of Diversity and Equity. (https://multco.us/diversity-equity/news/multnomah-county-issues-guidance-contracts-culturally-specific-services

[11] JOHS is in alignment with AHFE's *Racial Equity Lens* (http://ahomeforeveryone.net/s/Racial_Equity_Lens.pdf).

[12] Throughout the Plan development process, September-November 2020, community stakeholders were provided the option of submitting feedback via email and by online form on the AHFE website.

meetings to reduce scheduling burdens. Additional details outlining the methods of engagement can be found in Appendix D.

Centering the Perspectives of Communities of Color and Those With Lived Experience

Racial equity was central to the engagement process. Virtual meetings included an overview of systemic racism, an explanation of the impact of systemic racism on homelessness outcomes, and a grounding in the importance of advancing racial equity via the SHS Program. All meetings included specific questions concerning the particular needs and experiences of Communities of Color.

Black, Indigenous, People of Color (BIPOC), representatives of culturally specific agencies and people with lived experience of homelessness were represented in the majority of these meetings. Additionally, the JOHS held several focus group engagements with culturally specific organizations.

Community surveys posed questions to identify specific unmet needs for Communities of Color and gather recommended priorities to address those needs. Additionally, survey responses were disaggregated by race to understand responses specifically from Communities of Color. Finally, the JOHS worked with Portland State University's Homeless Research & Action Collaborative (HRAC) to develop a survey specifically for people experiencing homelessness, and, thanks to Street Roots, reached 383 people, 37% of whom identified as BIPOC. A November 2020 report prepared by HRAC summarizing the survey findings, *Local Implementation Plan Unsheltered Survey Results,* is presented as supplemental material in Appendix O of this Plan.

Continued Engagement Strategies

This Plan represents high-level strategies for investments and, therefore, the JOHS will continue to engage stakeholders, focusing on specific Communities of Color, to inform specific investments and the design of SHS programs. The JOHS will continue to employ strategies that promote inclusive engagement, including:

- Scheduling additional engagements with options outside of normal business hours;
- Providing stipends, child-care services, translated meeting materials and provided interpretation services, along with other barrier-mitigating strategies and incentives for participation whenever possible;
- Intentionally engaging culturally specific organizations, especially smaller organizations, to evaluate specific needs for capacity to grow programs and develop competitive funding applications; and
- Continuing to leverage AHFE committees, workgroups and system coordination groups.

Analysis of Inequitable Outcomes

The following analysis is a framework to identify and address racial disparities within the homeless system of care in Multnomah County. Overall, the analysis reiterates what the community has known for years — Communities of Color are overrepresented in the homeless population; they face significant barriers to accessing resources, and many experience worse outcomes in homeless and housing programs than non-Hispanic White households. In this section we also begin to identify the policies and practices that represent barriers for Communities of Color, and some of the strategies to remove those barriers. This is necessarily

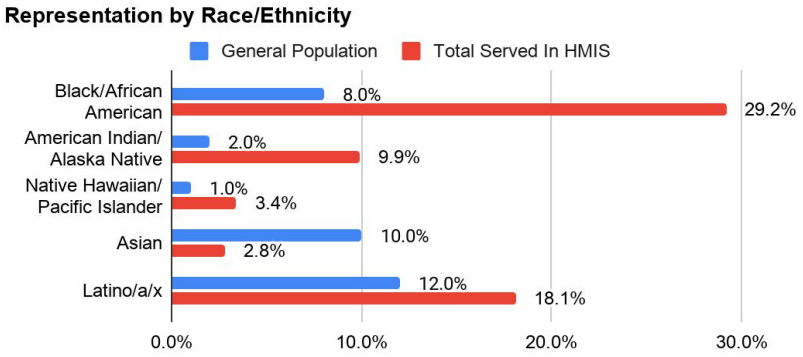
a high-level review and significant additional work will need to be done as we move toward full implementation of the SHS Program.

Racial and Ethnic Disparities Among Households Experiencing Homelessness

The disproportionate rates of homelessness among Communities of Color can be traced to centuries of policies that prevented People of Color from accessing resources. Policies such as redlining, where communities of color were disproportionately denied access to FHA loans, and eminent domain, where communities of color were disproportionately displaced, ultimately prevented many BIPOC individuals from obtaining home ownership, which is a major conduit to housing stability and wealth. Further, policies that restrict the level and duration of services and financial assistance for immigrants and refugees force many in these communities to take any housing or employment resource immediately available, foreclosing future opportunities.

The current manifestation of systemic racism within social systems continues to create barriers to housing access for Communities of Color, immigrants and refugees. Two examples of this dynamic can be seen in both criminal justice and housing systems. Through the over-policing of Communities of Color and racism in policing, BIPOC individuals are disproportionately arrested and convicted of crimes. In housing, BIPOC individuals are also disproportionately evicted. Receiving a criminal conviction or a formal eviction can prevent individuals from accessing housing and contributes to the likelihood that a person will become and remain unhoused. Both of these issues were uplifted throughout community engagement.

We also see disparities for Communities of Color in accessing the homeless services system. Fiscal Year (FY) 19/20[13] data from the Homeless Management Information System (HMIS)[14] show racial disparities among those served in homeless system programs. Communities of Color identified below, with the exception of the Asian community, were overrepresented in these data, which is consistent with what we see in other data, like the Point-in-Time[15] Count, where Communities of Color are similarly overrepresented. This is especially true for Black/African American and American Indian/Alaska Native communities.



[13] Fiscal Year 19/20: July 1, 2019 - June 30, 2020

[14] The Homeless Management Information System (HMIS) is the primary database used for collecting, storing, and reporting on data from the homeless services system. The HMIS database is mandated by the U.S. Department of Housing and Urban Development (HUD) to receive federal funding. The City of Portland manages the HMIS database for Multnomah County and for other Homeless Continuum of Care systems across Oregon.

[15] The Point-in-Time (PIT) Count is a nationwide effort every two years to count the number of unsheltered people on a single night in January. The U.S. Department of Housing and Urban Development (HUD) started the count in 2003, each community does their own count, and it is a requirement to receive federal funding for homeless programs. The PIT Count is sometimes considered an undercount, as it only counts people that are visibly experiencing homelessness on a single night. See "3.1 What the PIT Count Does and Does Not Tell Us" in the JOHS report, *2019 Point-In-Time Count of Homelessness in Portland/Gresham/Multnomah County, Oregon*.

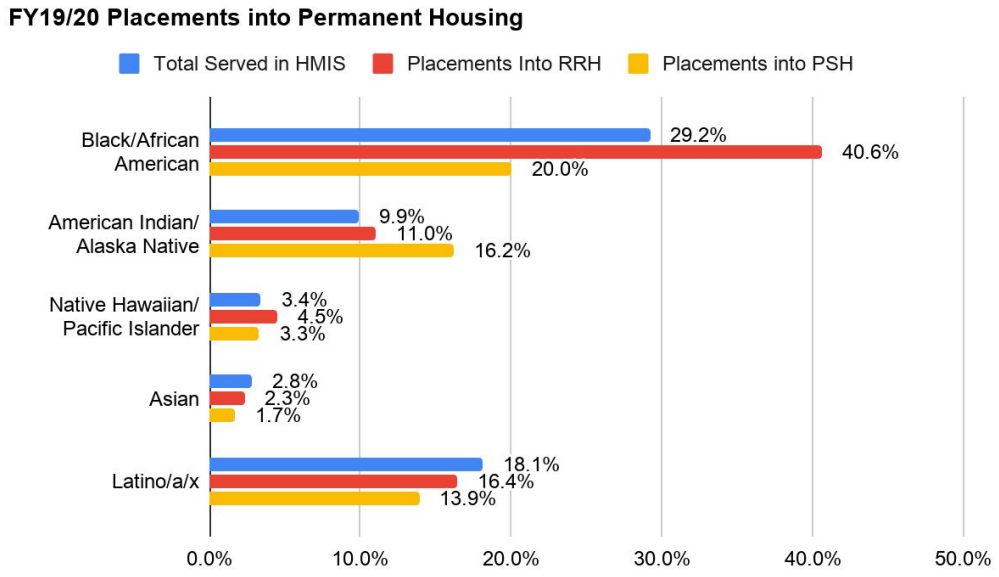
It should be noted, however, that any household included in HMIS data would have had to access a homeless system program in order to be counted. It is therefore very likely that Communities of Color experience homelessness at even higher rates than the data indicate given that they face significant systemic, institutional and individual barriers to accessing the homeless services system. Barriers such as racism, English-only access points, strict eligibility requirements, extensive documentation, and distrust prevent some households from accessing the homeless services system altogether.

Culturally specific providers emphasized that there is often distrust in seeking housing assistance due to a legacy of anti-black and anti-brown policies and practices. Providers added that Communities of Color prefer to access resources, supports and services within their trusted and established networks, and that centralized triage, assessment, and intake systems can often exclude most communities.

While this quantitative data offers a glimpse at access disparities on the basis of race, a full analysis will of course require disaggregation on the basis of each individual community of color and their experience accessing each type of service to be funded by the SHS Measure.

Racial and Ethnic Disparities in Homeless System Program Outcomes

The data below show placements into permanent housing by race and ethnicity as compared to representation in the total homeless population.



RRH: Rapid Re-Housing; PSH: Permanent Supportive Housing

Housing Placement Outcomes by Race & Ethnicity

We see in this data that Black/African Americans/American Indian/Alaska Natives and Native Hawaiian/Pacific Islanders had higher rates of placement into Rapid Re-Housing (RRH)[16] than their representation across homeless system programs. Asian and Latinx communities, on the

[16] Rapid Re-housing is a limited-duration intervention to provide rental assistance and services. It is informed by a Housing First approach, and assistance is offered without preconditions (such as employment).

other hand, had lower rates of placement into RRH as compared to their representation across homeless system programs. This could be explained in part by the fact that there are some RRH programs in Multnomah County that are prioritized specifically for Black/African Americans and American Indian/Alaska Natives, though the data could also indicate possible barriers to accessing RRH for Asian and Latinx communities.

Permanent Supportive Housing (PSH)[17] data show even greater disparities in housing placements, with Black/African Americans and Latino/a/x communities experiencing significantly lower rates of placement as compared to their representation. PSH often comes with stricter eligibility criteria than RRH, including restricting eligibility to people living on the street or in a shelter. We know that Communities of Color often experience homelessness in doubled and tripled up living conditions rather than living unsheltered.

We heard from culturally specific providers of the numerous barriers to accessing permanent housing faced by Communities of Color, and these barriers can differ depending on the specific community. For example, documentation requirements are a significant barrier[18], particularly for the immigrant and refugee communities and in light of Public Charge.[19] Providers also uplifted the fear some families of color, particularly Black/African Americans, face in disclosing their homelessness status for fear of losing their children.

Housing Retention Outcomes

Housing retention refers to whether a household was still permanently housed one year after exiting a permanent housing program. Using collected[20] data from the HMIS system for FY19/20, the average retention rate was **85%**. The data indicate that American Indian/Alaska Natives and Black/African Americans experienced lower rates of housing retention, (**82%** and **84%** respectively).

Returns to Homelessness

Another measure of relative success in housing programs is the average percentage of people that fall back into homelessness within two years after gaining permanent housing.[21] The average rate of return in FY19/20 was **24.9%,** and we saw higher rates of returns for the following communities:

- American Indian/Alaska Native **26.2%**
- Black/African American **28.7%**
- Native Hawaiian/Pacific Islander **27.9%**

Engaged stakeholders from Communities of Color provided context that can help explain some of the disparities in maintaining housing. People of Color experiencing unsheltered homelessness[22] indicated that losing housing is their number one worry about moving back into

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[17] Permanent Supportive Housing (PSH) is an intervention that combines affordable housing assistance with voluntary support services that are designed to help participants stabilize and remain in housing.
[18] See Appendix G: Documentation Barriers for additional details.
[19] The law allows for a review of the use of U.S. public benefits to determine if the person is likely to use government aid in the future and this can affect an application for citizenship (https://www.oregon.gov/DHS/DHSNEWS/Pages/Public-Charge-Proposal.aspx).
[20] On average approximately 28% of the retention data in FY19/20 was unreliable because it was either missing or the households were unable to be reached.
[21] Due to the two-year timeline, this data includes people housed in FY18/19 and whether they returned to homelessness by FY20/21.
[22]See report presented as supplemental material in Appendix O of this Plan for additional details.

housing, highlighting the importance of addressing the gaps in the system that perpetuate barriers to housing retention. Barriers identified by culturally specific providers include:

- An overall lack of culturally specific services across every program and dedicated to special populations like LGBTQIA2S+ and youth;
- Need for more housing-focused outreach to Communities of Color in locations where there are services deserts, including East County;
- A lack of Communities of Color represented in staff positions, including direct service staff;
- A lack of intensive housing supports - including behavioral health services - to support People of Color and immigrants and refugees as they transition into permanent housing, and a need for trauma-informed services offered on site as much as possible;
- Capacity needs for culturally specific providers to scale successful programs and prepare competitive funding applications;
- The need for additional legal supports and advocacy to ensure Fair Housing and access to reasonable accommodations;
- A lack of opportunities to build and/or stay connected with community, including cultural activities and the ability for friends and family to visit; and
- A lack of larger housing units for Families of Color, immigrants and refugees, especially those living in multigenerational households.

Strategies to Address Racial Disparities

The JOHS led a robust community engagement process that provides the foundation for identifying the full range of system and organizational policies, practices, rules, biases and restrictions that perpetuate racial disparities. A Phase I (see below) implementation priority for the SHS Measure will be to continue to work with AHFE and Communities of Color to spell out these barriers and collaboratively develop the specific strategies to address them.

Current racial disparities in homelessness represent the sum total of racist policies and the ongoing manifestation of racism within our social systems. To eliminate these racial disparities, all strategies to combat homelessness must be rooted in racial equity and justice. While a comprehensive set of strategies to overcome racial disparities in the homeless response system will be formulated and updated throughout the implementation of the SHS Program, there are some initial strategies that can be employed immediately to address some of the barriers mentioned by stakeholders. These strategies include investments in better data collection, additional data and administrative capacity for culturally specific organizations and supporting all service providers to more actively center race in service delivery. These and other strategies are outlined in the Planned Investments section of this plan.

System Investment Gaps & Needs Analysis

The following analysis provides an estimation of the number of people in each of the two SHS eligibility groups[23] who are experiencing homelessness across the region, and the scope of need that will be addressed specifically in Multnomah County. The analysis then highlights homeless system gaps in access to and outcomes of housing and services by program type,

[23]SHS eligibility groups are households experiencing or at substantial risk of experiencing homelessness, with an emphasis on extremely low-income households (0-30% MFI) with a disabling condition who are experiencing or at risk of experiencing long-term literal homelessness.

which leave unmet needs for the many households experiencing homelessness, especially Communities of Color. The analysis also includes gaps in infrastructure and alignment, including capacity, partnerships and coordination. This analysis is informed by:

- Regional data and local data showing the scope of unmet needs of SHS priority households;
- Regional and local data on Current System Investments by housing program type; and
- Insights synthesized from our Local Implementation Plan's community engagement process.

Population Scope: Number of households

At least **24,260** households experienced homelessness across the region over the course of 2017.[24] **4,936** of those households were extremely low-income, had at least one disabling condition and experienced long-term literal homelessness. People in this SHS eligibility group most often need intensive interventions like supportive housing. The remaining **19,324** households are experiencing homelessness more broadly, and in most cases, may not need the intensity of supportive housing, but will likely need rent assistance and less intensive supportive services. Here is the breakdown of these figures by household type derived from the 2019 report, *Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region* released by Portland State University's Homelessness Research & Action Collaborative.

Regional Homeless Population by Household Type

Household Type	Percentage (Number)) of **Individual Households**	Percentage (Number) of **Family Households**
Extremely low-income households with one or more disabling conditions experiencing/at imminent risk of experiencing long-term literal homelessness	90% (4,452)	10% (483)
Households experiencing/at substantial risk of experiencing homelessness	54% (10,471)	46% (8,853)

Proportionate Size and Scope in Multnomah County

Multnomah County's general population represents approximately 46% of households across the Tri-County region.[25] However, for many reasons, the County's homeless system of care serves a significantly larger proportion of households experiencing homelessness. In FY18/19, publicly-funded programs within the County's homeless system of care served approximately 90% of the total households served across the three counties. These programs provided approximately 84% of the region's supportive housing beds, 85% of the region's rapid

[24] Zapata M, Liu J, Everett L, Hulseman P, Potiowsky T, & Willingham E. (2019). *Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region*. Portland State University. Retrieved from: https://www.pdx.edu/homelessness/faculty-and-staff-research. Note: report is presented as supplemental material in Appendix M of this Plan.

[25] U.S Census Bureau, Population Estimates Program [PEP]. (July 2019). "Population Estimates, July 1, 2019 (V2019)." *Multnomah County, Oregon*. Retrieved from: https://www.census.gov/quickfacts/fact/table/multnomahcountyoregon#

re-housing beds, 87% of the region's year-round emergency shelter beds and 82% of the region's transitional housing beds.[26]

Sharing responsibilities in meeting the needs of homeless and at-risk households will require significant expansions of the homeless systems of care in both Washington and Clackamas counties to meet the needs of a larger number of households than currently present in their local data. For Multnomah County, this will mean addressing the needs of a more equitable proportion of households.

Multnomah County will initially receive about **45.3%** of the region's SHS Program funds. In the spirit of shared responsibility, Multnomah County plans to strengthen and enhance its homeless system of care to address unmet needs based on the County's proportion of SHS resources (45.3%). Using this approach, Multnomah County will use SHS funds to help:

- Over the course of the program, at least **2,236** extremely low-income households with at least one disabling condition who are experiencing/at imminent risk of experiencing long-term literal homelessness, obtain and retain permanent housing; and;
- Annually at least 3,000[27] very low-income households who are experiencing or are at substantial risk of experiencing homelessness, to obtain or retain permanent housing. Currently there are an estimated **8,754 households** that meet this criteria.

Before considering specific gaps in meeting the needs of the populations identified above through homeless system programs, it is important to consider current homeless system investments and the capacity of existing programs, within a regional context.

Current Investments and Capacity: Homeless System of Care

The Joint Office of Homeless Services manages the majority of current public-sector investments in services to address homelessness in Multnomah County, and contracts most of those funds to a large network of community-based organizations throughout the County, including to providers of culturally specific and culturally responsive services.[28] Both the Joint Office and Home Forward, the community's Housing Authority, manage and/or directly provide publicly-funded rent assistance included in housing programs within the homeless system of care.

The following overview of current investments by program type uses figures from a July 2020 regional data analysis report provided to Metro, *Regional Supportive Housing Services Tri-County Data Scan,*[29] and reflects public funding flowing through the Joint Office of Homeless Services, as well as funding through local community action agencies and Home Forward. The FY19/20 investments shown below do not include funding that flows directly to service providers, expenses billed to Medicaid, or COVID-related investments.

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[26] This data is included in a report that is provided as supplemental material in Appendix N.

[27] This figure represents total served annually and includes households that newly receive support and households that are continuing support from previous program year/s.

[28] Culturally responsive services are services adapted to align with beliefs, practices, and linguistic needs of communities whose members identify as having a particular cultural affiliation, for example, by virtue of their place of birth, ethnic origin, preferred language, shared experiences or shared identities (*Contracting and Procurement for Culturally Specific and Responsive Services*, 2017, p. 5).

[29] Report included as supplemental material in Appendix N.

FY19/20 Public Funding Investments by Program Type[30]

Program Type	FY19/20 Public Funding	Bed Capacity	# People Served	# Households Served
Supportive Housing	**$38,628,151**	4,947	4,828	3,392
Rapid Re-housing	**$34,188,197***	2,186**	6,563	3,507
Prevention		N/A	6,501	2,869
Emergency Shelter	**$17,041,310**	1,891	5,136	4,480
Transitional Housing	**$1,133,565*** **	746	1,291	1,242
Outreach****	**~$2,900,000**	N/A		

*Rapid Re-housing and Prevention investments are combined in this analysis.
**Rapid Re-housing "beds"reflect people currently served in the program and do not reflect total bed capacity.
***Transitional housing
****Outreach was not included in the regional report. Figures used here are from the Joint Office of Homeless Services FY20/21 budget.

Unmet Needs and System Gaps by Program Type

The amount of need for housing interventions in Multnomah County will depend upon the ability of all three counties to significantly enhance and/or expand housing solutions within their homeless systems of care to meet their proportionate share of the need across the region. This will require ongoing close collaboration with the other two counties to closely monitor local and regional needs for each type of housing program and adjust proportions accordingly when needed. The analysis on the following pages describes high-level unmet housing-related needs by program type. It should be noted that some housing-related needs specific to Communities of Color were highlighted above in the Analysis of Inequitable Outcomes, so those insights will not be repeated below.

Households experiencing or at substantial risk of experiencing homelessness require an array of flexible rent assistance and tenant-centered supportive services to meet their short and long-term housing needs. Some households will need only one-time resources to prevent homelessness, some will only need rent assistance, others will need long-term rent assistance and long-term intensive supportive services, and many will find that their needs for housing resources change over time.

Extremely low-income households (0-30% MFI) living with significant disabling conditions and experiencing long-term and cyclical homelessness often live unsheltered for years and benefit most from intensive and long-term housing supports. The 2019 Point-in-Time Count identified over 1,700 people experiencing chronic homelessness on one night, a 37% increase over 2017, and 77% of those individuals were unsheltered.[31] Those surveyed identified substance use disorders and mental health as the most common disabling conditions. In response to these trends, Multnomah County's homeless system of care has expanded housing and services

[30] Definitions of program type are located in Appendix F.
[31] Joint Office of Homeless Services [JOHS]. (2019). *2019 Point-In-Time Count of Homelessness in Portland/Gresham/Multnomah County, Oregon*. Retrieved from: http://ahomeforeveryone.net/point-in-time-counts

options for those experiencing chronic homelessness with guidance from the 2018 Strategic Framework to Address Chronic Homelessness,[32] and has made progress towards a community goal set in October of 2017 of creating 2,000 units of supportive housing; however, gaps in housing and services quality and capacity mean that many of these households live with significant unmet needs. The needs as they pertain to housing quantity and quality are summarized below.

Supportive Housing

Extremely low-income households with a disabling condition who are experiencing long-term homelessness often need both long-term rent assistance and long-term intensive support services (including case management, healthcare and behavioral health services), or in other words—supportive housing.[33] Using SHS funds, Multnomah County plans to address the housing needs of at least 2,235 households that meet this criteria. The County had previously set a community goal to create 2,000 units of supportive housing between 2017 and 2027. As of October 2020, approximately **1,900**[34] units/households of the 2,235 need funding for long-term rental assistance and/or services.[35] As with all of the gaps identified in this Plan, the need and available resources will be reevaluated on a regular basis and goals will be adjusted accordingly.

In community engagements, several stakeholder groups detailed some of the culturally specific needs of Communities of Color experiencing homelessness and raised the fact that those needs remain unmet time and time again due to the lack of culturally specific and responsive supports. In order to center the needs of Communities of Color, supportive housing will need to be expanded, programming will need to become more flexible, and services — in particular behavioral health services — will need to be enhanced, and, in some cases re-designed, with continued input from these communities.

Rent Assistance

According to community stakeholders, there is a great need in households experiencing homelessness for flexibility in the way that rental assistance is administered to both honor client choice and address a variety of barriers. These barriers include extensive documentation requirements, waiting time for approval, funder-imposed rent limits, and limited options for when households need to or want to move[36]. Stakeholders also emphasized the need for an array of rental assistance offerings, with a mix of tenant-based rent assistance that can be used anywhere in the rental market, project-based assistance tied to new and existing units, and more opportunities for service providers to master lease units (sponsor-based assistance).

For extremely low-income households (0-30% MFI) with a disabling condition and experiencing or at risk of long-term literal homelessness, long-term rent assistance is crucial to maintaining housing stability. Many extremely low-income households experiencing shorter-term homelessness will also need long-term rent assistance to maintain housing stability.

For very low-income households (30-50% MFI) experiencing or at risk of episodic homelessness, there is a range of rental assistance needs from short to longer-term assistance that varies based on household needs and may change over time as household compositions

[32] Joint Office of Homeless Services [JOHS]. (2018). *Strategic Framework to Address Chronic Homelessness*. Retrieved from: http://ahomeforeveryone.net/s/CH_Strategic_Framework

[33] Supportive housing is defined in Appendix F, and includes transitional recovery-focused housing.

[34] This would be a 1,900-unit/bed increase to the number shown in the Current Investments chart.

[35] Other community resources (HUD vouchers, local funds) have funded rental assistance and services in the other units.

[36] See Appendix G: Documentation Barriers for additional details.

and circumstances change. For those not eligible for supportive housing, rent assistance often comes in the form of publicly-funded affordable housing (HUD[37] vouchers) or Rapid Re-Housing. Many of our culturally-specific service providers have indicated that the eligibility criteria is often too narrow to serve these households and additionally, the assistance is not for a long enough period of time. This is particularly the case for Black/African American, American Indian/Alaska Native and Latino/a/x households, and for youth transitioning to adult services (at age 25).

Supportive Services

Very low and extremely low-income households experiencing or at risk of homelessness need an array of supportive services that are tenant-centered, designed by those who will be using them, voluntary, and range in intensity based on specific household needs. Therefore, flexibility is paramount in the type and intensity of services that are offered.

Extremely low-income people with a disabling condition that are experiencing or at imminent risk of long-term literal homelessness will often need long-term intensive housing-based supports, along with clinical behavioral health services that are offered as part of supportive housing. Many households at substantial risk of or are experiencing homelessness more broadly also may need supportive services to maintain housing stability. These shorter-term services may not need to be as intensive or prolonged as those provided in supportive housing, though it should be noted that households newly experiencing homelessness include a large number of youth, families with children and domestic and sexual violence survivors, each with their own unique set of needs.

Behavioral Health Services

Based on a broad community survey of stakeholders, the top service[38] need across the County is more behavioral health services capacity, from outreach for unsheltered and doubled-up populations through supports in housing. This specifically includes intensive mental health supports and substance use services that can be offered where clients are located, as well as peer supports and culturally specific behavioral health services for Communities of Color and immigrants and refugees. Further, based on HMIS data, households with disabling conditions, including a mental illness and/or a substance use disorder, are represented at lower rates in homeless system programs than their representation in the 2019 Point-in-Time Count.[39] This could suggest barriers to access for these populations in some or all of these programs, or could point to a lack of behavioral health and mental health supports available within these programs. Additional analysis would need to be completed to determine the full scope of service gaps and needs, though the data is consistent with the stakeholder input highlighting an overall need for more behavioral health resources.

Other Supportive Services

Other service gaps and needs identified through surveys and community engagements include:

- Housing-based supportive services that would range in intensity and duration, depending on household needs. Such services would include:
    - Housing-based case management;
    - On-call resources and support for when crises arise or escalate;

[37] The U.S Department of Housing and Urban Development.

[38] Behavioral health services were ranked as the highest need in community engagement survey and frequently discussed in stakeholder engagement meetings.

[39] See Appendix K: Data Tables for additional details.

    - Culturally-specific and responsive housing-based services delivered through existing community networks; and
    - Advocacy on behalf of the household for issues related to tenancy
- Intentional, intensive services to support household transitions from shelter/streets into housing. In a survey of BIPOC[40] experiencing unsheltered homelessness, respondents indicated that losing housing and overly strict rules were their top worries in moving back into housing.
- Community engagement services: There is a prevalence of isolation once households move into housing. There is a need for more focus on intentionally building community to promote a sense of belonging, and to offer opportunities for households to stay connected to their existing networks.
- Increased resources for staffing: There are not enough staffing resources dedicated to each household (case ratios are too high and there are often issues of staff availability for coverage).
- Increased self sufficiency services: Households report struggles with getting the support they need to achieve higher independence.
- Increased transportation services: There is not sufficient transportation for households to access services.[41]
- Although not specifically services related, a need for better housing quality and type was raised by culturally specific providers and by providers in the recovery community:
    - There are not enough larger units available for families, especially those in multigenerational family units.
    - There is a need for more recovery housing, particularly for entire families so that people discharged from inpatient treatment can reunite with their family.

Multnomah County expects to serve thousands more households per year with SHS funds than the system currently serves, though we will not be able to meet the needs of all eligible households, particularly since the number needing housing assistance is expected to grow due to the impacts of COVID-19. Rent assistance and services programs will prioritize very low-income (0-50% MFI) as well as extremely low-income (0-30% MFI) households in Communities of Color, including those with disabilities who are experiencing or at risk of long-term literal homelessness.

Homelessness Prevention Resources

Very low-income households at substantial risk of homelessness need homeless Prevention and Diversion resources that are focused on households with the greatest risk of falling into homelessness. The SHS program cannot address the larger issues of poverty and economic disparities; however, it provides the flexibility to prevent thousands of households from entering or reentering homelessness if the funds are used strategically. Community stakeholders emphasized the importance of growing the community's Prevention and Diversion programs especially as eviction moratoria are set to expire.[42] More detailed planning work is necessary

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[40] See report presented as supplemental material in Appendix O of this Plan for additional details.

[41] Smock, K, Besser, D. (2019). *2019 Poverty in Multnomah County*. Report prepared for the Multnomah County Department of County Human Services, Youth and Family Services Division under the oversight of the Multnomah County Commission for Economic Dignity. Retrieved from: https://multco.us/dchs/2019-poverty-multnomah-county-report. Note: See p.40 for the Multnomah County Transit Access (Density) Map.

[42] The Centers for Disease Control and Prevention (CDC) implemented a federal eviction moratorium to prevent the spread of COVID-19. This is set to expire on December 31, 2020. Benfer et al. (2020) estimates that 30-40 million people in the U.S. are facing eviction. See Benfer, E., et al. (2020, August 7). *The Covid-19 Eviction Crisis: An Estimated 30-40 million people in America are at Risk*. Aspen Institute. Retrieved from: http://aspeninstitute.org

with service providers and other AHFE participants to determine the scale and type of Prevention and Diversion programs, and how they will be prioritized using SHS funds.

Pre-Housing Resources and Services

Many extremely-low and very low-income households experiencing/at substantial risk of homelessness will need pre-housing supports that engage them wherever they are, provide connections to needed services and guide them through the process of securing housing. It is near-impossible to quantify the need for pre-housing services, as most households need at least some level of support and services utilization data does not fully convey the scope of need for these resources. Feedback gathered in community engagements and surveys identify several unmet needs in this area.

Outreach/In-Reach: Community outreach and in-reach were identified as an area of need, with an emphasis on Communities of Color and other populations like youth and LGBTQIA2S+. Although there is a relatively large network of outreach workers for general street outreach, there is not enough population-specific or multi-lingual outreach available. Community partners also report a lack of capacity for in-reach into institutional settings such as hospitals and jails. Some specific gaps include:

- A need for more supplies in the field that can facilitate services access (i.e. mobile hotspots, tablets, printers).
- Support in navigating various services systems is a high priority, especially for those who need multilingual assistance and those who do not have access to technology.
- An increasing need to provide hygiene access to address the lack of toilets, showers, laundry, internet access and garbage clean-up for people living unsheltered and in camps.
- A need to deliver more behavioral health-focused outreach, particularly to those living outside, that pair with support to navigate behavioral health systems.

Housing Navigation: There is not enough housing-focused navigation to help households find and secure permanent housing, including advocating for households during the application process (application supports, document readiness, fair housing, reasonable accommodations). Navigation services were also highlighted as a top need in the stakeholder feedback survey.

Housing Access Barrier Elimination Funds: There is a need for more resources to address housing barriers that can be eliminated with financial assistance, such as paying past debt, deposits, application fees, documentation fees, legal fees and moving costs.

Health Care: As more people find themselves living outside during a pandemic, there is an urgent need for building rapport through outreach and connecting households to mainstream health care services. For unsheltered households, this includes more street-level medical care and mobile health care services that are able to be delivered outside of traditional settings.

Shelter

Shelter capacity and a range of shelter options have surfaced via community feedback as a need for SHS eligible households, to the extent that there continues to be a lack of permanent housing options for people living unsheltered. Multnomah County has more than doubled the number of shelter beds over the past several years, yet there are gaps in the system in where shelter is located and how it is able to provide for special populations, including a growing number of people with complex physical and behavioral health challenges who are living

outside. Among the most pressing shelter needs as identified through data and by stakeholders are:

- Overall Capacity
  - The need for additional shelter beds until more permanent housing is available.
- Type of Shelter
  - Desire for alternative shelter options (non congregate, sanctioned tent camping, safe parking, etc.); and
  - There is a need for more dedicated resources to promote community-driven shelter models that offer welcoming environments with trauma-informed approaches to service delivery.
- Services
  - More housing-focused services located in shelter;
  - Culturally specific and responsive services on site in shelters with staff representation from Communities of Color;
  - Increased case management services brought on-site into shelters to provide opportunities for pre-housing services; and
  - Behavioral health services, including mental health and substance use services.
- Facilities
  - Increased security for belongings, especially medications and documentation;
  - Some shelters do not have adequate access for people with disabilities; and
  - Ability of medically vulnerable and immunocompromised participants to remain safe.

Needs for Homeless System Infrastructure & Capacity

Operating a homeless system of care requires more than a collection of funded housing and services programs. The JOHS has worked over the past five years to advocate for and intentionally build capacity for contract management, program design and planning, training, data analysis, community engagement and capacity to actively center racial equity, that comprise the infrastructure that designs, coordinates and improves programs for those experiencing homelessness.[43] Although questions regarding infrastructure were not specifically asked in community engagements or the surveys, stakeholder feedback, particularly from jurisdictional partners, service providers and staff within the JOHS, offered insights into current and anticipated needs to support the SHS Program.

Community-Based Organization (CBO) Capacity: Many service provider organizations do not currently have the capacity to scale programming to meet the needs of the SHS Program. This is especially true for smaller CBOs serving specific Communities of Color.

- Smaller organizations are sometimes unable to access funding solicitations and lack the staffing to navigate the solicitations and prepare competitive applications. These organizations often do not have the data to demonstrate outcomes in the ways that many solicitations require.
- Across providers large and small there is a need for more administrative capacity to conduct program tracking, management, monitoriting, data collection (including technology), reporting, and evaluation.
- There is insufficient funding to appropriately compensate direct services staff, which has led to system-wide practice of high caseloads and high staff turnover.

[43] The Joint Office of Homeless Services (JOHS) aligns with A Home For Everyone's (AHFE) Vision, Guiding Values, and Principles (http://ahomeforeveryone.net/vision-principles).

- Organizations across the homeless system of care require ongoing technical assistance and support to implement racial equity.

Coordination and Partnerships: AHFE fills a large need by providing platforms to build partnerships and better coordinate services. There are continued opportunities for improvement here, as County department services are not yet fully coordinated with one another and often service referrals result in programs that are at capacity or have long wait times. Expanded coordination with health care systems and Coordinated Care Organizations[44] will also be critical to the success of the SHS Measure. In addition, there are limited resources to support landlord engagement and relations, which will be a growing system-wide need as rent assistance programs scale up significantly with SHS. Along with these efforts, Fair Housing technical and legal assistance will need to scale up.

Data & Evaluation: The JOHS and the Portland Housing Bureau manage the community's HMIS database. The JOHS has spent the past few years building a data infrastructure to better track, report and analyze system data. However, a program of unprecedented size such as SHS, will require the JOHS, as well as the network of CBOs to build out their data collection, reporting, and evaluation capacity. This expansion and integration will also have to occur regionally.

Commitment to Non-Displacement of Funds

Through the JOHS, in FY21 Multnomah County and the City of Portland are investing approximately $70 million of local general fund into the types of services authorized by the SHS Measure. Of that total, the FY21 allocation of Multnomah County general fund is approximately $35 million. Multnomah County hereby commits not to use SHS funds to reduce general funds committed to the JOHS to provide supportive housing services for purposes of reallocating those funds to other priorities.

Gaps in Geographic Equity Across Multnomah County

The community's homeless system of care resources are concentrated mostly within the City of Portland, though efforts have been made in recent years to expand shelter, housing and services into other areas of the County. As a result of displacement, many households, especially Communities of Color and immigrants and refugees find that needed resources are out of reach as they are forced to move into outlying areas of the County. Stakeholder conversations and the community survey identified East County, including the City of Gresham, as an area in great need of additional resources, especially rental assistance and support services.[45]

Supportive Housing Across the County

Community stakeholders have emphasized the importance of honoring client choice in housing type and location. There are areas across within the County that have little supportive housing stock,[46] and there is also an important need to expand housing options in areas with amenities and in places that will allow Communities of Color to remain in their historic neighborhoods. It is critical to expand opportunities for tenant choice across new developments and within existing

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[44] Oregon uses a coordinated care model, delivered through Coordinated Care Organizations (CCOs) to provide healthcare coverage to people that qualify for the Oregon Health Plan (Medicaid).

[45] According to the American Community Survey (2013-17 5-Year Estimates), there is a higher percentage of households east of I-205 that are below poverty level (*2019 Poverty in Multnomah County*, p. 70).

[46] "The densest concentrations of affordable units are in downtown Portland, and in Portland's inner east and west side neighborhoods … these areas had high poverty rates in the 1990's but have experienced declining … rates over the past two decades … there are fewer buildings in Portland east of I-205, and even fewer in Gresham, Fairview, Wood Village, and Troutdale" (2019 Poverty in Multnomah County, p.43).

inventory (using flexible tenant-based rent assistance). We have heard from the community of the need for more housing resources in East County, and will work with stakeholders to further identify neighborhoods and areas across the county where resources should be distributed more equitably. Although not comprehensive, a visual map of where supportive housing units are currently located can be found in Appendix H.

Temporary Housing and Shelter Across the County
We have also heard from community members that there is a need for additional shelter capacity in various areas, in particular East County. Short-term investments in additional shelter capacity will likely be made through the SHS Program. When deciding where to site a shelter, Multnomah County will consider areas that currently need more nearby shelter capacity. See Appendix I for a current snapshot of most of the emergency shelters supported by public funding.

Other priorities that surfaced include the need for outreach, navigation and behavioral health services specifically in East County and in areas without substantial public transportation resources.[47]

Investment Plan

Overarching Program Commitments

Through Multnomah County's Supportive Housing Services (SHS) Program implementation, our County commits to the funding allocations as required by Metro:

- 75% of SHS Program funds will be devoted to services to people who are extremely low-income (0-30% MFI), have a disabling condition and either are experiencing or are at imminent risk of experiencing, long term literal homelessness.
- 25% of SHS Program funds will be devoted to services for very low-income households (30-50% MFI) that are either experiencing or are at substantial risk of experiencing homelessness.

We further agree to evaluate locally and regionally the needs of these two populations regularly (at least annually) as the program is implemented. Multnomah County will work with Metro and regional partners to adjust priorities or distributions to better meet the needs of the SHS priority populations and the goals of the program.

Multnomah County further commits to maintaining low-barrier program eligibility requirements, including low-barrier documentation, as well as options for participants in SHS-funded programs to self-report data required for program eligibility. There may be instances when SHS funds are paired or aligned with other community resources that require additional documentation, including third-party documented proof of eligibility (e.g. certain HUD-funded programs). However, it will be a priority to maximize the flexibility offered by the SHS Program to remove documentation requirements to find alternative pathways that maximize access for SHS-eligible households.

[47] According to the Behavioral Risk Factor Surveillance System (BRFSS) survey, the prevalence of mental health issues in adults in Multnomah County (adults that reported mental health is "not good" for 14 days or more) is highest in census tracts east of I-205 (*2019 Poverty in Multnomah County*, p.54).

Planned Investments

By virtue of the very limited time available, this Plan provides only a high-level strategic framework to guide the funding priorities for SHS over the coming years. While Phase I priorities are committed to and detailed below, the majority of funding decisions will be made only after additional in-depth planning over the coming year in partnership with community stakeholders. In that additional planning work, we will continue to prioritize the participation of Communities of Color and people with lived experience of homelessness, and structure engagements to remove barriers to their participation.

The ability to provide a highly detailed spending Plan for the SHS Measure funds is also limited by the lack of clarity about how much funding will actually be available, especially in the early years of the Measure. Metro originally projected annual revenues of over $100 million for Multnomah County, but the short and long-term impacts of COVID-19, together with the anticipated lag in collection rates, will have unknown negative impacts on revenues for the first several years of the program. For purposes of planning, Metro has advised that we should estimate Year 1 revenues at **$52** million for Multnomah County.

The framework for investments provided in this section is derived from the requirements set out in the SHS Measure, the guiding values, objectives, and racial equity and gaps analyses set out above, along with extensive community feedback regarding what is needed to meet those objectives and address those gaps. Phase I investments reflect the more specific known needs and commitments that are either of limited duration or provide a necessary foundation for the long-term expansion of the homeless system of care under the SHS Program. While Phase I investments are thought of as priorities for years 1 - 3, the complete investment strategy for years 2 and 3 will await additional local and regional planning following approval of this plan.

Systemwide Investment Priorities

Certain investments will be needed early and on an ongoing basis to support the effective implementation of the SHS Program. Many of the Phase I investment priorities are in this category. Some of these investments are likely to be made regionally in coordination with Washington and Clackamas Counties.

(1) Community Based Organization (CBO) Capacity: The success of the SHS Program will depend on the ability of CBOs, in particular those offering culturally specific services, to effectively deliver the support services funded by the Measure. Both established and emerging organizations will be needed to support implementation of the SHS Program across all three counties. Therefore, there will be a significant priority placed on building the capacity of CBOs through technical assistance, training (including training to frontline staff), and infrastructure development. Specific strategies will be co-created with stakeholders to encourage and facilitate new CBOs contracting for SHS funds with the County. Following an evaluation, there will likely also be a significant investment in current organizational capacity to address pay equity concerns, help stabilize staffing and enhance outcomes. CBO capacity will be a shared priority of all three counties, and investments will likely be made on a regional basis.

(2) System and Program Evaluation: As part of developing more detailed investment priorities and system expansion strategies for the SHS Program, there is a need to evaluate aspects of our existing homeless response, behavioral health, aging and other aligned systems and program strategies. Ongoing system and program evaluation investments will be essential to ensuring continuous quality improvement throughout the life of the program. Immediate evaluation priorities include assessing the capacity of

CBOs that currently deliver services, including a review of their ability to attract and retain talent given current compensation levels and approaches to equity. Evaluation is an area where investments will likely be made regionally as well as locally. All system and program evaluation work will be carried out using a racial equity lens and with leadership from Communities of Color, immigrants and refugees, and people with lived experience of homelessness.

(3) Data Collection and Sharing: There is a substantial need to strengthen and integrate existing data systems, in particular the HMIS database and healthcare data systems, to expand users and develop new service coordination, tracking and reporting capabilities. Community stakeholders uplifted the difficulty in data collection compliance, particularly as many community based organizations don't have dedicated data staff. In terms of improving service coordination, particularly across departments within Multnomah County, we anticipate investing in existing initiatives that focus on connecting together disparate data regarding client and service access. Establishing and implementing regional data collection and reporting standards will be a necessary area of work and investment, especially in the early phase of the SHS Program.

(4) System Navigation and Coordinated Access:[48] Improving access to information and the mapping of available services was identified as a high priority through community engagement. In addition, enhanced system navigation services that are delivered in partnership with culturally specific providers is a priority need, in particular for Communities of Color and immigrants and refugees. Bringing information and navigation services through outreach to people exiting institutional settings, staying in shelters, and living unsheltered is an added component to this. Finally, improving coordinated access systems in order to ensure equitable access to housing and support services was identified as a high priority, as was ensuring that those who are highly vulnerable and have been awaiting housing on the current coordinated access waitlists, sometimes for years, not lose their place in line as the system is improved.

(5) County Program Implementation Capacity: The SHS Measure will more than double the current budget of the JOHS when revenue reaches the projected total. It will also likely expand critical services offered by other County departments, including the Health Department and the Department of County Human Services. While it is anticipated that the majority of funded services will be delivered by community partners, additional County staffing will be needed to effectively plan, procure, implement, and evaluate the SHS Program.

Planned Investments by Service Types

Our community engagement sessions and surveys asked participants to identify service priorities based on two population groups identified in the SHS Measure: (1) those who are extremely low-income (0-30% MFI), living with one or more significant disabling conditions and are, or are at imminent risk of, experiencing long-term literal homelessness and, (2) those who are very low-income (30-50% MFI) and are, or are at substantial risk of, experiencing homelessness. While the types of services identified as priorities were largely the same, how they ranked in priority varied. We also heard very clearly from our community stakeholders that

[48] The Coordinated Access model is recommended by the U.S. Department of Housing and Urban Development (HUD) and is a requirement to receive federal funding for homeless services. The intention of Coordinated Access is to provide homeless services to anyone regardless of where they first seek services. Multnomah County has a Coordinated Access system for Adults, Families, Youth (25 yrs and younger), and Survivors of Domestic Violence. There is a fifth system, the Veteran By-Name list. Each system has established unique processes to assess needs and deliver services. See AHFE website "Coordinated Access in Multnomah County" at http://ahomeforeverone.net/coordinatedaccess

people's needs will vary along a continuum, and that our priority must be to provide each person the specific type and intensity of support that they need to be successful in ending their homelessness. In addition, in all cases, the priority is delivering services in a manner that ensures equity in access and outcomes for People of Color, and people from other historically marginalized communities who are overrepresented in the homeless population. This requires all services to be offered using culturally specific, culturally responsive, trauma-informed, and person-centered approaches that are adaptable to the unique situation of each individual. The specific services that emerged as priorities through our engagements include:

(1) Supportive Housing: In particular for those extremely low-income people with disabling conditions experiencing, or facing, long-term literal homelessness, supportive housing was the highest priority investment area. The gaps analysis section above identifies a projected need of at least 2,235 additional supportive housing units in Multnomah County. Based on the quantitative and qualitative data generated for this Plan, within that 2,235 units priority will be placed on:

- **(a)** Permanent Supportive Housing units approved for development under the Portland Housing Bond, including the units prioritizing individuals with behavioral health needs, Veterans, and Seniors, and people who identify as Native American and Latino/a/x.
- **(b)** Project-based supportive housing units that feature enhanced services for individuals who are aging and struggling with the activities of daily living, and individuals with significant behavioral health challenges.
- **(c)** Project based transitional housing units that provide intensive support services focused on recovery from mental health and substance use disorders.
- **(d)** Project based and scattered site Permanent Supportive Housing units that are specifically designed to address the overrepresentation of specific Communities of Color in the chronically homeless population, in particular among Native Americans, African Americans, and Native Hawaiian and Pacific Islanders.
- **(e)** Project-based and scattered site permanent and transitional supportive housing units prioritized for individuals exiting institutional settings, including jails and prisons, hospitals, secure residential facilities, and foster care.

While it must be a priority to leverage all existing and future long-term rental assistance and support service resources, if the SHS resources are used to cover rent and support services (not including clinical services) for the estimated 1,900 units that need identified funding sources, the annual cost will be approximately $38 million.[49]

(2) Long-Term Rental Assistance: The lack of access to housing that rents at levels affordable to people with extremely low-incomes, and even people with very low-incomes, is a primary cause of homelessness and disproportionately impacts People of Color. Therefore, the success of the SHS Program depends on a large investment in long-term rental assistance — a "local Section 8" program. This long-term rental assistance will take various forms, including attaching to new units of supportive housing

[49] This assumes an estimated $10,000 in rental assistance and $10,000 in services costs per unit per year and does not include annual escalation increases, which averages about 3% per year.

that are being developed, existing affordable and market rate units, and tenant based vouchers that may last several years or as long as the tenant remains income-eligible. The standards for the long-term rental assistance program will be developed regionally, but implementation will initially be at the County and, potentially, at the provider level.

(3) **Flexible Rental Assistance:** Through stakeholder engagement that prioritized Communities of Color and individuals with lived experience of homelessness, housing was identified as the highest priority investment area. While short-term rental assistance (less than 24 months) will meet the needs of many, culturally specific providers in particular identified the need for SHS funds to be used flexibly to create medium-term rental assistance options based on participant need (e.g. 48 months). Rental assistance will be used to divert people leaving institutional settings or living doubled up into permanent housing; to assist in placing homeless households into permanent housing; and to prevent housing loss for those at substantial risk of homelessness. Funds will be used flexibly to address the range of financial obstacles to housing (e.g. payment of past debt, security deposits, risk mitigation, etc.)

(4) **Support Services:** Whether attached to housing programs, to shelters, or delivered through outreach to individuals still living unsheltered, stakeholder feedback repeatedly emphasized the importance of prioritizing strategic investments in access to certain essential support services, especially culturally specific forms of these services. Too often the lack of access to these services, and how they are delivered, are barriers to successfully obtaining and maintaining permanent housing:

(a) **Behavioral Health Services:** Behavioral health services were identified through community engagement as the second most important investment next to permanent supportive housing for those extremely low-income people living with disabilities and experiencing long-term literal homelessness. These services were also a critical identified need across populations, with an emphasis on behavioral health services for families and youth participating in SHS-funded programs. Investments in culturally specific mental health and addiction recovery services will be a priority. Trauma-informed approaches to behavioral health services will be required. A caution raised was that SHS funds should not replace or reduce the expectation that federal and state funding be used to expand behavioral health services.

(b) **Peer Support Services:** Investments in peer support services will be priority, including peers from communities of color with lived experience of substance use, severe and persistent mental health conditions, homelessness, and criminal justice involvement. As well as, long-term nonclinical peer recovery supports that provide opportunity for culturally specific peer engagement within the recovery community.

(c) **Education, Training, Employment and Benefits Acquisition:** Services aimed at increasing incomes and thus reducing, or even eliminating, the need for ongoing rental assistance and long-term services will be prioritized. While a priority for all populations, the education, training, and employment services were particularly highlighted for those very-low income households (30-50% MFI) experiencing or at substantial risk of homelessness. SHS funds should be used to leverage, not replace, mainstream resources for which people experiencing homelessness are eligible.

(d) **Housing Case Management:** There is a substantial need to invest in housing placement and retention assistance that comes with financial resources, tenant education, tenant advocacy, household goods, and other transition services to assist individuals in finding, accessing, and retaining housing. These critically needed services must be delivered in a culturally responsive, trauma-informed, and person-centered way, which will require significant training investments for frontline staff.[50]

(e) **Legal Assistance:** There is a particular need for civil legal assistance, including assistance to enforce tenants' rights, expungement rights, and rights guaranteed under the Fair Housing Act, the Americans with Disabilities Act, and other federal, state, and local civil rights laws to ensure that people are free from discrimination on the basis of race, gender, sexual orientation, disability and other protected class categories. Other civil legal services that facilitate housing access and stability will also be a priority.

(f) **Family Supports:** Because of the high prevalence of families with children, in particular families of color, among those experiencing, or facing a substantial risk of homelessness, there will be priority for investments in child care and other supports that make it possible for families with children to obtain and maintain housing. These investments will leverage, rather than replace, existing family support services.

(5) **Street and Shelter Services:** Street outreach aimed at the distribution of survival gear, provision of health services, and service navigation for those who are unsheltered, housing focused year-round shelter, and alternative sheltering options are not the long-term priority focus of this SHS Measure; however, feedback through community engagement identified these as priorities, in particular in the immediate term to address the rise in unsheltered homelessness and the impacts of COVID-19. In addition, community feedback on current shelter options identified a lack of shelter and interim housing options that are culturally specific or truly culturally responsive for Communities of Color, as well as barriers for the transgender community and for people with physical disabilities.

Phase I Investments (Years 1 - 3)

Phase I investments will launch as soon as July 2021 and carry through one or more of the first three years of the implementation of the SHS Program. In some cases, the investments will last well beyond year three because they are foundational to the success of the SHS Program (e.g. long-term rental assistance). In other cases, the investments may be made in year one and be reassessed going into years 2 and 3 (e.g. capacity building investments). Phase I investments are necessarily limited because of the uncertainty of year 1 revenues, and, more importantly, because additional local and regional planning is needed during year 1 to determine the specific mix of investments that will lead to the best housing outcomes for the two priority households. Additionally, in Year 1 Multnomah County will look for opportunities to use available SHS funds to address the short-term COVID-19 related surge in housing instability and homelessness.

[50] Training and education for frontline staff is a component of the aforementioned CBO capacity building investments.

Permanent Supportive Housing - Existing Commitments and High Priority Needs

1. **Portland Housing Bond:** All necessary funding to meet the long-term project based rental assistance and/or support service needs of permanent supportive housing projects being developed with Portland Housing Bond funds. According to the JOHS, Home Forward and the Portland Housing Bureau (PHB), projected costs for years 1 - 3 is roughly **$8-9 million** in total.
2. **Metro Housing Bond:** All necessary funding to meet the long-term project based rental assistance and/or support service needs of the permanent supportive housing units[51] to be developed with Metro Housing Bond funds. Based on estimates from the JOHS, Home Forward and the PHB, projected costs for rent assistance and services for an estimated 286 supportive housing units coming into operation in years 1 - 3 is roughly **$10 million** in total.
3. **Assertive Community Treatment (ACT) Long-Term Rental Assistance:** Providing sponsor or tenant based long term rental assistance to unhoused participants on ACT teams.[52]
4. **COVID 19 High Risk Households:** All necessary sponsor or tenant based long-term rental assistance and support services for approximately 300, disproportionately 65+, People of Color households in high risk COVID-19 hotels.
5. **Metro "300" Seniors:** All necessary sponsor or tenant based long-term rental assistance and support services for approximately 100 Multnomah County seniors placed in housing with limited-term rental assistance.
6. **Federal Voucher Leverage:** All necessary support services funding to support new allocations of federal vouchers, including Veterans Affairs Supportive Housing (VASH) and Mainstream vouchers.

Building System Capacity

1. **Multnomah County & Partner Jurisdictions:** The Joint Office of Homeless Services plans to initially increase staffing by approximately 13 full-time equivalent (FTE) to plan, procure, implement, and evaluate the SHS investments, and likely will increase capacity further following an organizational development assessment. In addition, other County departments, Home Forward, and the City of Portland will need additional capacity to facilitate Phase I investments.
2. **CBO Capacity:** Providing technical assistance, training, and financial support to assist community based organizations — especially culturally specific organizations — to be ready to take on new and/or significantly expanded services in Multnomah County and across the region. This will include a formal evaluation of CBO compensation levels, hiring, and retention challenges.
3. **Data Collection, Sharing & Evaluation:** Create a data collection, sharing, and evaluation infrastructure to allow CBOs, Multnomah County, and region to document the services provided through the SHS Program, to coordinate those services on behalf of individual participants, to report on local and regional performance metrics, and to continuously evaluate and improve program investments. This will include the development of data visualization tools such as data dashboards.
4. **Coordinated Access:** As system capacity expands — especially the availability of supportive housing — ensuring that there is a foundation in place to ensure equitable

[51] The Metro Bond supportive housing unit goal is 300 total units.

[52] Assertive Community Treatment (ACT) is an evidence-based model designed to provide intensive community-based mental health treatment for adults with a serious mental illness that need regular and on-going support to maintain a home. People in this group have a higher likelihood of homelessness or institutionalization. Teams typically consist of a psychiatrist, nurse, social worker, case manager, and peer support specialist. Participants must meet certain eligibility requirements to receive a referral to an ACT team.

access to those resources is essential. Phase I investments will include increasing access, in particular for Communities of Color, and the redesign and alignment of local coordinated access systems.

Behavioral Health Services
The stakeholder engagement process highlighted the urgency of taking steps to expand behavioral health services available to people living unsheltered, in shelter, and in transitional housing settings. The JOHS will prioritize a partnership with the Behavioral Health Division of the Multnomah County Health Department to expand: (1) outreach-based clinical and peer led behavioral health services; (2) shelter-based clinical and peer led behavioral health services; and (3) the expansion of both mental health and addiction recovery transitional housing. These initial investments will be of limited scope given the need to build the capacity of culturally specific providers to offer these services going forward.

Street Safety & Shelter Expansion
While stakeholder engagement called for placing highest priority on supportive housing and behavioral health services, expanding safety on the streets and shelter options was a high priority to address the growth in chronic homelessness and the impacts of COVID-19, including a projected need for temporary sheltering options for people who are displaced by the economic downturn. As part of Phase I, the JOHS will work with the AHFE Safety off the Streets workgroup to develop projects that expand the locations and types of shelter offered in our community, with a particular focus on how to address the known disparities in access to and successful exits from shelter, for some Communities of Color.

COVID-19 Response
In anticipation of an influx in people, especially Communities of Color and immigrants and refugees, that will experience housing insecurity and homelessness due to COVID-19, the JOHS will work with the Department of County Human Services and the network of CBOs that do rapid re-housing, diversion, and prevention to expand available financial assistance to at risk and newly homeless households. In addition, in the event that other resources are not available, SHS funds will be used to sustain the expanded safety on the streets services and expanded sheltering services that have been established in order to assist people experiencing homelessness to remain healthy during the pandemic.

Reserves
Funds not immediately allocated to new services in Phase I will be placed in a reserve fund. Reserves will be necessary to cover unanticipated costs and non-renewal risk as the inventory of supportive housing and the range of other services grow. Once a specific reserve policy is developed, any funds in reserve that are in excess of what the policy requires will be used to meet rent assistance and service needs for the priority households.

While it will not be possible to plan for and execute the expenditure of the full $52 million starting July 1 of 2021, there are a number of critical Phase I investments that we will be able to make, provided that we have the internal capacity between now and July to launch those. In addition, in order to be prepared to fully scale our continuum of services by the beginning of FY22-23, we will need to be ready on July 1 of 2021 to launch the full build-out of the JOHS' capacity to plan, procure, and contract for all of the additional funding.

Leverage and Alignment

The promise of the SHS Measure to substantially reduce homelessness in the region can only be realized if every effort is made to use Measure funds to leverage the full range of federal, state, other County, private sector, community and philanthropic resources that are and become available.

Multnomah County, through the JOHS, benefits from a large network of providers, established local rent assistance programs, a sizable infrastructure to support homeless system response, strong partnerships with affordable housing providers and two recent housing bonds that provide a large amount of new capital funds for developing new affordable housing. The JOHS plans to leverage these resources for the SHS Program, and already has leveraged the AHFE and the JOHS infrastructure for this program.

Because the JOHS serves as the lead agency for the Continuum of Care, there will be ample opportunities to align current and future federal ending homelessness funding with the Measure. The JOHS also enjoys a strong working relationship with the Oregon Housing and Community Services that will help leverage and align state spending with the goals of the Measure. Through expanding partnerships with the County's Health Department, Coordinated Care Organizations, and the regional hospital systems, there will be tremendous opportunities to expand partnerships and align investments[53] in the full range of supportive housing types with the health care systems, and to advocate collectively for improved utilization of Medicaid to help address the social determinants of health.

Building systems and partnerships across County departments, Portland Housing Bureau, and the JOHS that will allow for sharing of data, SHS resources and collaborative programming, is already underway. A number of the additional alignment and leverage opportunities are identified in the list of Phase I investments, including leveraging new federal long-term voucher resources, connecting long-term rental assistance to Assertive Community Treatment Teams, and coordinating direction with the County's health department to expand street, transitional, and permanent housing connected behavioral health services.

Equitable Geographic Distribution of Services[54]

At this time, there are areas in Multnomah County that have better access to homeless services[55] and this has caused an unequal distribution of services across our County and region.[56] Based on our community engagement, the principals that Multnomah County will use to work towards equitable distribution are as follows: (1) Offer housing and services that allow Communities of Color to remain in the communities they feel most connected to and/or to return to the communities they feel most connected to; (2) maximize participant choice with respect to where they are able to access housing and services; (3) ensure that housing and services are brought to where people are; (4) create housing and services where participants are part of the larger community rather than isolated from it; and (5) ensure that through technology, outreach,

[53] This includes aligning with regional cross-sector programs currently working to expand supportive housing, such as the Regional Supportive Housing Impact Fund.

[54] Geographic equity is a lens used to assess access to resources. The World Health Organization defines equity as "a fair opportunity for everyone to attain their full health potential regardless of demographic, social, economic or geographic strata" (retrieved from [WHO website]: https://www.who.int/gender-equity-rights/understanding/equity-definition/en/).

[55] Services include supportive housing, shelter, outreach, and wrap-around support services.

[56] This is the result of many factors including redlining, gentrification, population growth, and the accelerating cost of rental housing. In addition, there are six municipalities within Multnomah County, each representing unique geographic values and challenges.

and other strategies, where one is in the County does not determine one's access to resources. The JOHS will consult multiple sources to analyze geographic equity including the *2019 Poverty in Multnomah County Report* and the *2020 Regional Supportive Housing Services Tri-County Data Scan* by Metro.

In terms of the region, we learned earlier that Multnomah County provides between 80-85% (depending on program type) of the region's temporary and permanent housing beds. This is a call to build significant capacity in both Washington and Clackamas counties, which Multnomah County will help support through regional planning and implementation efforts. The JOHS will work closely with the regional partners to regularly analyze how resources are distributed geographically across the region and will re-evaluate strategies in collaboration with the other two counties to meet the needs of SHS priority households. This will be an on-going and evolving process throughout implementation of the SHS Measure.

System and Services Coordination

The JOHS commits to coordinating access to services locally and regionally. In particular, coordination with health, criminal justice, aging and disability services, employment, and mainstream anti-poverty programs will be essential.

As mentioned before, there is still a great deal of work to be done to understand the full extent of barriers to services access for Communities of Color and other historically marginalized groups. The JOHS will account for this as decisions are made on how SHS will align with access systems like Coordinated Access.

The JOHS has already created a working group with Multnomah County department managers to determine the best County services offerings for SHS priority households, and will use this group to improve services coordination and access between County departments.

Regionally the JOHS will continue to prioritize Tri-County planning as it relates to the SHS Program. Working together will "create a better understanding of the consequences of overburdened systems, develop efficiencies, address common challenges in a shared service delivery system and generate coordinated action to scale systems according to the need" (CSH, 2019, p.2).[57] The JOHS will continue participating in weekly regional planning meetings to collaborate on SHS design and implementation, taking advantage of shared learnings across the three counties.

Procurement and Partners

Through the SHS Program, Multnomah County plans to expand its network of providers that deliver supportive housing services and will specifically invite smaller organizations and nontraditional partners to apply to funding solicitations. Realizing that past procurement processes have not done enough to be accessible to these important stakeholders, starting in the first program year, the JOHS will allocate resources to better identify and support the unique capacity needs of smaller organizations, particularly for providers of culturally specific and responsive services. Capacity building needs may include, for example, support to prepare for scaling programs or services or staff support dedicated to preparing competitive funding applications.

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[57] Corporation for Supportive Housing [CSH]. (2019). *Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness*. Retrieved from: https://www.csh.org/resources/tri-county-equitable-housing-strategy-to-expand-supportive-housing-for-people-experiencing-chronic-homelessness/

Multnomah County plans to develop a significant procurement for new SHS programs in the latter half of Year 1 (FY21/22), potentially in cooperation with Washington and Clackamas Counties.[58] This is an intentional decision so that there is time to center the needs and perspectives of Communities of Color in the procurement design process — to identify specific practices, processes, policies and rules that continue to exclude Communities of Color from accessing resources in the homeless system of care.

The JOHS has already developed procurement standards[59] that are consistent with SHS goals such as commitment to Housing First[60] and other best practices, the requirement of diversity within organizational staffing, and the requirement of providers to deliver services in a culturally specific and/or responsive manner. The JOHS will incorporate such standards into procurements using SHS funds. We will prioritize funding organizations that align with workforce equity standards: equitable rates of pay, employment practices that promote trust, safety and belonging, providing equitable opportunities for advancement and providing trainings that develop foundational knowledge on race and equity. Procurements will require SHS-funded services to maintain low-barrier documentation with options for clients to self report.

Outcomes and Evaluation

Multnomah County, through the Joint Office of Homeless Services, will track and report on all agreed upon regional metrics and any additional local metrics at least annually. All outcome reports will disaggregate each metric using inclusive racial and ethic identity categories. This is established practice for the JOHS outcomes reporting. As part of Phase I implementation, Multnomah County will work with Washington and Clackamas Counties to align race and ethnicity reporting categories and practices to ensure consistent regional reporting. In addition, Multnomah County will work with regional partners to use data visualization tools in order to make outcome data easily publicly accessible. To the extent feasible, the metrics will also be disaggregated by age, gender identity, household type, disabling condition, and other key demographic characteristics.

To date, Metro has adopted regional metrics in three primary areas: (1) Housing Stability; (2) Equitable Service Delivery; and (3) Engagement and Decision Making.[61] Housing stability metrics include the number of additional supportive housing units put in service, the ratio of units to need, and several metrics that are consistent with HUD system performance metrics the JOHS currently collects and reports on quarterly. The Equitable Service Delivery and Engagement and Decision Making metrics will require collaborative work with regional partners and service providers to operationalize.

Based on stakeholder feedback, as part of implementation planning, the JOHS will convene a process with stakeholders to address the possibility of creating additional local metrics. We expect this process to be complete in time for the Year 1 update to this Plan. In addition to this, the JOHS will continue to collect and report on trends in unmet needs of SHS-eligible households. Using the Point-in-Time Count, “by-name” lists, and other available data, the JOHS

[58] The County may engage in intergovernmental transfers and/or leverage existing planned JOHS services procurements to support Year 1 priority investments, particularly for rent assistance or shelter services.
[59] See Appendix L for Community Program Guidelines and Adult Homeless System procurement standards.
[60] Housing First is an approach (and a philosophy) to quickly connect people experiencing homelessness to permanent housing without preconditions for participation (HUD, *Housing First in Permanent Supportive Housing Brief*, 2014).
[61] See Appendix J: Metro Supportive Housing Services Outcomes Metrics for additional details.

will track and provide the most current information on, for example, rates of chronic homelessness, rates of unsheltered homelessness, rates of homelessness among families and youth, all disaggregated by race and ethnicity, age, disabling condition, gender identity and other key demographic characteristics.

Annual Outcomes

Each year, the JOHS will work with stakeholders to set annual outcome goals in relationship to the established regional performance metrics, and any local metrics that are adopted. Because system performance projections will depend not just on available SHS funds, but also on other critical funding streams that are braided with the Metro funds e.g. federal and state homeless assistance funding, local general funds, and housing development capital — it will not be possible to set specific numeric SHS Program goals independently. Multnomah County outcome goals will also depend on what other capacity is emerging regionally.

Anticipated Outcomes

Although specific numeric outcome goals will need to be set annually, with consideration for other funding streams and regional capacity, it is possible to identify anticipated outcomes for the Measure. Based on the projected level of SHS funding, the program values and priorities, and the historic costs of delivering the service types prioritized for this Measure, our goals will include:

1	Set a new community goal of **2,235** supportive housing units through a combination of project, sponsor and tenant based rental subsidies, combined with the necessary wrap-around support services;
2	Reduce street and shelter homelessness, as well as doubled up homelessness, by increasing the number of eligible households who exit homelessness for permanent housing by at least **2,500**[62] households per year once the Measure is fully implemented; Create specific housing placement goals for unsheltered, doubled-up and individual Communities of Color;
3	Reduce street and shelter homelessness for people with significant behavioral health issues by increasing the number of people experiencing behavioral health challenges who move into appropriately supported permanent housing;
4.	Reduce the number of people who become homeless by increasing successful preventions, diversions, and housing retention intervention, provided to eligible households,by at least **1,000** households per year once the Measure is fully implemented;
5.	Reduce the number of people who return to the homeless services system within two years after entering permanent housing, by evaluating and continuously improving the the quality of rent assistance and support services programming;
6.	Eliminate disparities in access and outcomes for Communities of Color participating in homeless and housing services; ensure that each Community of

[62] This number includes initial annual estimated placements into PSH and annual placements into rent assistance resources coupled with services for all populations.

	Color accesses and succeeds in Metro funded programs at rates as high or higher than would be expected based on the make-up of the SHS eligible households.

It is possible because of the scale of SHS funding that in achieving the goals set for the Measure there will also be a reduction in total unmet need relative to today's levels (e.g. the total number of people who are chronically homeless or unsheltered will be lower than it is today, or the overrepresentation of particular Communities of Color in the homeless population will be lower than it is currently). Those, however, cannot themselves be measures of success for this Measure because there are factors entirely outside the control of the County that could offset the gains made through the Measure; those gains will be real and quantifiable, but other factors — e.g. a deep economic recession resulting from COVID-19 — may mean that we do not see the level of change in total need over time that would otherwise have occurred.

Although many factors influence an overall reduction in the levels of unsheltered homelessness across the system, the JOHS will track and report on the levels of unsheltered homelessness at least biennially. It should be noted that SHS investments may not be solely responsible for systemwide reductions.

Evaluation Report

Phase I of implementation includes building the capacity of CBO's, the County, and the region to improve data collection, reporting and evaluation. Resources currently dedicated to this work are insufficient even to meet the expectations of current funders.

With additional capacity in Year 1, the JOHS, on behalf of Multnomah County, will engage CBOs and regional partners in Second Phase planning to develop and implement the data collection and reporting requirements for the SHS Program. The JOHS will solicit stakeholders regarding data collection and reporting specifics and will collaboratively design standards for the SHS Program that meet Metro requirements once those requirements have been established.

Also beginning in Year 1, the JOHS will work with Metro, Washington and Clackamas counties to develop an evaluation framework and plan for the SHS Program. Multnomah County will advocate that this be one of the first priority areas for the new regional planning body to address with its 5% funding set aside. In addition to annual reporting on the regional and any local metrics, the evaluation plan will lay out priority areas for study and continuous quality improvement, and a schedule for completing that work.

For Multnomah County, Phase I will also include investments in evaluating current programs that may be scaled through the SHS Program. The JOHS is prioritizing bringing in an evaluator and preparing a solicitation for third party evaluation services. Both of these should be complete before the launch of the new fiscal year.

Community Inclusion

Community members, in particular Communities of Color, will be involved at each stage of the program evaluation process. The JOHS will engage stakeholders in a second phase of planning to provide input that will help inform the evaluation strategy that Metro will develop with the three counties. Once that framework has been established, the JOHS will again engage stakeholders to develop evaluation methods, standards and strategies for SHS programs, which will be incorporated into services contracts. Stakeholders, including culturally specific providers, will

help to define and operationalize the metrics for the Measure, and will be invited to identify and develop any additional metrics from established SHS Program goals.

The JOHS will seek out partners for evaluation design and implementation, who specialize in developing evaluation frameworks, tools, and implementation strategies using a racial equity lens. The process of drawing conclusions from any quantitative and qualitative data will involve both researchers with expertise in racial equity and community members with lived experience who can help interpret and draw conclusions from that data. We expect to create regular opportunities for community stakeholders to review program outcomes data. It will be especially important to include service providers and SHS Program participants in reviewing outcomes to better understand the context behind the data and offer solutions on where the program can improve.

Second Phase Planning

This plan reflects a First Phase of planning, including high-level strategies for investments of SHS funds but does not include the specific work plans for these investments. These details are best developed in collaboration with community stakeholders across multiple planning sessions for each investment strategy. Starting in December 2020, the JOHS will develop a structure that outlines the categories of and the full scope of work for years 1 - 3 of the program. Through AHFE workgroups, systems of care including the family, youth, domestic and sexual violence and adult homeless services systems, the JOHS will build workplans for priority investments collaboratively with stakeholders, and will engage especially with culturally-specific organizations, including smaller and emerging organizations to support this work. The work of these groups will inform the specific programs that will be designed or expanded upon to meet the goals of this plan.

A large component of the above Second Phase planning work will include internal JOHS planning to determine the ways in which the SHS Program will align with the programs, workflows and systems that the JOHS coordinates. Rather than risk duplication with a stand-alone program, the JOHS will carefully determine the ways that SHS funds can bring opportunities for expansion, improvement and flexibility to more quickly and comprehensively connect people to permanent housing and provide the individualized supportive services and rent assistance needed to maintain it.

APPENDICES

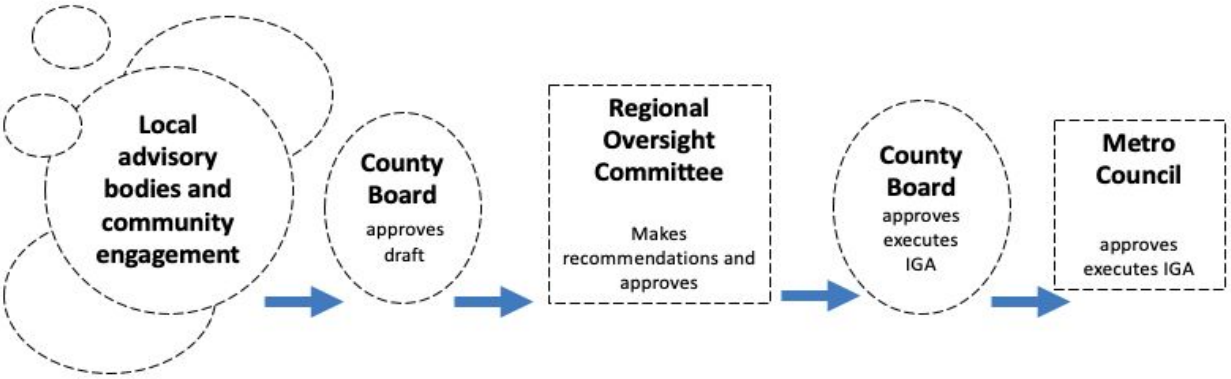
Appendix A: SHS Implementation Plan Checklist from Metro

Regional Supportive Housing Services Program
Local Implementation Plans required elements
Updated Draft 9.21.2020

Overview:
Each county will prepare a Local Implementation Plan to describe their local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services program.

Each plan will be created using a racial equity lens that ensures equitable participation, access and outcomes in all parts of the program for Black, Indigenous and People of Color, and considers the best available quantitative and qualitative data. Plans will be developed in full partnership with advisory bodies that equitably reflect community expertise and experience.

Each plan will be reviewed and approved by their local governing body, the regional oversight committee, and the Metro Council. Upon full approval each Local Implementation Plan will be incorporated into the intergovernmental agreements between Metro and each respective county to govern transfer of funds, program implementation, and ongoing oversight and accountability.



Local Implementation Plan required elements:

A. **Racial equity analysis.** An articulation of disparities in housing instability and access to current services, including:
   - an analysis of the racial disparities among people experiencing homelessness and the priority service populations;

- an analysis of the racial disparities in access to programs, and housing and services outcomes, for people experiencing homelessness and the priority service populations;

B. **Racial equity strategies.** A description of how the key objectives of Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion have been incorporated. This should include a thorough racial equity analysis and strategy that includes:
    - clearly defined service strategies and resource allocations intended to remedy existing disparities and ensure equitable access to funds and services;
    - an articulation of how perspectives and experiences of Communities of Color and culturally specific groups informed the plan development.

C. **Inclusive community engagement.** An articulation of how perspectives of Black, Indigenous and other Communities of Color and culturally specific groups were considered and incorporated into the development of the plan and will continue to be engaged through implementation and evaluation. Including:
    - Advisory body membership that includes:
        - People with lived experience of homelessness and/or extreme poverty;
        - People from Black, Indigenous and other Communities of Color, and other marginalized communities;
        - Culturally responsive and culturally specific service providers;
        - Elected officials, or their representatives, from the county and cities participating in the regional affordable housing bond;
        - Representatives from the business, faith, and philanthropic sectors;
        - Representatives of the county/city agencies responsible for implementing housing and homelessness services, and that routinely engage with unsheltered people;
        - Representatives from health and behavioral health who have expertise serving those with health conditions, mental health and/or substance use from culturally responsive and culturally specific service providers; and
        - Representation ensuring geographic diversity.
    - A description of how the plan will remove barriers to participation for organizations and communities by providing stipends, scheduling events at accessible times and locations, and other supportive engagement strategies.

D. **Priority population investment distribution.** A commitment that funding will be allocated as follows:
    - 75% of SHS funds will be devoted to services for population A, defined as:
        - Extremely low-income; AND
        - 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 funds will be devoted to services for population B, defined as:
    - Experiencing homelessness; OR
    - Have a substantial risk of experiencing homelessness.
- A commitment that documentation requirements for program eligibility will be low-barrier and include self-reporting options.
- Agreement that distribution of resources to serve priority populations may be adjusted over time as chronic and prolonged homelessness is reduced.

E. **Current investments.** A review of current system investments or capacity serving priority populations, an analysis of the nature and extent of gaps in services to meet the needs of the priority population, broken down by service type, household types, and demographic groups. Including:
    - A commitment to maintain local funds currently provided. Supportive Housing Services revenue may not replace current funding levels, with the exception of good cause requests for a temporary waiver such as a broad economic downturn.
    - [maintain current investments with existing resources]

F. **Distribution.** A strategy for equitable geographic distribution of services within the respective jurisdictional boundary and the Metro district boundary.

G. **Access coordination.** A plan for coordinating access to services with partnering jurisdictions and service providers across the region.

H. **Procurement and partners.** A description of how funds will be allocated to public and non-profit service providers, including:
    - transparent procurement processes, and a description of the workforce equity procurement standards.
    - A description of how funding and technical assistance will be prioritized for providers who demonstrate a commitment to serve Black, Indigenous and Communities of Color with culturally specific and/or linguistically specific services, including programs that have the lowest barriers to entry and actively reach out to communities screened out of other programs.
        - [current procurement on TA for building institutional capacity for providers within system of care]

I. **Planned investments.** An articulation of programmatic investments planned, including:
the types of housing services to be funded to address the gap analysis; including specifically,
        - supportive housing,
        - long-term rent assistance,
        - short-term rent assistance,
        - housing placement services,

        - eviction prevention, and
        - shelter and transitional housing,
    - a description of the support services to be funded in tandem with these housing services, *see addendum for a reference to eligible support services*;
    - a commitment to one regional model of long-term rent assistance;
    - a description of other program models for each type of service, that define expectations and best practices for service providers;
    - a description of how investments by service type will be phased to increase over the first three years of program implementation as revenues grow; and how decisions will be made to scale investments by service types with funding increases and decreases over time, including a plan to ensure housing stability for program participants;
    - description of programming alignment with and plans to leverage other investments and systems such as Continuum of Care, Medicaid, behavioral health, and capital investments in affordable housing.

A. **Outcomes, reporting and evaluation.** An agreement to tracking and reporting on program outcomes annually as defined through regional coordination and with regional metrics. Including:
    - A description of annual outcomes anticipated. Goals can be updated annually as programming evolves and based on anticipated annual revenue forecasts. Goals may include:
        - number of supportive housing units created
        - numbers of housing placements made
        - number of eviction preventions
        - rate of successful housing retention, etc.
    - A commitment to tracking outcomes as established and defined through regional coordination and with regionally established metrics. This includes consistency in data disaggregation using regionally standardized values and methodology to understand disparate outcomes for people by race, ethnicity, disability status, sexual orientation and gender identity. *See addendum for a reference to regionally required outcome metrics.*
    - A commitment to regional measurable goals to decrease racial disparities among people experiencing homelessness. *See addendum for a reference to measurable goals for advancing racial equity.*
    - A commitment to evaluation standards and procedures to be established through regional coordination. Evaluation will be conducted every three years and include performance of systems coordination, housing and service program types, and services provision.

Appendix B: List of Recent Initiatives to Address Housing Needs

List of recent investments and initiatives to address housing needs of those experiencing or at risk of homelessnes:

- In 2017, a $258.4M City of Portland affordable housing bond with supportive housing goals, that provides capital funding for new units
- In 2018, a $652.8M Metro region affordable housing bond that provides capital funding for new units
- A 2018 A Home for Everyone Strategic Framework to Address Chronic Homelessness
- A 2018 Multnomah County plan to create 2,000 units of supportive housing in Multnomah County
- The creation of a locally-funded, flexible Long-term Rent Assistance program in Multnomah County

Appendix C: SHS Guiding Principles

The following guiding principles were developed by the Metro-led regional Stakeholder Advisory Group to inform key elements of the SHS Program such as these principles and program outcomes. The guiding principles are:

- Strive towards stable housing for all
- Lead with racial equity and work towards 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.

Appendix D: Community Engagement Process Detailed Overview

The following overview provides additional detail on the methods of community engagement used to gather stakeholder input for Multnomah County's SHS Local Implementation Plan.

Virtual Engagements
JOHS staff conducted approximately 70 virtual engagement sessions ranging between 45-90 minutes with a wide variety of stakeholders in both private and open sessions. Virtual and remote engagements were conducted with recognition that Covid-19 created a risk associated with facilitating in person engagements.

The JOHS leveraged the A Home for Everyone structure and network for some of these engagements, including AHFE workgroups, the Equity Committee and the Coordinating Board. The JOHS also engaged providers and people with lived experience of homelessness in population and program-specific coordination meetings (adult, youth, domestic and sexual violence and family service systems). The JOHS also engaged the City of Gresham and electeds from both the City of Portland and Multnomah County. Many more stakeholder groups were also engaged. A complete list of stakeholders engaged through this process can be found in the Acknowledgments page of the Plan.

The JOHS also held focus-group engagements with culturally specific organizations: Urban League of Portland, Self Enhancement, Inc., Native American Rehabilitation Association, Latino Network, El Programa Hispano Católico. Across all virtual engagements, Communities of Color, members of culturally specific agencies, and people with lived experience of homelessness were represented in the majority of facilitations.

Community Survey
JOHS staff created a community survey to gather additional feedback to pair with the qualitative information gathered throughout virtual engagements. The survey was available for approximately three weeks, and was designed to gather feedback on:

1. The community's top priorities for SHS program investments
2. Unmet needs and means of addressing these needs for the SHS priority populations
3. Strategies for coordinating with other governmental jurisdictions participating in the SHS Program
4. Strategies for local and regional procurement
5. Strategies for ensuring workforce equity in homeless services
6. Strategies for further engaging the community over the lifespan of the plan, with particular attention to groups and community-based organizations serving Communities of Color

The community survey received a total of **578** responses. Survey results[63] were disaggregated to better understand how differing perspectives and identities responded to the questions we provided. In terms of incorporating feedback into this plan, the JOHS prioritized the perspectives from respondents who identified as people with lived experience of homelessness or housing instability, marginalized communities and racial/ethnic identities other than Non-Hispanic Whites.

[63] Survey results can be accessed here: https://public.tableau.com/profile/johs#!/vizhome/MetroMeasureStakeholderSurveyAnalysis/SurveyAnalysis?publish=yes

Survey/interviews of People Experiencing Unsheltered Homelessness
The Joint Office worked with the Homelessness Research & Action Collaborative (HRAC) at Portland State University (PSU) to develop a paper survey for people currently experiencing unsheltered homelessness, made available in both English and Spanish.

The JOHS partnered with Street Roots and their network of vendors with lived experience of homelessness to facilitate these surveys, and made intentional efforts to reach and engage community members who identify as People of Color. To incentivize participation and compensate community members for sharing their expertise, the JOHS provided $15 gift cards as to the first 200 respondents. In total, 383 surveys were facilitated through this effort, and HRAC consolidated them into a summary report. Of total respondents, 143 identified as representing Communities of Color.

Appendix E: Community Engagement Themes

The following qualitative themes are aggregated from individual comments provided to the JOHS staff during the Community Engagement process. During each engagement, JOHS staff took notes in various ways including overall notes of each engagement and maintained lists of comments that were sorted by theme. The following themes were named at the end of the process to best reflect its cumulative meaning. Some comments or themes that emerged from engagements with Communities of Color are noted in the theme, and otherwise combined with the themes that were important for the overall homeless system of care.

Bring Services to Clients
The criminal justice system and the unemployment system are two systems directly linked to homelessness outcomes, and also disproportionately impact Communities of Color. Homeless services should be embedded into those systems. Address transportation disparities by providing more access points across the County. Bring services on-site at several locations to allow for easy and reliable access, and provide mobile services. Finally, it matters who is bringing the services. Whenever possible, trusted community leaders should be the people that bring in information and services to their community.

Access to Housing Resources and Opportunities for Communities of Color
Feedback from culturally specific agencies serving Communities of Color shared that Black families, in particular single parent households, have a hard time building trust with providers to share that they are experiencing homelessness because of a strong fear that their kids will be taken into DHS custody. This is a significant barrier to linking these households up to resources that can help them access housing. Providers also shared that Native Americans are invisibilized in the homeless system of care when there are limited specialized cultural supports to link them to the existing cultural services. Since many of our local Tribes have Tribal Sovereignty, each Nation has their own unique process to apply for tribal resources and benefits. When there is not general knowledge about this system, this is an invisibilization of the Native communities needs and it has a negative impact on Native Americans' ability to access housing opportunities. Another barrier is gathering necessary documents including getting documents ready and accessing online resources. A challenge to this process is losing paperwork and/or losing access to digital storage areas like email, which have needed documents. Eligibility to housing programs can be too rigid because households from Communities of Color may be homeless but they are staying doubled-up. Overall, for Communities of Color there is a fair housing concern over perceived discriminatory practices of high rental deposits for communities of color, which is often linked to credit scores.

Covid-19 Response
There was much discussion about the known and unknown factors that will be caused by the Covid-19 pandemic for SHS priority populations. Community member’s emphasized prioritization of Communities of Color, youth, families, and domestic violence survivors to receive Covid-19 eviction prevention. Much emphasis was placed on meeting basic livability needs for the duration of the pandemic, including meal programs, hygiene services, survival gear, and outdoor shelter options.

Culturally-Responsive Services
Multnomah County needs to make homeless services more culturally-responsive, and fund opportunities for scaled up culturally-specific services. Participants discussed the need for more

bilingual and multilingual services at homeless service entry points. In addition, more culturally-specific wrap-around services, more culturally-specific peer supports and mentorship, and more services for the Immigrant and Refugee, and Undocumented communities. There was also a call for more culturally-specific hygiene products at housing, shelter, and showering sites.

Flexible Services, Systems, and Resources
Service providers' value having more flexibility in how they can support participants, from funding amount, assistance duration, to the ability to pay for client services. A call was made for more flexible funding to support Undocumented households as many are ineligible for food stamps, preventative health care, or certain low-income cellphone plans. Additionally, there is much interest to extend current timelines associated with eviction prevention funding, as some participants require more time to stabilize in housing.

Housing Design, Voucher Flexibility, and Flexible Funding
Design new physical spaces to fit specific needs of different communities. Ensure that the housing stock has varied designs to meet the needs of different households' configurations. For single adults, there is an immediate need to create alternatives to the single room occupancy model. Community members want flexible housing vouchers that allow for the client to make choices about where they will live and for how long. In addition, a call was made for increased flexible funding to pay off debts that serve as a barrier to housing. Beyond debts, there is a lot of need for more financial support to help with deposits.

Housing Supports for Communities of Color
Providers shared a need for more access to fair housing advocacy and enforcement, such as what is offered by the Catalyst Collaborative, particularly to address pervasive racial discrimination. There was a call to allow for more flexibility to master lease units, and overall more variety in housing types including group housing with services on-site. There is interest in developing a deeper Service Philosophy that focuses on tenet centeredness and empowerment, and emphasizes quick access to services and housing. There is a call to end waitlists as over time the waitlist function can erode community trust.

Lived Experience, Peer Support, Mentorship
There is much interest to employ more people with lived experience of homelessness in roles as outreach workers, community health workers, and mentors. Feedback from community engagement sessions emphasized the essential role these workers play to help clients overcome barriers within the homeless service system. There is interest to conduct a community wide wage assessment to determine opportunities for higher wages and educational attainment.

Outreach Supports for Communities of Color
Feedback from culturally specific providers that serve Communities of Color noted that new efforts to increase behavioral health outreach to bring services into the community, like efforts by the Cascadia Behavioral Health Outreach Team, have been working and making a difference. Some People of Color are suspicious of behavioral health outreach.Other forms of outreach, including the 2-1-1 system, are not getting needed information to some communities of color. There is a call for more outreach for the LGBTQIA2S+ youth of color, as providers note it can be very difficult to reach them. There is also a call for more outreach support for people that have consistent incomes but just need initial support to link up with affordable housing opportunities.

Pre-Housing Supports for Communities of Color

Feedback from culturally specific providers that serve Communities of Color are interested in having multi-agency teams that can help with resource navigation similar to the Mobile Housing Team that provides support to families experiencing homelessness or the City of Portland and Multnomah County Navigation Team that works with the Homelessness Urban Camping Impact Reduction Program (HUCIRP). This new team should be multilingual with housing navigators. There were requests to have specialists with knowledge about local Native American reservations and an ability to liaison with Native American Tribes. There was also a call to embed housing specialists in shelter locations that can help with resource and housing applications, and can link participants to mobile housing teams.

SHS Priority Population Needs

There is much interest to expand outreach and engagement and to scale up street response services to meet complex and varying behavioral health, survival, and wellness needs, without a law enforcement presence. Community members want services that are designed in collaboration with trusted leaders from marginalized communities, and especially leaders from Communities of Color. Culturally-specific organizations should be the first organizations to scale up programmatic interventions that prevent entry into homelessness.

System-Thinking

There is much interest in the homeless system of care to build capacity to improve assessment tools, standards of practice, system mapping, information and referral. There is also a call for more technical assistance for providers regarding the ongoing developments of the homeless system of care. There is a call for system mapping of the established culturally-specific services, and programs with culturally-specific providers. The homeless service system should intensify alignment and coordination with parallel systems like school districts, foster care, criminal justice, health, employment services, and basic needs services. There is a call to increase behavioral health supports in all service types; in particular in shelters and on outreach teams.

Appendix F: Key Definitions

Disclaimer: This is only the beginning of a comprehensive set of definitions for this plan. The JOHS will continue to add to this list based on feedback from Plan reviewers.

Coordinated Access Assessment Tools
Individuals and families that meet the eligibility requirements can complete a Coordinated Access assessment. A different assessment tool is used for each subpopulation. Many partner agencies have staff trained to conduct these assessment tools. The assessment information is used to support the evaluation of participant vulnerability and prioritization for assistance.[64]

Coordinated Access System Subpopulation	Assessment Tool
Unaccompanied Youth System	Homeless Youth Continuum (HYC) Screening, includes the Transition Age Youth Triage Tool (TAY)
Survivors of Domestic Violence System	Safety and Stabilization Assessment (SSA)
Families with Minor Children System	Family-Vulnerability Index-Service Prioritization Decision Assistance Tool (F-VI-SPDAT)
Adults unaccompanied by Minor Children System	Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT)

Culturally-Responsive Services
Culturally-responsive services are respectful of, and relevant to, the beliefs, practices, culture and linguistic needs of diverse consumer/client populations and communities. That is, communities whose members identify as having particular cultural or linguistic affiliations by virtue of their place of birth, ancestry or ethnic origin, religion, preferred language or language spoken at home. Cultural responsiveness describes the capacity to respond to the issues of diverse communities. It thus requires knowledge and capacity at different levels of intervention: systemic, organizational, professional and individual.[65]

Culturally-Specific Organizations
Culturally-specific organization include the following elements: 1) The majority of members and/or clients are from a particular community of color; 2) The organizational environment is culturally-focused and identified as such by members; 3) The staff, board and leadership reflects the community that is served; 4) The organization has a track record of successful community engagement and involvement with the community being served. Additionally, the community itself has validated the range of services provided by the organization and confirmed their usefulness to the community.[66]

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[64] A Home For Everyone. [AHFE]. (2018). A Home For Everyone Coordinated Access Guidelines. [AHFE website]. Retrieved from: http://ahomeforeveryone.net/s/FINAL_CA_Guidelines
[65] Curry-Stevens, A., Reyes, M.E. & Coalition of Communities of Color. (2014). Protocol for Culturally Responsive Organizations. Center to Advance Racial Equity, Portland State University.
[66] Ibid.

Disabling Condition
HUD defines a disability as having one or more of the following impairments: physical, mental or emotional impairment, including impairment caused by alcohol or drug abuse, post-traumatic stress disorder (PTSD), or a brain injury that is expected to be of long-continuing or indefinite duration and substantially impedes the person's ability to live independently. For the purpose of permanent supportive housing (PSH), verification of disability is not needed at the time of assessment, but is required before entry into a PSH program.

Document Readiness Support
Assists participants with collecting documents to demonstrate eligibility for housing programs. These documents include verification of chronic homelessness or homelessness, documentation of a disabling condition, and verification of income (AHFE Coordinated Access Guidelines, 2018). Often, this process can entail scheduling and attending medical appointments, and/or meeting with case managers, social workers, or therapists, and may even require ordering a replacement birth certificate, applying for a state ID, or a social security card. Each can take weeks, if not months, based on scheduling availability and complexity of need.

Doubled-Up
Zapata et al. in their report *Governance, Costs, and Revenue Raising to Address and Prevent Homeless in the Portland Tri-County Region* define doubled up as, "families or individuals who live doubled up with friends or family members due to the loss of housing or economic hardship are considered homeless. Sometimes described as the hidden homeless, this population is not counted in Point-in-Time but is included Department of Education counts for unaccompanied youth or youth in families. Neither count includes doubled-up adult households. Doubled up can refer to a range of complex living arrangements." (Zapata et al., 2019, p. 14).

Emergency Shelter/Shelter (ES)
ES Provides individuals and families with a safe place to sleep. It is meant to be short in duration and offer connection to housing options. The level of services available depends on the model. ES may be structured as a mat on the floor of a community space, an individual unit in which a household resides for a limited period of time, a private room with shared community space in a building, or other models.

Extremely Low Income (ELI)
Households whose incomes are at or below 30% of the Median Family Income for their area. In 2020 the Portland-Vancouver-Hillsboro metropolitan area, a household size of one's 30% MFI is $19,350. For a household size of four, 30% MFI is $27,630. The median income for a family of four is $92,100.[67]

Fair Housing
The Fair Housing Law passed in 1968, it prohibits discrimination in the sale, rental or financing of housing based on race, color, religion, national origin, sex, familial status, and disability. In Oregon, there are additional protected classes including marital status, source of income, sexual orientation, and domestic violence survivors. It is a civil rights law because it protects the rights of people based on protected classes.[68]

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[67] Portland Housing Bureau. (2020). Median Income Percentages 2020 (effective 4/1/2020). [City of Portland website]. Retrieved from: https://www.portland.gov/sites/default/files/2020-04/2020-ami-rents-phb.pdf

[68] Fair Housing Council of Oregon. (2020). Top 3 Things You Should Know About Fair Housing. [Fair Housing Council of Oregon website]. Retrieved from: http://fhco.org/index.php/news/blog-2/item/29-top-3-things-you-should-know-about-fair-housing

Health Stabilization Services
Health services are a central part of stabilization for households experiencing homelessness. These services include addiction and recovery treatment (detox, inpatient, intensive outpatient, and medicated assisted treatment), behavioral health treatment (hospitalization, involuntary commitment, sub-acute inpatient, transitional residential treatment, and on-going ACT or ICT case management). In addition, some people are experiencing complex medical conditions like cancer, brain injury, HIV/AIDS, or a terminal illness, which require intensive and on-going medical stabilization services up to hospice and end-of-life planning. At times, treatment will be delayed if there is no access to housing. Finally, for people discharging from a hospital with an acute medical condition (like a broken leg or an open wound) they may be eligible to stay in a recuperative care shelter. Most of these services have requirements, waitlists, and typically need a referral from a provider to start treatment (a person cannot self refer into the program).

Homelessness
The U.S. Department of Housing and Urban Development (HUD) has defined four categories of homelessness: literally homeless, imminent risk of homelessness, homeless under other federal statutes, and fleeing/attempting to flee domestic violence. Our local definition of homelessness includes households who are "couch surfing" or doubled up with family or friends and lack housing permanence, a secure place to stay the next night or legal recourse if asked to leave.[69]

Housing Barriers
Barriers can include: no income or limited income; limited rental history; prior eviction; utility arrears; property damage debt; history of criminal charges. These barriers can be reasons why a rental application is denied.

Housing Discrimination
The Fair Housing Act protects households from discrimination when buying a home, renting, applying for a mortgage, seeking housing assistance. Additional protections apply to federally-assisted housing. Some examples of housing discrimination include when: securities deposits are only required for immigrants and refugees, or only required for people from Mexico; adult-use only building rules that prevent youth from going into certain common spaces; refusal to change property management rules to meet a reasonable accomodation such as sending notices to a payee; a renter is steered from living in certain neighborhoods to other nieghborhoods where there are more people like the renter; a person from a Community of Color contacts a landlord over the phone and the conversation is positive but then in-person the landlord's demeanor is different and the renter receives a denial.[70]

Imminent Risk of Homelessness
HUD defines imminent risk of homelessness as an individual or family who will imminently lose their primary residence, provided that: (i) residence will be lost within 14 days of the date of application for homeless assistance; (ii) no subsequent residence has been identified; and (iii) the individual or family lacks the resources or support networks needed to obtain other permanent housing.[71]

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[69] AHFE Coordinated Access Guidelines, 2018, HUD Criteria and Recordkeeping Requirements for Definition of Homelessness, 2012.
[70] HUD.GOV. (n.d.). Housing Discrimination Under the Fair Housing Act. [HUD website]. Retrieved from: https://www.hud.gov/program_offices/fair_housing_equal_opp/fair_housing_act_overview
[71] HUD. (2012). Criteria and Recordkeeping Requirements for Definition of Homelessness. HUD Exchange Website. Retrieved from: https://www.hudexchange.info/resource/1974/criteria-and-recordkeeping-requirements-for-definition-of-homeless/

Long-term Rental Assistance (LTRA)
Flexible rent assistance that is available to support those experiencing or at substantial risk of experiencing homelessness. LT rent assistance does not have an end date and can be available as long as the household needs it. It is also portable and moves with the tenant. Typically, these funds are limited to extremely low income households with incomes at 30% or less AMI.

Median Family Income
Zapata et al. in their report *Governance, Costs, and Revenue Raising to Address and Prevent Homeless in the Portland Tri-County Region* define median income "[m]edian income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groups of people such as different geographies, family size, households size, race, etc. [...] Determining who is described as low-income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be considered low- or moderate-income. HUD uses US Census Bureau data to calculate their own median incomes. Their definition is based on family income." (Zapata et al., 2019, p. 14).

Permanent Supportive Housing (PSH)
PSH is permanent housing with supportive services to assist people that have a disability and have experienced homelessness to live independently. Supportive services must be offered for the duration of program participation. PSH may be at a single site, a scattered site or a clustered site, and can be integrated with affordable or market-rate units. Housing assistance can be project-based (tied to the unit) or tenant-based (tenant must locate a unit in the rental market).[72]

Prevention (Eviction and Homeless Prevention)
Housing relocation and stabilization services and short-and/or medium-term rental assistance as necessary to prevent the individual or family from moving into homelessness.

Project Based Subsidy
Subsidy is attached to the building or unit and does not transfer with the tenant if and when they move. For project based section 8 public housing programs, entry into one of these units is from a waitlist. These waitlists typically open up one to three times a year. [73]

Rapid Re-Housing (RRH)
RRH is designed to help currently homeless households achieve and maintain permanent housing stability as quickly as possible. RRH offers flexible funding, rental assistance and supportive services, and ranges from one-time financial assistance through a maximum of 24 months of rental assistance and/or supportive services. Our community values multiple approaches, including predetermined time frames for assistance as well as the Progressive Engagement model in which households receive the minimum assistance necessary to gain housing stability and frequent reassessment occurs to determine additional need.

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[72] The Joint Office of Homeless Services. (2018). Resources and Eligibility Criteria for Adult and Family Coordinated Access in Multnomah County. [AHFE website].
[73] Multnomah County. (n.d.). Affordable/Subsidized Housing Resources. [Multnomah County website] Retrieved from: https://multco.us/dd/affordablesubsidized-housing-resources

Recovery-Oriented Transitional Housing (TH)
"Recovery housing is a housing model that uses substance use-specific services, peer support, and physical design features to support individuals and families on a particular path to recovery from addiction, typically emphasizing abstinence. The personal recovery journey is different for everyone, and some people who experience homelessness and who are pursuing recovery express a preference for a housing environment that is abstinence-focused and uses a peer-driven community to support recovery" (HUD, 2015).[74] All local HUD-funded Recovery-Oriented TH is short-term (from 4 to 24 months), site-based (meaning participants have units in the same building with services on-site), and alcohol and drug free. Participants receive case management with a focus on supporting recovery and achieving long-term housing stability.[75]

Retention Services
Services provided to households after the end of a rental subsidy for up to 12-24 months. Services include ongoing visits, eviction prevention assistance, landlord and neighbor problem solving, and connection to community resources.[76]

Scattered-Site Model
This model is typically used by non-profit organizations as a strategy to integrate housing units into the general community by purchasing or renting, or master leasing, condominiums, apartments, or single family homes as opposed to purchasing whole buildings and then placing all participants into one location.[77]

Shelter Plus Care Program (S+C)
The former Shelter Plus Care program has been consolidated with other HUD competitive homelessness assistance grants programs to create the new Continuum of Care (CoC) Program. On A Home For Everyone's (AHFE) website, there is an archive of Portland/Gresham/Multnomah County CoC Program Competition Resources, currently from 2015-2018, that details the new CoC process.

Short-Term Rental Assistance
Flexible rent assistance meant to serve those at risk of or are recently homeless. Assistance duration is flexible, but does have a cap. 1 month - 2 years on average and is similar to rental assistance offered in Rapid Re-Housing and Prevention (though it is not limited by HUD requirements). Home Forward administers Multnomah County's STRA program. STRA is designed to respond quickly when homelessness threatens a household in three ways: emergency hotel/motel vouchers for temporary shelter, eviction prevention assistance to remain in housing, and housing placement into permanent housing.[78]

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[74] The U.S. Department of Housing and Urban Development. [HUD]. (2015). HUD Recovery Housing Policy Brief.
[75] The Joint Office of Homeless Services. (2018). Resources and Eligibility Criteria for Adult and Family Coordinated Access in Multnomah County. [AHFE website].
[76] Multnomah County. (2018). Homeless Family System of Care: Multnomah County Mobile Housing Team Retention Services ServicePoint Handbook. [Multnomah County website]. Retrieved form: https://multco.us/multnomah-county-servicepoint-helpline/homeless-family-system-care-hfsc
[77] Corporation for Supportive Housing.[CHS].(n.d.). CSH Supportive Housing Scattered-Site Ownership.[CHS website]. Retrieved from:http://www.csh.org/wp-content/uploads/2015/12/IL_Toolkit_Model_Scattered-Site-Owned.pdf
[78] Home Forward.(n.d.). Short-Term Help Paying Rent. [Home Forward website]. Retrieved from: http://www.homeforward.org/find-a-home/get-help-paying-rent/short-term-help

Supportive Housing (SH)
Supportive housing is a proven solution for highly vulnerable people who have complex health needs, including those with untreated or undertreated mental illness and addictions and have long-term homelessness in their background. It combines deeply affordable housing with supportive services to help people live with stability, autonomy and dignity. Our community operates two primary models of supportive housing: 1) Permanent supportive housing for populations with more complex needs and 2) Facility-based transitional housing for populations with shorter-term needs.

Tenant Based Rental Assistance (TBRA)
TBRA is a rental subsidy that is used to help individual households afford housing costs such as rent and security deposits. Under certain circumstances, it can be used to help with utility deposits. There are many types of TBRA programs. The most common type provides monthly assistance to cover the difference between the amount a household can afford to pay for housing and local rent standards, like the Section 8 Voucher Program. The HOME TBRA program is unique from other programs in that the TBRA assistance moves with the tenant and the level of the subsidy varies based upon the income of the household and the cost of their rent.[79]

Tenant Protections
In Oregon, tenant protections are covered under the Oregon State Residential Landlord & Renter Act (ORS Section 90.100-90.875). (Note that this is not the same as the Fair Housing Law, which is a federal law that prohibits housing discrimination based on protected class.) The Oregon Act outlines the rights and responsibilities for renters and landlords, this includes basic habitability and maintenance standards, as well as rules on security deposits, fees, rent increases, utility payments, and the rules that permit the landlord to conduct inspections of a rental unit.[80] In addition to the protections set forth in the Residential Landlord and Tenant Act, the City of Portland has additional protections under the Portland Renter Additional Protections Ordinance (30.01.085). These additional protections set limits on rent increases, require longer times for a no-cause eviction move out period, and in some cases require financial assistance for tenant relocation.[81]

Transitional Housing (TH)
TH is a temporary housing with supportive services to facilitate a household's successful move into permanent housing, typically within 24 months. Participants choose whether to participate in services offered. It may be facility based or scattered site, although all publicly funded TH in Portland and Multnomah County is currently facility based.

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[79] HUD. (n.d.). Hud Exchange HOME Tenant-Based Rental Assistance. [HUD Exchange website]. Retrieved from: https://www.hudexchange.info/programs/home/topics/tbra/#policy-guidance-and-faqs
[80] Multnomah County. (2018). Multnomah County Rent Right Housing Resource Guide. [Multnomah County website]. Retrieved from:https://multco.us/file/9038/download
[81] City of Portland. (2019). Charter, Code and Policies: 30.01.085 Portland Renter Additional Protections. [City of Portland website]. Retrieved from: https://www.portlandoregon.gov/citycode/article/748112

Appendix G: Documentation Barriers

Documentation is an essential part of the process to initiate housing and benefit services. For example, a person or family needs to show a legal photo ID to submit a rental application, start SSD/I or VA pension benefits, open a utility account, or start certain types of medical treatment. Since September 11, 2001 the process to obtain birth certificates and state ID is much more restrictive and has caused longer wait times for documents and introduced new barriers to obtain them. Communities of color face additional barriers based on racial and ethnic discrimination, which may cause additional wait times and create more distrust of government offices.

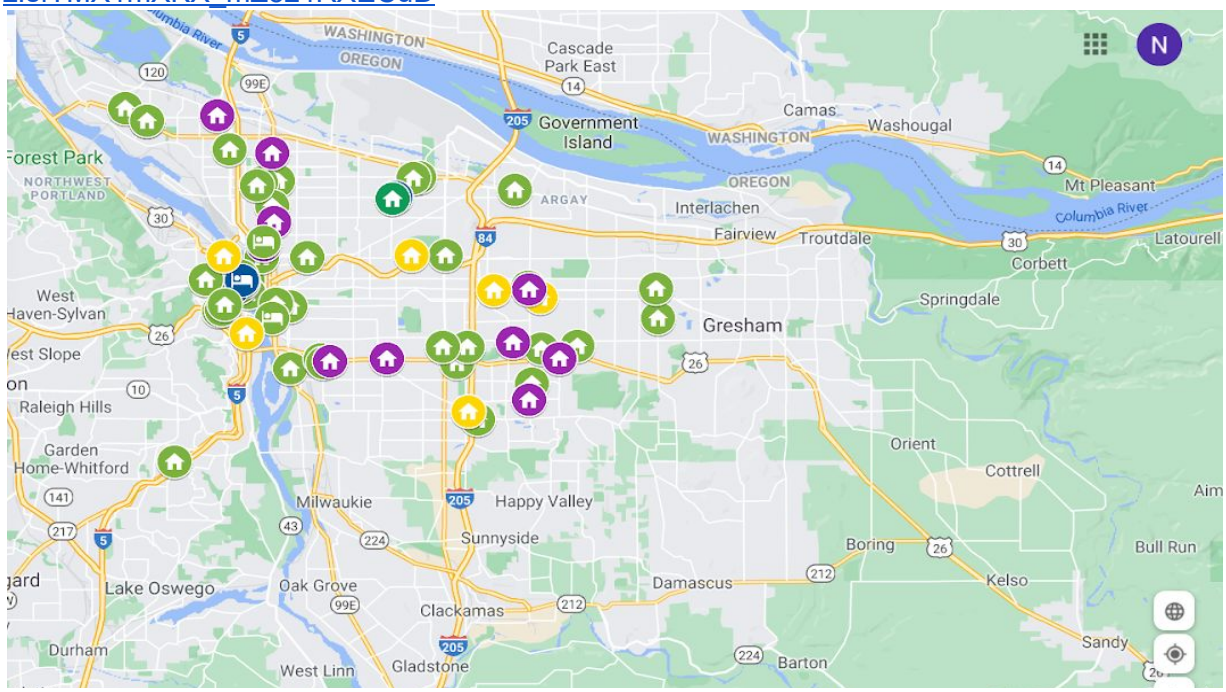
Documentation barriers					Uses
Doc type	Racial and ethnic discrimination	Time to obtain	Legal considerations	Cost	Needed to:
Photo ID	BIPOC *may* experience bias based on the type of ID they show to service and housing providers Some community members do not want to show their ID because of the new **Public Charge Law**	Varies, dependent on whether person can enter certain places, re-order, pay costs, retrieve mail; **one month to one year** Access to and familiarity with internet may impact duration	Ex. Legal photo ID: COFA nation passport Military ID State ID Perm. Resident Card Prison ID Tribal ID Accepted for shelter services in MultCo: Transition Project ID	Varies, & not all ID can be replaced. If passports (more than 5 yrs. expired), resident cards, visas are expired then may need to consult with lawyer	**Stay in (some) shelters** Open (most) bank accounts Enter legal employment Start to receive SSD/I benefits Start to receive VA pension **Order (most) birth certificates** **Order social security card** **Pick up narcotic medications** Cash a check Enter a federal building **Submit a rental application** Start utility services Start methadone treatment
OR ID	BIPOC still *may* experience racial + ethnic bias at govt. offices	During Covid-19, 1-2 months for DMV appointment then 2 weeks in mail	Must demonstrate proof of physical address 1st time OR ID must show birth certificate, even if born in OR	$44.50 ID **$39.50 Replace** $40.50 Renew	Rent a room at (most) motels/hotels OR Driver's License to drive Often used (but not required) to register to vote
Birth certificate	BIPOC *may* experience bias at govt. offices based on perceptions about their place of birth, and perceptions about the importance of their need for a birth certificate	Time varies Non-digitized records may impact duration **One month to one year**, depending complexity to prove place of birth	For people born at home or that were adopted, they may need to work with a lawyer Legal name changes require add. Documentation Applicants may not know name of birth parents, place of birth	Varies Typically requires a notarized application fee & a general app fee Often a fee to expedite Legal costs for more complex cases	Apply for a state ID (which is required to apply for a social security card) Apply for permanent resident card, work visas, citizenship

Feedback from culturally-specific providers on some ways to address documentation barriers

Culturally-specific interventions	Outreach & pre-housing supports	Documentation flexibility	CBO infrastructure
Trusted BIPOC community members must design & introduce interventions to BIPOC community Establish a multi-lingual support and navigation team 2-1-1 has not been a successful method to inform BIPOC community, *bring services to* BIPOC community through trusted community members Provide financial assistance to apply for citizenship	Prioritize service deserts Invest in mobile tools like laptops with Wi-Fi, and cellphones for clients to use in meetings Reserve spots for BIPOC community members to apply for needed documents	Require less paperwork Provide trauma-informed guidance about the process	Invest in more access to lawyers to expedite getting a birth certificate Invest in more access to lawyers to address citizenship barriers Invest in annual collaboration with service providers about documentation interventions

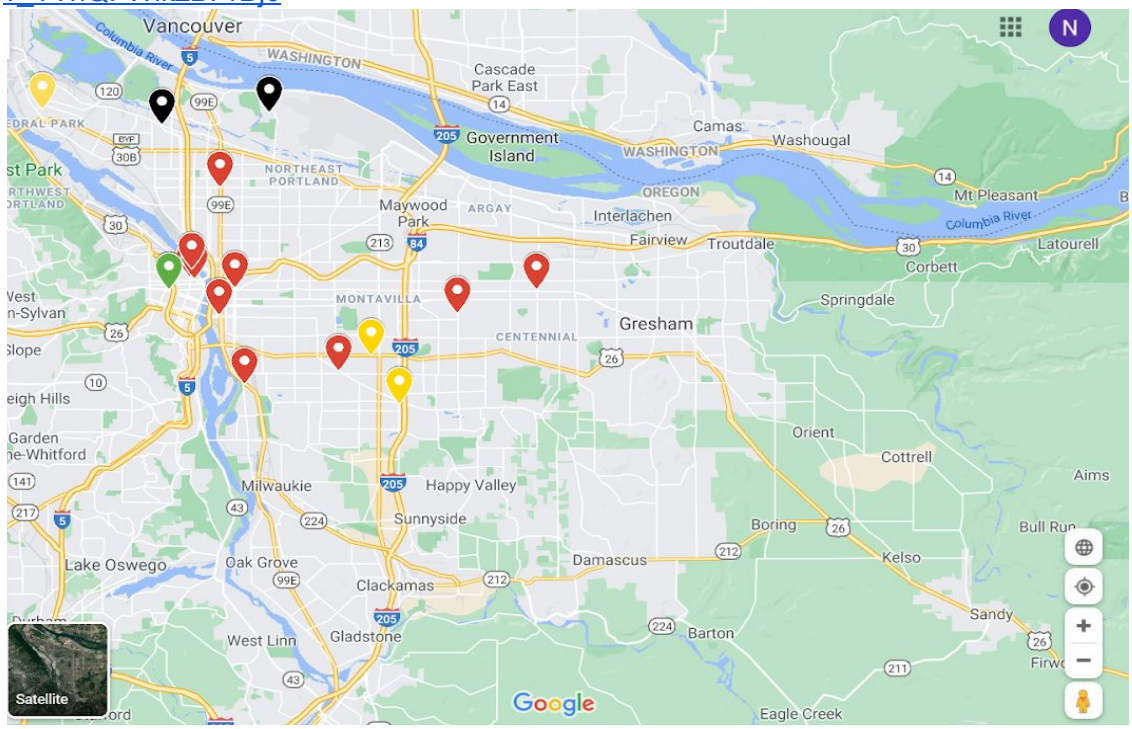
Appendix H: Supportive Housing Projects/Units in Multnomah County

The map below shows buildings that have dedicated supportive housing units across Multnomah County. This map does not include tenant-based resources that can be used in market-rate or affordable housing units.
To access the map virtually, click on the link below. You will need a Google account and you may need to request access:
https://www.google.com/maps/@45.4778502,-122.6424044,11z/data=!4m2!6m1!1s1ERkv5ngSzIsfTMX1mXKX_mZ5z4RXECuD



Appendix I: Emergency Shelter Locations in Multnomah County

Below is a snapshot of publicly funded emergency shelter locations across Multnomah County. You can view this Google map on your computer using this link: https://www.google.com/maps/@45.4929373,-122.6279267,11z/data=!4m2!6m1!1s1Kjpeq5kmKv_TTnQFWiltzBPrBj0



Appendix J: Metro Supportive Housing Services Outcome Metrics

The following charts capture the SHS Program outcome metrics that have been established to date.

Outcome Metrics: Housing Stability

Category	Goals	Proposed Annual Metrics
Housing Stability	Housing equity advanced by access and service access at greater rates to BIPOC; Housing retention rates equal or better for BIPOC; Rate of chronic homelessness significantly reduced	**# of supportive housing units created**
		Rate: Total supply of supportive housing vs. demand
		Rate: # of households experiencing housing instability/ homelessness compared to those placed in stable housing
		# of housing placements by housing type and population type
		# of homeless preventions by housing type and population type
		Rate: housing retention
		Average length of homelessness
		Returns to homelessness (# and %)
		Funds and services leveraged (across sectors, departments) locally

Outcome Metrics: Equitable Service Delivery

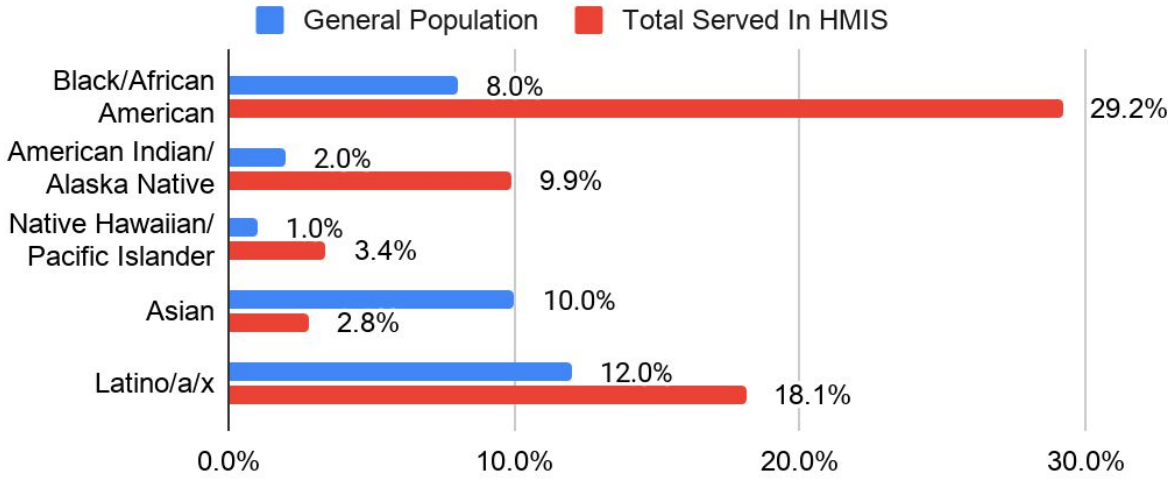
Category	Goals	Proposed Annual Metrics
Equitable Service Delivery	Increase culturally specific organization capacity with increased investments and expanded organizational reach for these organizations; All supportive housing services providers work to build anti-racist, gender-affirming systems with regionally established, culturally responsive policies, standards and technical assistance	Scale of investments made through culturally specific service providers
		Rates of pay for direct service roles & pay distribution from highest to lowest-paid staff within agencies
		Diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience

Outcome Metrics: Engagement & Decision Making

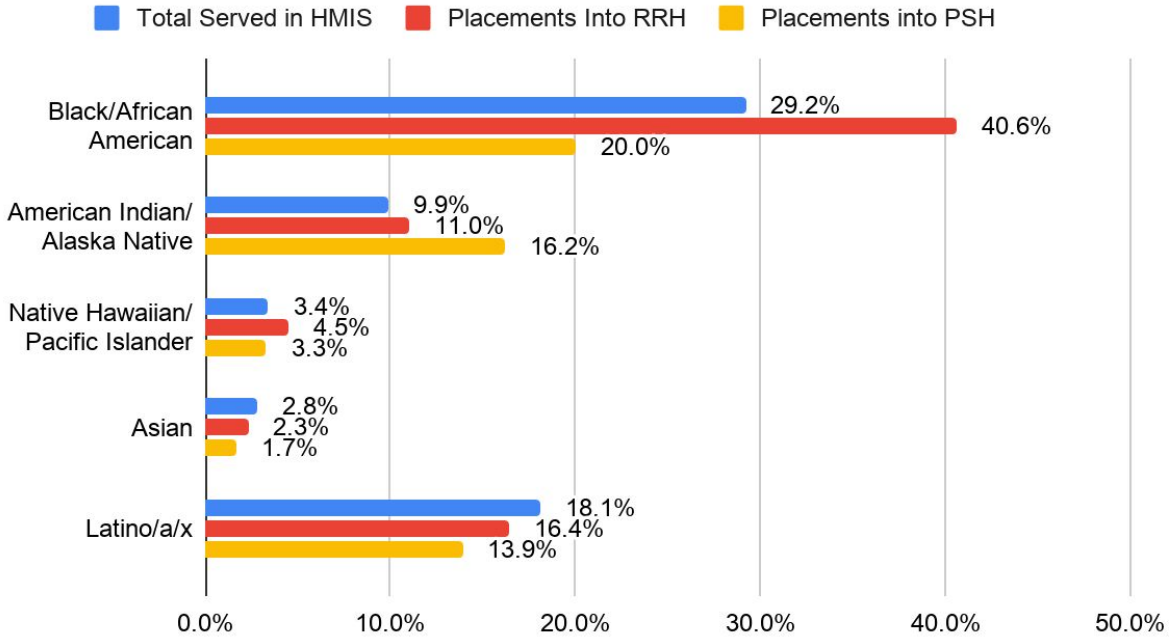
Category	Goals	Proposed Annual Metrics
Engagement & Decision Making	BIPOC folks are overrepresented on all decision-making and advisory bodies BIPOC folks and people with lived experience are engaged disproportionately (i.e. over-engaged) to inform program design and decision making.	Percent of all advisory and oversight committee members who identify as BIPOC or as having lived experience of housing instability or homelessness

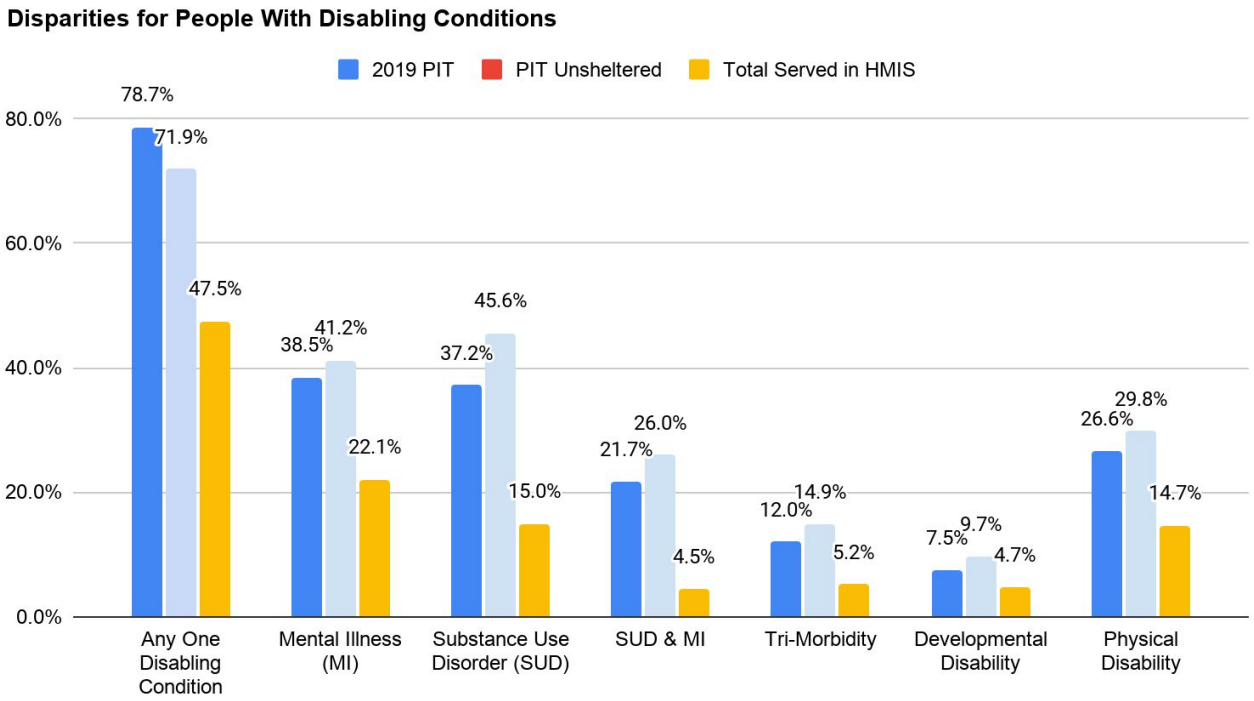
Appendix K: Data Tables

Representation by Race/Ethnicity



FY19/20 Placements into Permanent Housing




Disparities for People With Disabling Conditions
2019 PIT
PIT Unsheltered
Total Served in HMIS
80.0%
60.0%
40.0%
20.0%
0.0%
78.7%
71.9%
47.5%
38.5%
41.2%
22.1%
37.2%
45.6%
15.0%
21.7%
26.0%
4.5%
12.0%
14.9%
5.2%
7.5%
9.7%
4.7%
26.6%
29.8%
14.7%
Any One Disabling Condition
Mental Illness (MI)
Substance Use Disorder (SUD)
SUD & MI
Tri-Morbidity
Developmental Disability
Physical Disability

Appendix L: A Home For Everyone Community Program Guidelines and Joint Office of Homeless Services Adult Homeless Services RFPQ Program Requirements

This appendix includes the A Home for Everyone Community Program Guidelines for homeless system programs, as well as the Joint Office of Homeless Services program requirements from the 2019 Adult Homeless Services RFPQ.

JOHS Adult Homeless Services RFPQ
Relevant excerpt from: 2019 Adult RFPQ Attachment B (pg 4-6):

1.1.4 System-wide Service Delivery Approaches & Values Four core system-wide approaches are expected to be utilized by all Adult Homeless Services Suppliers in the provision of JOHS-funded services or strategies and are outlined in this section.

Housing First and Low Barrier AHS should be designed to support the community's commitment to Housing First. Housing First is an approach to quickly and successfully connect households experiencing homelessness to permanent housing without preconditions and barriers to entry. Housing First recognizes that with the right supports, everyone is "ready" to return to permanent housing as soon as a suitable unit becomes available. Therefore, absent very specific programmatic justifications (for example, Recovery Housing models), services should be designed to expedite and not delay a participant's return to permanent housing. Following this approach, the utilization of services are participant-led and modified to meet the unique needs of each participant.

Assertive Engagement ***Assertive Engagement*** (AE) is a synthesis of evidence-based practices adopted by Multnomah County that includes elements from Motivational Interviewing, Strengths-Based Practice, and Assertive Community Treatment. It is a person-centered and strengths-based social service approach to working with people that honors the individual as experts in their own lives. AE principles will guide service design as well as how Adult Homeless Services are delivered by Suppliers.

Racial and Social Justice In order to end homelessness we must acknowledge and address through our work the continuing role that structural and institutional racism play in causing significantly disproportionate rates of homelessness among Communities of Color.

We are often described as a progressive community. But we are, in fact, a community built on a long history of legalized and institutionalized racist and oppressive practices that have deprived generations of People of Color access to economic and social opportunity. Until 1926, Oregon's Constitution barred African Americans from moving to or residing in Oregon. As recently as 1948, Oregon realtors affirmed their commitment to a "Code" that, "a realtor shall never introduce into a neighborhood members of any race or nationality whose presence will be detrimental to property values." These examples of racial exclusionary laws and practices in Oregon are two of many contributors to the infrastructure of institutional racism that continues to this day.

Data shows that the inequities created by these historical practices continue to be reproduced and reinforced through institutionalized racism and prejudice in our current housing, education, criminal justice, and employment and human services systems.

As a result, African Americans, Native Americans, Latinx communities, immigrants and refugees and other Communities of Color do far worse on all social indicators of well-being than whites. And their rates of homelessness are much higher than rates of homelessness among whites.

Eliminating these disparities requires an understanding among all Suppliers of AHS of how historical and current structural, institutional, and personal racism shape the experiences and opportunities of People of Color in our community. It requires that Suppliers understand and carry out their obligations under federal, state, and local civil rights statutes designed to protect people against unlawful discrimination. It requires that resources be targeted and services be delivered in a manner that addresses these disparities (see below for discussion of culturally responsive and specific services). And it requires that individual Suppliers and the homeless services system as a whole be accountable for equitable access to and benefit from services provided.

Culturally Responsive and Culturally Specific Services All Suppliers of Adult Homeless Services will be expected to deliver those services in a Culturally Responsive and/or Culturally Specific manner, as those terms have been defined through a collaborative County-wide work group, led by the Multnomah County Chief Operating Officer and the Director of the Office of Diversity and Equity (see Appendix 1). These definitions realize the County's stated belief that **culturally responsive and culturally specific services eliminate structural barriers and provide a sense of safety and belonging which will lead to better outcomes**. For more detailed information on cultural specificity and responsiveness, please see Multnomah County's guidance on Culturally Specific Services.

A Home for Everyone Community Program Guidelines

The Community Program Guidelines document includes definitions, populations served, expectations for effective practices and operating standards by program type. Below are excerpts that include the effective practices for each program type. The full document can be accessed via this link: http://ahomeforeveryone.net/guidelines.

Emergency Shelter Guidelines

Effective Practices (pg 4-5) :

- Operate as low-barrier based on the Housing First philosophy, so people with high housing barriers can receive ES services. Offer emergency shelter to support people in recovery (no drug/alcohol use) through a safe and non-triggering environment.
- Wherever possible, do not utilize first-come, first-served approach.
- Diversion is a critical component of the homeless system that should be operated at all front doors of coordinated entry and ES, to ensure resources are dedicated to households who need shelter tonight and those who can be diverted have support in making necessary connections to safe, alternative housing situations.

- Safety Off the Streets workgroup hosts monthly action-oriented conversations to address detailed challenges and alignment opportunities, including exclusions, nuts & bolts of how shelter operates, how to support team members within system shifts, how to increase staff retention rates.
- Shelters are to be used only when an appropriate permanent housing option is not available. When shelter capacity is expanded, it should be coupled with permanent housing resources for those in shelter, to ensure improved, longer-term outcomes.
- Client-level and outcome data will be collected to the extent appropriate given the nature of the shelter and level of public investment.
- Ensure geographic equity in siting of shelter, particularly in East Multnomah County, to meet the needs of people experiencing homelessness throughout the area

Transitional Housing Guidelines

Effective Practices (pg 6):

- TH is used for households who have immediate and acute supportive service needs, who will likely not need intensive services permanently, though their needs may vary over time.
- Examples of effective approaches and/or models include: harm reduction and low barrier approaches (i.e., recovery housing is also low-barrier). Also, in our community we operate TH beds for people with mental health conditions.
- Goals and plans are participant-driven with the ultimate goal of obtaining safe and stable housing. These may be oriented around: o Employment o Linkage to mainstream services and eligible benefits (Medicaid, SSI/SSDI, TANF) o Addictions treatment o Mental health services o Primary health care
- Explore models and best practices for community space within facility-based transitional housing.

Permanent Supportive Housing Guidelines

Effective Practices (pg 8-9):

- Focuses on serving households with intensive social and clinical service needs, long-term homelessness and/or frequent stays in institutions.
- Assessments and participant-driven planning to secure long-term stability and reach goals, including: o Employment o Linkage to mainstream services and eligible benefits (Medicaid, SSI/SSDI, TANF) o Addictions treatment o Mental health services o Health care o Legal services o Payee services
- Evictions in tenant-based PSH should not result in program termination unless absolutely necessary for safety reasons; transfers between programs should be facilitated whenever safe and appropriate to allow the best fit of available resources to meet household needs. As households and/or circumstances change (ex: youth aging out) and the service need remains high, the system should ensure continued access to PSH.
- Housing is permanently affordable to people with very little or no income.
- Eligibility criteria is minimal, especially in regard to serious criminal justice involvement.

Rapid Re-Housing Guidelines

Effective Practices (pg 10):

- One-time financial assistance, or 1-24 months of rental assistance and supportive services based on individual need, and rooted in Progressive Engagement model as well as pre-determined timeframes for assistance. Subsidy may be deep or shallow, depending on individual needs.
- Assessment for and access to participant-driven services to obtain & retain long-term housing stability. Service linkages may include: o Addiction treatment o Mainstream services and eligible benefits (Medicaid, SSI/SSDI, TANF) o Connection to permanent subsidized housing (e.g. Section 8) or permanent supportive housing if need indicated through progressive engagement o Domestic violence services o Health care (including mental health care) o Employment o Legal services (including education of personal and tenant rights) o Payee services o Housing stability

Appendix M:

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region

A report by the Portland State University Homelessness Research & Action Collaborative,
& Northwest Economic Research Center

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Citation: Zapata MA,* Liu J,** Everett L, Hulseman P, Potiowsky T, & Willingham E. 2019.*Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region*. Portland State University

*First author & **second author. All other authors listed in alphabetical order.

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We met with, received data from, and sought or received comment from the organizations listed below. While a range of partners were given the opportunity to provide feedback on the report, we asked some to review parts versus all of the document and some to offer feedback throughout the process versus reviewing a final draft. Some partners were asked specific questions, or asked for data sets only. In all instances, we made the final determination of how to proceed. Their listing below should not be interpreted as an endorsement. To protect confidentiality of all who shared thoughts with us, we do not list individual names associated with organizations, unless they are not with an organization or submitted comment as an individual person within an organization:

Central City Concern	Metro Regional Government
City of Portland	Multnomah County
Clackamas County	Oregon Center for Public Policy
The Corporation for Supportive Housing	REACH CDC
ECONorthwest	State of Oregon
Here Together	Washington County
Home Forward	Welcome Home
JOIN	Wheelhouse Associates
Joint Office of Homeless Services	Transition Projects, Inc.

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Table of Contents

List of Tables & Figures 4

FOREWORD **5**

INTRODUCTION/EXECUTIVE SUMMARY **7**

Key Takeaways 7

Key Recommendations 9

Terminology 11

Research Process 16

Findings Summary 16

Conclusion 22

I. GOVERNANCE **23**

Introduction 23

Key Takeaways 23

Regional Collaborative Governance 25

Homelessness Continuums of Care 26

Moving Forward in the Portland Tri-County Area 52

II. COSTS OF ADDRESSING HOMELESSNESS **55**

Background 55

Key Takeaways 55

Addressing Housing Needs for Population Experiencing Homelessness 64

Preventing homelessness and stabilizing housing 81

Providing emergency shelters 98

Conclusions 99

III. REVENUE-RAISING OPTIONS **100**

Key Takeaways 101

Revenue Sources 103

IV. CONCLUSIONS **116**

Reference List **117**

Appendix - Glossary **127**

List of Tables & Figures

Tables

Table 2.1: Summary of Results for People Experiencing Homelessness in 2017: Housing and Services 18
Table 2.2: Summary of Results for Universal Rent Assistance (Homelessness Prevention and Housing Stability) 19
Table 3.6: Revenue-raising options summary 21
Table 1.1: Basic Facts about Cases 30
Table 2.1: Summary of Results for Homeless: Housing and Services 57
Table 2.2: Summary of Results for Universal Rent Assistance (Homelessness Prevention) 58
Table 2.3: Homeless Population Data Summary, 2017 66
Table 2.4: Homeless Population Estimates, 2017 67
Table 2.5: Number of People Served in PSH by Families/Non-families (Source: FY 2017 AHAR) 70
Table 2.6: Costs of Housing Provision (development vs. private lease), 2017 72
Table 2.7: 2017 Tri-county Region Rental Price Summary, monthly 73
Table 2.8: High and Low-Cost Estimates for Scenario Analysis 76
Table 2.9: Cost Scenarios for Housing Homeless Populations in Net Present Value (2019 dollars) 76
Table 2.10: Detailed Cost Scenario Estimates by Cost Category (nominal dollars; not adjusted for inflation) 79
Table 2.11: Cost of Universal Rent Assistance Program (2017 dollars) by Income Level and Cost Burden, 2017 85
Table 2.12: Detailed Costs of Universal Rent Assistance Program in Nominal and Net Present Value (2024–2033), 0–80% AMI 86
Table 2.13: NPV of Rent Assistance from 2024 to 2033 for 0–30%, 0–60%, and 0–80% AMI 86
Table 2.14: Regulated Affordable Housing Units (Source: 2017 Regional Inventory of Regulated Affordable Rental Housing) 89
Table 2.15: Housing Unit Shortage, Post Universal Housing Voucher 95
Table 3.1: Revenue-raising options summary 101
Table 3.2: Business License Fees 105
Table 3.3: Gross Receipt Taxes 106
Table 3.4: Gross Receipt Taxes (excluding groceries) 107
Table 3.5: Payroll Taxes 112
Table 3.6: Revenue-raising options summary 114

Figures

Figure 1.1: Model of Collaborative Governance 26
Figure 1.2: Los Angeles Planning Areas 31
Figure 1.3: Measure H Dashboard 36
Figure 1.4: Approach to redesigning the system 41
Figure 1.5: The Way Home Homeless Response System 42
Figure 2.1: Timeline of PIT Counts Estimate in Clackamas, Multnomah, and Washington Counties by Housing Situation 61
Figure 2.2: Chronically Homeless Counts and Definitions by Year and County 62
Figure 2.3: School District Homeless Students by County and Housing Situation, 2017-2018 Academic Year 63
Figure 2.4: Distribution of Owner vs Renter Occupied Households in the tri-county region (Source: 2013-2017 ACS 5-year estimate) 82
Figure 2.5: Owner vs Renter Occupied Household by Median Household Income in the tri-county region (Source: 2013-2017 ACS 5-year estimate) 82
Figure 2.6: Median Household Income by Race (Source: 2013-2017 ACS 5-year estimate) 83
Figure 2.7: Household Tenure (Owner vs Renter) by Race (Source: 2013-2017 ACS 5-year estimates) 83
Figure 2.8: Affordable Housing Gap by County and by Household Income 90
Figure 2.9: Affordable Housing Gap, Estimated Shortages by Unit Size by County 91
Figure 2.10: Availability of Affordable Housing (per 100 households) by County and by Household Income 92
Figure 2.11: Spatial distribution of available rental housing units for 0–80% MFI Households by Census tract (per household) 93
Figure 2.12: Spatial distribution of available affordable rental housing units by Census tract and by household income 94

FOREWORD

This report takes a comprehensive look at the scale of homelessness and housing insecurity experienced in the Portland tri-county area. Our goal in producing this report is to help community members understand the scope and scale of the challenges we face when addressing homelessness and housing insecurity. We examine governance options, provide cost estimates for providing housing, supports, and services, and present revenue-raising options for our local governments to address homelessness and housing insecurity.

Before getting too far into the report, we want to make sure to note a few things. Many of the available counts of those experiencing homelessness use a narrow definition. We believe this leaves people behind. For example, the official Point-in-Time counts do not include those living doubled up, those sometimes described as the hidden homeless or precariously housed. This vulnerable population is sleeping on friends' couches or cramming in unsafe numbers into bedrooms. Because homelessness is experienced differently within communities of color, a narrow definition of who has experienced homelessness leaves people of color out. Larger estimates like we have conducted in this report will help better achieve racial equity and give a more complete picture overall.

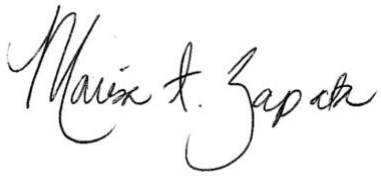
Because these figures are comprehensive and include multiple jurisdictions, some might be shocked by the homelessness count and the cost. These numbers are on a scale that we are not used to seeing when talking about homelessness in the Portland region. Here are a few considerations to put the numbers in perspective. The overall count of people experiencing homelessness is about 2% of the population, many of whom are already receiving some type of services. Who is receiving what types of services and at what level is beyond the scope of this report; however, we know that some of the necessary investments have already been made, and will continue to be made. For example, the estimates do not account for the impact of the 2018 Metro and 2016 Portland affordable housing bonds, which total approximately $911 million combined.

When turning to the costs for homelessness prevention and housing insecurity, we assume that the costs we estimate for people experiencing homelessness are spent and the interventions are successful, and that the planned rent assistance for prevention would happen immediately. Obviously, this would not happen in practice. The type of modeling needed to capture the inflow and outflow of people experiencing homelessness is complex, data intensive, and time consuming.

We opted to go in the opposite direction, and created replicable, straightforward estimates completed in just a few months. Our goal was to provide a general sense of the number of households and associated costs, and we believe that adding layers of complexity where assumptions are added to assumptions would not get us to a better estimate. These estimates for the costs and revenue-raising options are ballpark figures based on counts, data, and

assumptions from currently available sources. They are not meant to be exact, and should only be used as guideposts. The numbers provide a starting point for conversations on the resources necessary to tackle this issue in the tri-county area, and how we might go about raising the revenue to do so. Similarly, the governance section provides case descriptions about regional governance for homelessness in other areas, and considers options for the tri-county region. We urge the tri-county region to collectively decide how to move forward, and to define the problem we are trying to solve—homelessness or housing? Supporting people experiencing homelessness who are unsheltered will not solve affordable housing, and affordable housing is integral to helping them. However, without weighing trade-offs, we cannot know for sure exactly which is the best path to addressing affordable housing.

Lastly, we know that governance, costs, and revenue are just the beginning of the work we must undertake in our community to provide a safe, quality, affordable home with supportive services to every community member in need. At the PSU Homelessness Research & Action Collaborative, we look forward to understanding the policies that have given rise to and perpetuate homelessness. We know that only through long-term strategic planning and structural improvements can we both resolve homelessness for people today, and ensure it does not continue to happen in the future. We hope you find this report helpful, and we look forward to discussing with you how we can best address homelessness in our region.



Marisa A. Zapata, PhD

INTRODUCTION/EXECUTIVE SUMMARY

In the Portland, Oregon metropolitan region, homelessness has become increasingly visible on our streets and in our media headlines. Conflicting rates of who is experiencing homelessness, differing definitions of who is at risk, and varying cost estimates to help those without a stable place to live leave community members confused about the scale and scope of the challenge that we face. Our overarching goal in this report is to provide information that helps the public better deliberate about how to support people experiencing homelessness, and to prevent future homelessness. We thread together three areas of work—governance, costs, and revenue—to help the region discuss how to collectively move forward.

We start with a discussion about governance for a regional approach to address homelessness. We then offer two sets of conceptual cost estimates. These ballpark figures are meant to help the community understand the number of people experiencing homelessness and facing housing insecurity. Lastly, we examine a range of revenue-raising options for the tri-county region to give communities an idea of how to find resources to address and prevent homelessness. In all three sections our goal is to paint a picture with a broad brush of the landscape in which we are operating.

Key Takeaways

We present core findings from each of three substantive sections in the report.

- Regional governance can play an effective and important role in addressing homelessness and increasing capacity to improve the lives of people experiencing homelessness or housing insecurity. Solving homelessness requires affordable housing, and housing markets to operate regionally. Service needs do not follow jurisdictional boundaries, and coordinating regionally can reduce inefficiencies and allow for cost sharing.

- Political advocacy matters for raising awareness about an issue while also informing, influencing, and building power among multiple stakeholders. These stakeholders include people experiencing homelessness, elected officials, government actors, businesses, service providers, advocates, people experiencing housing insecurity, and other community members.

- Multi-stakeholder processes can help build power across groups and create advocacy networks and coalitions. Multiple groups operating in government or civic society can help create broader commitments to work toward a common goal, in this case addressing homelessness.

- Some of the most successful governance groups included in this report focused on homelessness centered on racial equity. Poverty and race are inextricably linked, and communities of color face disproportionate rates of homelessness. In the four cases we describe, Black community members consistently experienced disproportionately higher rates of homelessness.

- 38,000 people experienced homelessness in the tri-county area in 2017. This estimate is based on annualized Point-in-Time data, numbers served in each county, and K-12 homelessness reports. Communities of color, specifically Black and Native American communities, are represented at disproportionately higher rates in the homelessness population when compared to their total population in the region.[1]

- The cost to house and support this population ranges from $2.6 billion to $4.1 billion over ten years based on a range of options presented in the cost section of this report. The costs include the development and/or acquisition of new units. These estimates assume these populations remained static, with no new additional homeless households. These figures do not account for the impact of Metro and Portland bonds totaling approximately $911 million for affordable housing, or ongoing service-level funding.

- Services, rent assistance for privately leased units, building operations for publicly developed units, and program administration would cost about $592 million–$925 million in 2025,[2] when costs are at their highest, and an average of $97 million–$164 million per year thereafter.[3] These figures do not include the costs for building or acquiring units, and vary by scenario. These numbers also include non-permanent supportive housing (non-PSH) households receiving 100% rent support and moderate services for two years. In all

[1] The focus on Black and Native American populations reflects that more and better data were available and should not be an indication that other communities do not face serious disparities. For example, in the case of Latino communities, fears about immigration status means limited requests for help. Asian Pacific Islander communities have significantly different demographic profiles based on which sub-population to which they belong. Also note that systemic and persistent data collection issues results in undercounts in many communities of color. See Runes, C. (2019). *Following a long history, the 2020 Census risks undercounting the Black population*. Urban Institute. Retrieved from https://www.urban.org/urban-wire/following-long-history-2020-census-risks-undercounting-black-population)

[2] We assumed programming would begin in 2024. We selected 2025 as it included completion of unit acquisition/development.

[3] Cost variance is due to the proportion of units that are publicly developed (versus acquired and leased on the private market). The top end of the range represents the scenario in which higher service costs are assumed and local public entities construct all permanent supportive housing units, while the lower end of the range includes lower service cost assumptions, and increases the number of units rented through private leases. These numbers also include non-PSH households receiving 100% rent support and more moderate services. Should the non-PSH homeless households become fully self-sufficient, service and operation costs drop to $97 million - $164 million per year. In all likelihood many non-PSH homeless households will achieve some level of self-sufficiency but may continue to need some level of support; this report does not calculate those expense estimates.

likelihood many non-PSH homeless households will achieve some level of self-sufficiency, but may continue to need some level of support after two years. Should all non-PSH homeless households continue to receive 100% rent assistance and services, our high-end estimates for every additional two years that non-PSH households receive full rent subsidies and services totals $1.6 billion. Again, these numbers do not include current funding commitments.

- As many as 107,000 households faced housing insecurity or were at risk of homelessness in 2017 in the tri-county area due to low incomes and paying more than 30% of their income on housing costs, commonly described as housing cost burdened. This number includes households that made 0–80% of median family income (MFI), and paid more than 30% of their income on housing costs. About 83,000 households from the same income brackets paid more than 50% of their income on housing costs in 2017. Focusing on the lowest wage earners (0–30%), about 52,000 households paid more than 30% of their income on housing costs.

- Communities of color face much higher rates of rent burden, and lower median income when compared to White counterparts. The median salary for Black households in the Portland area is half that of the overall median—a significant disparity, and a sign of the current and historic systemic racism faced by this population in the region.

- Providing rent assistance for all of these households would help resolve housing insecurity and reduce the risk of becoming homeless. We estimated costs to create such a program, using a range of rents and addressing households that earn 0–80% of the median family income (MFI) for their household size. To help severely cost-burdened households over ten years would cost $8.7 billion–$16.6 billion. That's about $870 million–$1.66 billion per year, or $10,000–$20,000 per household per year. These numbers do not account for what is already being spent in the tri-county area to relieve the cost burden for households in need.

- There are a range of revenue options that the tri-county region could explore collectively, through Metro, or at individual jurisdictional levels. All have trade-offs; all should be carefully examined for equity and regressivity, with particular attention to the impacts on communities of color and low-income communities.

Key Recommendations

These recommendations were developed by working through available data sets, interviewing people from other communities, reviewing literature, and professional practice here in Portland.

- We recommend the tri-county area form an exploratory committee or task force of an inclusive and committed set of stakeholders that is led by a government entity, or set of government entities, to examine in which ways better regional planning, policies, and

program coordination around homelessness could help all jurisdictions meet their goals. This task force would do the following:

- Deliberatively identify the "problem" to be solved. Two examples of how to frame the problem: 1) Focusing on unsheltered homelessness; or, 2) Creating safe, quality, and affordable housing for all community members. Clarity about which problem(s) we are attempting to solve is essential to the success of any effort. We recommend the region carefully consider if we are trying to "solve" homelessness, or if we are trying to "solve" affordable housing. We argue for the second framing, focusing on affordable housing. The second framing could include the first identified problem framing. *Supporting people experiencing homelessness who are unsheltered will not solve affordable housing, and affordable housing is integral to helping them. However, without weighing trade-offs, we cannot know for sure exactly which is the best path to addressing affordable housing.*

- Include decisions and discussions about program and service coordination, policy making and implementation, and revenue raising and distribution.

- Build on existing collaborative efforts, but not usurp them, and hold processes in an inclusive and equitable manner where equity refers to communities of color and people who have or are experiencing homelessness or housing insecurity. Transparency will be central to ensuring democratic governance as well as public support. Encourage processes occurring in civic society to continue their work independently.

- Have an identified decision-making date where the group will make formal recommendations about how the region should move forward.

- Define the homelessness community to include people who are doubled up. This is a substantial population that cannot be easily dismissed.

- Center the process on racial equity. The racial disparities for communities of color experiencing homelessness or housing insecurity do not exist by accident, and the only way to really address and prevent homelessness will be to focus on their needs. By focusing on achieving racial equity, other racial groups that do not experience disparities will also be served.

- Given the conceptual nature of the population and cost estimates in this report, we encourage identifying key areas where additional, more concrete estimating may be appropriate. *We caution against spending significant resources on complicated and in-depth dynamic modeling and cost estimates unless their utility is clear.* Much of the data and estimates related to homelessness can be problematic, and intensive drill downs may not make cost estimates more reliable.

- Use the information from this report to help map strategic next steps. We encourage stakeholders to break down pieces from the cost studies and think about manageable ways to go about addressing different parts of the issues. For instance, Metro and the City

of Portland have bonds that are projected to produce more affordable housing units. A corresponding revenue-raising mechanism for operating costs and services for those units may be an appropriate next step, and the tables in the costs section of the report include the figures to make such an estimate.

- A racial equity decision-making tool should be created and used when making decisions about how to analyze data, estimate costs, and raise revenue.[4] We were unable to estimate additional costs to support the specific needs of communities of color; however, based on preliminary analysis providing appropriate and effective services for communities of color would not significantly raise the final cost estimates provided here. Any programming should include funding to support work that achieves racial equity.

In the rest of this section, we provide some basic definitions that you will encounter in the report and research methodology. Additional definitions are found throughout the report, and in the glossary. Each section has more detailed methodological notes as research methods varied based on topic. We conclude this section with a summary, including summary tables about costs and revenue, of each of the three substantive sections after the terminology primer.

Terminology

Homelessness has been created by a series of interconnected systems, but is fundamentally about a lack of affordable housing. This report focuses on the costs over ten years to provide housing and relevant services to those experiencing homelessness while also working to prevent additional homelessness and deep housing insecurity. However, to fully address and prevent homelessness, our community will need to consider more significant and robust policy change. This report helps readers more fully imagine how the Portland region can continue its work to address homelessness while also understanding costs and possible revenue options for housing and relevant support services. In this first section of the report, we introduce definitions, data, and concepts related to homelessness. Then we provide summaries of the other sections of the report.

Key Definitions

There are many definitions of homelessness, housing insecurity, supportive services, and other terms you encounter when reading about homelessness. We include a brief primer on the

[4] A Racial equity lens has been adopted by Metro, Multnomah County, the city of Portland, and Meyer Memorial Trust. In short, a racial equity lens provides a series of questions to research and consider on policies and programs to identify their disparate impacts on communities of color. See Dr. Zapata's Creating an Equity Lens at Institutions for Higher Education for an overview about lenses and examples on how to apply one (2017. Working Paper. Portland State University. https://works.bepress.com/marisa-zapata/10/).

differences between some of these core terms, focusing on how we employ them in this report. You will find plenty of references to read more, and recommendations to other glossaries. Always remember that how a given government entity defines a term is how they determine who is eligible for the programmatic services they administer.

Homelessness

Despite considerable recent attention to homelessness, no one definition of homelessness unites the work. The McKinney-Vento Homeless Assistance Act is the source of funding for all homeless services across all of the federal agencies. Each federal agency creates their own definition through their own regulatory process.

The Department of Housing and Urban Development (HUD) controls a significant portion of the federal funding for homelessness, and their definition focuses on people living unsheltered, in emergency shelter, and transitional housing. The HUD definition for homelessness does not include people living doubled up with other people.

The Department of Education (DOE) does include school-aged children and youth, unaccompanied or with their families, who are sharing other peoples' housing (commonly referred to as doubled up) in their definition of homelessness. This definition does not include adults without school-aged children who are doubled.

The multi-jurisdictional governance structure within Multnomah County that addresses homelessness, A Home for Everyone, adopted a local definition of homelessness allowing people who are unsafely doubled up to qualify for local homelessness funds.

Note that regardless of how any local or state government defines homelessness, the relevant federal definition determines who can access federal funds.

For this study, we defined homelessness as an individual or household who lacks a fixed, regular, and adequate nighttime residence including people sharing someone else's housing because of economic or other hardships. This definition expands who is "counted" as homeless, and leads to a number considerably larger than the HUD homeless Point-in-Time count figures. However, because of how the federal government defines homelessness dictates who is counted as homeless, we are only able to create estimates for people who are counted in HUD and DOE data sources. This means we do not have the ability to count those who are doubled-up adults without children in our calculations.

At risk of homelessness

Identifying who is at risk of homelessness can again reference a broader definition, or a much more narrow definition. HUD provides detailed criteria across three categories to determine who is at risk of homelessness, starting with those making 30% or below of median family income

(MFI) in the area.[5] In their reports, ECONorthwest defined being at risk of homelessness that started with 50% of MFI and at least 50% housing cost burdened, following the definition of "worst-case housing needs" from HUD.[6]

We reviewed academic literature, held discussions with community partners, examined the significant increases in housing values in the region, and decided to include more households in our analysis. Because the literature demonstrates that evictions are a significant cause for homelessness, and not having enough money to pay for rent is a leading cause for eviction, we start our analysis of how many people need assistance by identifying people who are cost or rent burdened, meaning they pay more than 30% of their income for housing costs.[7] Because some making over the median family income may be cost burdened, but still able to afford basic necessities, we examined who is housing cost burdened and making less than 80% of median family income. While not all of these households are at risk of homelessness, they are most likely housing insecure, and for the purposes of our analyses it does not matter for estimating costs. Further, as discussed below, housing insecurity results in significant negative life outcomes. We break down the analysis in a way that allows readers to create more restrictive definitions and calculate their own related population sizes and costs.

Housing insecurity and housing instability

Similarly to "homeless," housing instability or insecurity can refer to a range of household situations. In the American Housing Survey (AHS), a joint venture between HUD and the US Census Bureau, housing insecurity "encompasses several dimensions of housing problems people may experience, including affordability, safety, quality, insecurity, and loss of housing".[8] Housing insecurity and instability play significant roles in life-time learning, earnings, and health outcomes.

Because a more detailed analysis of who is housing insecure was beyond the scope of this report, we use housing insecurity to mean those households between 0–80% of area median income (AMI) paying more than 30% of their income to housing costs. We break down the analysis in a way that allows readers to create more restrictive definitions and calculate their own related population sizes and costs. We use housing insecurity and instability as synonyms.

[5] To see the additional criteria, see U.S. Department of Housing and Urban Development. (2012). Criteria for definition of at risk of homelessness [web page]. Retrieved from https://www.hudexchange.info/resource/1975/criteria-for-definition-of-at-risk-of-homelessness/.

[6] Watson, N. E., Steffen, B. L., Martin, M., & Vandenbroucke, D.A. (2017). *Worst case housing needs: Report to Congress 2017* [PDF file]. Retrieved from https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs.pdf.

[7] Collinson, R. & Reed, D. (2018). *The effects of evictions on low income households* [PDF file]. Retrieved from https://www.law.nyu.edu/sites/default/files/upload_documents/evictions_collinson_reed.pdf and Desmond, M. & Gershenson, C. (2016). Who gets evicted? Assessing individual, neighborhood, and network factors. *Social Science Research, 62*, 362-377.

[8] U.S. Department of Housing and Urban Development [HUD]. (n.d.). *Measuring housing insecurity in the American Housing Survey.* Retrieved from https://www.huduser.gov/portal/pdredge/pdr-edge-frm-asst-sec-111918.html

Median income

Median income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groupings of people such as different geographies, family size, household size, race, etc. In this report, we use median family income (MFI) in our calculations. Determining who is described as low-income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be considered low- or moderate-income. HUD uses US Census Bureau data to calculate their own median incomes. Their definition is based on family income.[9]

Housing cost or rent burdened

According to HUD, "Families who pay more than 30% of their income for housing are considered to be cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care."[10] In addition to rent or mortgage payments, housing cost burden includes housing costs such as insurance and utilities. Families paying more than 50% of their income on housing costs are classified as severely cost burdened. Housing costs are considered things like rent or mortgage, utilities, and renter's or homeowner's insurance. Housing cost and rent burden are often treated as synonyms.

Doubled Up

Families or individuals who live doubled up with friends or family members due to the loss of housing or economic hardship are considered homeless. Sometimes described as the hidden homeless, this population is not counted in Point-in-Time but is included in Department of Education counts for unaccompanied youth or youth in families. Neither count includes doubled-up adult households. Doubled up can refer to a range of complex living arrangements.

Chronic homelessness

HUD defines chronic homelessness as "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or has had at least four episodes of homelessness in the past three years."[11] Most likely, people who are chronically homeless are the people you see on the streets.

[9] See U.S. Department of Housing and Urban Development [HUD]. (2019). *Estimated median family incomes for Fiscal Year (FY) 2019* [PDF file]. Retrieved from https://www.huduser.gov/portal/datasets/il/il19/Medians2019r.pdf.
[10] See U.S. Department of Housing and Urban Development [HUD]. (n.d.). Affordable housing. Retrieved from https://www.hud.gov/program_offices/comm_planning/affordablehousing/.
[11] National Low Income Housing Coalition [NLIHC]. (2019). HUD publishes final rule on definition of "chronic homelessness". Retrieved from https://nlihc.org/resource/hud-publishes-final-rule-definition-chronic-homelessness

Unsheltered Homeless

HUD defines unsheltered homeless as people experiencing homelessness "who sleep in places not meant for human habitation (for example, streets, parks, abandoned buildings, and subway tunnels) and who may also use shelters on an intermittent basis."[12]

Permanent Supportive Housing

HUD defines permanent supportive housing as permanent housing with indefinite leasing or rental assistance paired with supportive services to assist homeless persons with a disability or families with an adult or child member with a disability achieve housing stability.[13]

Point-in-Time Count

"The Point-in-Time Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January"[14] that must be completed every two years by jurisdictions over a single night to avoid double counting. The guidelines for conducting the PIT Count differentiate between sheltered and unsheltered individuals, and require basic demographic breakdowns. The PIT Count is a snapshot at a single point in time, and has several well-documented flaws.[15]

Affordable Housing

Affordable housing can refer to a wide range of housing types and pathways to housing. In this report, we define housing as affordable when households pay less than 30% of their income on housing costs. Affordable housing may be developed and owned by the government, subsidized by the government and built by a private developer, or obtained through rent assistance to lease units on the private market. Some buildings might have a mix of market rate units and other units that are designated for specific moderate to lower income groups. Other affordable housing is "naturally occurring," meaning it is affordable to people with lower incomes without any type of intervention. Our focus is on whether community members can attain safe and quality housing based on their income at a level that promotes housing stability, and not on a particular type of affordable housing or unit type.

[12] U.S. Department of Housing and Urban Development [HUD]. (2008). *A guide to counting unsheltered homeless people* [PDF file]. Retrieved from https://files.hudexchange.info/resources/documents/counting_unsheltered.pdf

[13] U.S. Department of Housing and Urban Development [HUD]. (2019). *Continuum of Care (CoC) program eligibility requirements.* Retrieved from https://www.hudexchange.info/programs/coc/coc-program-eligibility-requirements/

[14] U.S. Department of Housing and Urban Development [HUD]. (2019). *CoC homeless populations and subpopulations reports.* Retrieved from https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/

[15] National Law Center on Homelessness and Poverty. (2017). *Don't count on it: How the HUD Point-in-Time Count underestimates the homelessness crisis in America* [PDF file]. Retrieved from https://nlchp.org/wp-content/uploads/2018/10/HUD-PIT-report2017.pdf

Racial Equity

Because of the legacies of structural, institutional, and interpersonal racism, many communities of color experience significantly disproportionate rates of negative community indicators such as lower educational attainment rates, median incomes, and employment rates. Using a racial equity lens when analyzing policies and programs helps decision makers identify how to create effective and appropriate programming to surface disparate impacts to these communities, reveal unintended consequences, and identify opportunities to redress inequities. The ultimate goal of discussions about racial equity is to ensure that communities of color do not continue to negatively experience policy-making and programs.

Research Process

This report emerged from discussions with community partners about what the newly created PSU Homelessness Research & Action Collaborative (HRAC) could help contribute in a short period of time to inform public discourse about homelessness. We chose to focus on the Oregon tri-county Portland metropolitan area because the three counties are inextricably linked. We did not extend our analysis across the border to Washington because of the different regulatory contexts. Each section of the report has its own research methodology, and the specific processes and data sources are detailed there. The data sets and cost estimates from which we build in this report posed unique challenges, and we detail challenges and concerns elsewhere.

Findings Summary

Governance

Planning and governing regionally offer important opportunities to create policies and programs to address interconnected and cross-jurisdictional issues. Such efforts can reduce inefficiencies, reduce spatial disparities, and lead to more thriving regions. Planning and governing structures that work at a regional level require investment, politically and fiscally, and can take considerable time to structure justly and effectively. Identifiable leaders in government and civic society are needed to advance solutions for homelessness. They each play instrumental roles in building public support, and in raising revenue for addressing homelessness.

Organizing and advocacy matter. The power of collaborative efforts is realized when they collectively advocate for policy and funding. Collective organizing increases network power, and does not have to fully be subsumed within government-driven processes. Community organizing plays an essential role in successful revenue measures. The best governance structure will not be effective if resources are too scarce to act on identified solutions. However, governance structures linked to or with advocacy agendas embedded could help identify resources and apply pressure to obtain them. In addition, governance that centers on racial equity and builds power with people who have lived experience as homeless fulfills not only democratic goals, but

ensures that governance and resulting plans, policies, and programs serve the communities at the center of the work.

Costs

Based on the available data, we estimate that during 2017 about 38,000 people (or about 24,000 households) experienced homelessness across the three counties. We also estimate that in 2017, up to 107,000 households were experiencing housing insecurity or were at risk of homelessness. Based on ongoing housing market and income trends, we do not anticipate the number to have dramatically decreased.[16] Neither of these counts account for services that households may have already been receiving. We do not want to assume existing service levels go forward in the future, nor that the services being received are adequate. Reporting the possible total of people needing support allows for better planning and preparation for the region.

We calculated two sets of costs. First, we considered what the costs would be to support those 38,000 who experienced homelessness. We estimated how many households would need permanent supportive housing (PSH), and how many would need housing with lighter supportive services (non-PSH). Depending on the scenario selected, we estimate the total costs for 10 years to between $2.6 billion and $4.1 billion, or an average of $107,000 to $169,000 per household over 10 years (NPV over ten years). Additional findings are summarized below:

[16] ECONorthwest (2018). *Homelessness in the Portland region: A review of trends, causes, and the outlook ahead* [PDF file]. Retrieved from https://m.oregoncf.org/Templates/media/files/publications/homelessness_in_portland_report.pdf.

Table 2.1: Summary of Results for People Experiencing Homelessness in 2017: Housing and Services[17]

Group	Population Size[18]	Resources	Costs
Total population experiencing homelessness (PSH[19] and Non-PSH)	38,263 individuals (or 24,260 households)	Housing construction and acquisition (one-time per unit)	$190,000–$218,000 (0–1 bedroom unit) $190,000–$338,000 (2–4 bedroom unit)
		Rent assistance (per year)	$11,352–$18,960 (0–1 bedroom) $14,904–$41,000 (2–4 bedroom)
		Rent assistance administration (annual)	$800 per household
		System support and employment services (annual)	$450 per household
		Administrative costs (annual)	2.4%
With Permanent Supportive Housing (PSH) Need	5,661 individuals (or 4,936 households)	PSH services (annual)	$8,800–$10,000 per household
Without PSH Need	32,602 individuals (or 19,324 households)	Services (annual)	$5,700 per household
Total		$2.6 billion– $4.1 billion, or an average of $107,000–$169,000 per household (NPV over ten years)	

17 All data come from 2017.

18 Where possible, we provide individual and household estimates. Some data are collected on an individual basis, other on the household basis. We use household size estimates from the American Community Survey 2017 5-Year Estimates to convert individuals to households as needed.

19 Permanent Supportive Housing: Approximately 15% of the homeless population is assumed to require permanent supportive housing services, and costs for this group are calculated separately from the costs associated with the 85% that does not require said services.

We then estimated what a universal rent assistance program might cost for all households facing housing insecurity. Depending on which segments of the population are selected for support, costs range from $8.7 billion–$21 billion.[20] The findings are summarized below and in:

Table 2.2: Summary of Results for Universal Rent Assistance (Homelessness Prevention and Housing Stability)

Group	Population Size	Resources	Costs
Cost burdened (spend >30% of income on rent, earn <80% MFI[21])	107,039 households (*includes severely cost burdened, below*)	Universal housing rent assistance, homelessness prevention programs	$10.7 billion–$21 billion (NPV[22], 2024–2033)
Severely cost burdened (spend >50% of income on rent, earn <80% MFI)	82,576 households	Universal housing rent assistance, homelessness prevention programs	$8.7 billion–$16.6 billion (NPV, 2024–2033)

There are some important considerations to keep in mind when reviewing the above tables. The datasets related to homelessness are limited, and as discussed above, driven by how homelessness is defined. Furthermore, conflicting data definitions, incomplete data sets, weak justifications for estimates, and reports with limited to no access to their full methodologies were not uncommon. In other circumstances we might lower our confidence about our work. However, the goal of this report was to create a range of estimates that help frame a regional discussion about the general scope of the work we face in homelessness. Our goal was not to produce the most precise number. Rather, we sought to identify a reasonable estimate or series of estimates to help people make sense of the scale of homelessness.

We provide several sets of options as well as detailed tables to allow for people to identify population sizes and associated costs on their own. Any additional use of these figures should include additional resources to support the specific needs of communities of color. What drives the population estimates and cost estimates is how many people need to be served. If you use the HUD homeless definition, your overall costs would be much less than if you also include doubled-up populations in your homelessness work. The same is true on the housing insecurity and homelessness prevention side of the work. If you focus resources on people making 0–30%

[20] See tables in the costs section if you want to calculate serving people experiencing cost burden in an income bracket lower than 0-80%.
[21] Median Family Income, accounting for family size.
[22] Net Present Value: This report often presents program costs in net present value, which estimates the present value of an investment by accounting for the discount rate (10%) and therefore the time value of money; as well as inflation when appropriate. This method most clearly allows sums to be considered comparatively, at the present time. (Note that nominal cash, or cash in the year in which it is used, is often presented as well.)

of MFI versus 0–80% of MFI, you will likely spend less and will serve fewer people. We do not have enough data, nor did we have the time to complete additional analyses that would help inform focusing on one struggling population over another. We also believe that community members and groups should be involved in any decision about whom to serve.

We are also concerned that in policy and program implementation the question of who is most at risk of homelessness or whether doubled-up “counts” as homeless reinforces a pathway where there are highly limited resources given to those identified as most at risk, and others given nothing. People may be living in unsafe housing and thus be housing insecure, but not most likely to become homeless. We do not want to implicitly take a position that one population deserves support while another does not. More inclusive definitions provide us important guideposts for when those types of questions have to be asked.

Revenue

We reviewed 11 revenue-raising options, examined examples, and then estimated what rate or fee would be necessary to reach $100 million in annual revenue. The findings are summarized in Table 3.1 below:

Table 3.6: Revenue-raising options summary

Tax Policy	Description	Relevant examples	Tax Base	Tax Rate/Fee to reach $100 Million per year
Corporate Tax	A tax on business profits	Exists in Oregon, Multnomah County, and Portland	Clackamas and Washington County Business Profits	$91.5 million by expanding Multnomah BIT to Clackamas and Washington
Business License Tax or Fee	A fee charged per establishment	City of Portland Business License Tax	Business Fee	$1,755.54
Gross Receipt Tax	A tax on business revenue	City of Portland and San Francisco	Business Revenue	0.055% (0.056% excluding groceries)
Sales Tax	A tax on a good or service levied at the point of sale	Does not exist in Oregon, but most other states	Price of Purchased Goods	1.45%
Individual Item Tax/Luxury Tax	A tax on a specific good, levied at the point of sale	Exists in Oregon in the form of sin taxes	Retail Price of the Good (Unit or Ad Valorem)	Varies significantly by good (see pg. 100 of full report for details)
Flat Rate Tax	A tax on individual income	Portland Art	Tax filers	$119.78 per taxpayer
Payroll Tax	A tax on wages paid out by all businesses	TriMet Payroll and Self-Employment Tax	Payroll Wages	0.176%
Income Tax on the Highest Earners	Increases in income tax rate for top earners	California "Millionaire's Tax"	Tax filers with AGI over $250 thousand	0.505% of adjusted gross income
Bond Measure	Funded through an increase in property taxes	Metro Affordable Housing Bond Measure	Assessed Property Values	----------
Reset Assessment of Commercial Assessed Values	Increase in taxable property value	----------	Commercial Properties	$352 million in revenue from Multnomah County alone
Real Estate Transfer Tax	A tax on property sales and transfers	Washington County Transfer Tax	All Property Sales	$6.52 per $1,000 in sale value

Conclusion

We hope this report helps readers develop a better understanding of the scale and scope of the challenges we face when talking about homelessness and affordable housing as well as some pathways for moving forward. The work in front of us can seem daunting; however, through good governance, firm commitments, and hard work, we believe addressing homelessness and affordable housing is achievable.

I. GOVERNANCE

Introduction

In this section of the report, we describe various ways local governments might structure their responses to address homelessness, including ways to work together across jurisdictions. Governance may include formal arrangements between government and non-government entities to identify policies to address homelessness, or be a mechanism to administer a levy or bond. For context, we first discuss regional and collaborative governance, a familiar structure in the tri-county area. We then describe studies that focus on governance and homelessness specifically, though not all of those studies are regional in scope.

We then turn our attention to three places working on homelessness across the country. We focus most on Los Angeles (LA) County, California as our external example given its comprehensive efforts to address homelessness, and include shorter descriptions of Houston TX, Washington DC, and a local example, Multnomah County. We conclude by discussing what the guidance and examples of governance and homelessness could mean for the Oregon side of the Portland Metropolitan area.

Key Takeaways

- Planning and governing regionally offer important opportunities to create policies and programs to address inter-connected and cross-jurisdictional issues. Such efforts can reduce inefficiencies, reduce spatial disparities, and lead to more thriving regions.

- Planning and governing structures that work at a regional level require investment, politically and fiscally, and can take considerable time to structure justly and effectively.

- Identifiable leaders in government and civic society are needed to advance solutions for homelessness. They each play instrumental roles in building public support, and in raising revenue for addressing homelessness. They may work collaboratively or independently, or some combination of the two.

- Organizing and advocacy matter. The power of collaborative efforts is realized when they collectively advocate for policy and funding. Bottom-up organizing increases network power, and does not have to fully be subsumed within government driven processes.

- The best governance structure will not be effective if resources are too scarce to act on identified solutions; however, structures linked to or have advocacy agendas embedded in them could help identify those resources and apply pressure to obtain them.

- Some of the most successful governance groups included in this report focused on homelessness centered on racial equity. Poverty and race are inextricably linked, and communities of color face disproportionate rates of homelessness. In the four cases we describe, Black community members consistently experienced significant disproportionate rates of homelessness.

- We recommend the tri-county area form an exploratory committee or task force of an inclusive and committed set of stakeholders that is led by a government entity, or set of government entities, to examine in which ways better regional planning, policies, and program coordination around homelessness could help all jurisdictions meet their goals. This task force would do the following:

    - Deliberatively identify the "problem" to be solved. Problem identification should be the first step in both identifying who should be part of any future discussions as well as the first step of the group. Two examples of possible problem framings include: 1) Focusing on unsheltered homelessness; or, 2) Creating safe, quality, and affordable housing for all community members. Clarity about which problem(s) we are attempting to solve is essential to the success of any effort. We recommend the region carefully consider if we are trying to "solve" homelessness, or if we are trying to "solve" affordable housing.

    - We argue for the second framing, focusing on affordable housing. The second framing could include the first identified problem framing. *Supporting people experiencing homelessness who are unsheltered will not solve affordable housing, and affordable housing is integral to helping them. However, without weighing trade-offs, we cannot know for sure exactly which is the best path to addressing affordable housing.*

    - Include decisions and discussions about program and service coordination, policy making and implementation, and revenue raising and distribution.

    - Build on existing collaborative efforts, but not usurp them, and hold processes in an inclusive and equitable manner where equity refers to communities of color and people who have or are experiencing homelessness or housing insecurity. Transparency will be central to ensuring democratic governance as well as public support. Encourage processes occurring in civic society to continue their work independently.

    - Have an identified decision-making date where the group will make formal recommendations about how the region should move forward.

    - Define the homelessness community to include people who are doubled up. This is a substantial population that cannot be easily dismissed.

    - Center the process on racial equity. The racial disparities for communities of color experiencing homelessness or housing insecurity do not exist by accident, and the only way to really address and prevent homelessness will be to focus on their

needs. By focusing on achieving racial equity, other racial groups that do not experience disparities will also be served.

Regional Collaborative Governance

Planning and governing across jurisdictions requires coordination, and commitment. Early 20th century planning focused regionally, understanding that people and systems, urban ones in particular, did not adhere to jurisdictional boundaries. Over time, planning and governing work fell within jurisdictions, where city and county governments had regulatory control. However, recognizing the utility of cross jurisdictional work, issues from sharing fire and police services across county lines to developing 20-year land-use plans have been developed across jurisdictional boundaries.

Often referred to as regionalism, some of these efforts happen through one off planning processes, others build regional governance structures to implement plans and continue governing regionally. Early examples of regional governance structures include county-city mergers and council of governments. One of the best-known regional approaches to planning and governing is the Portland Oregon government Metro. Voted to function as a home-rule entity in 1993, Metro remains the only regional government in the country with directly elected representatives.[23]

Best practices for developing and running regional governance abound in the academic and practitioner literature. Across the literature findings emphasize the importance of: 1) shared problem identification; 2) Actor willingness, interest, capacities, and resources; and, 3) inclusiveness of diverse actors in a well-designed process with clear leader(s) identified. See Figure 1.1 for a model of collaborative governance. Note that this model does not apply an equity lens, something that research has found important in successful governance cases.[24]

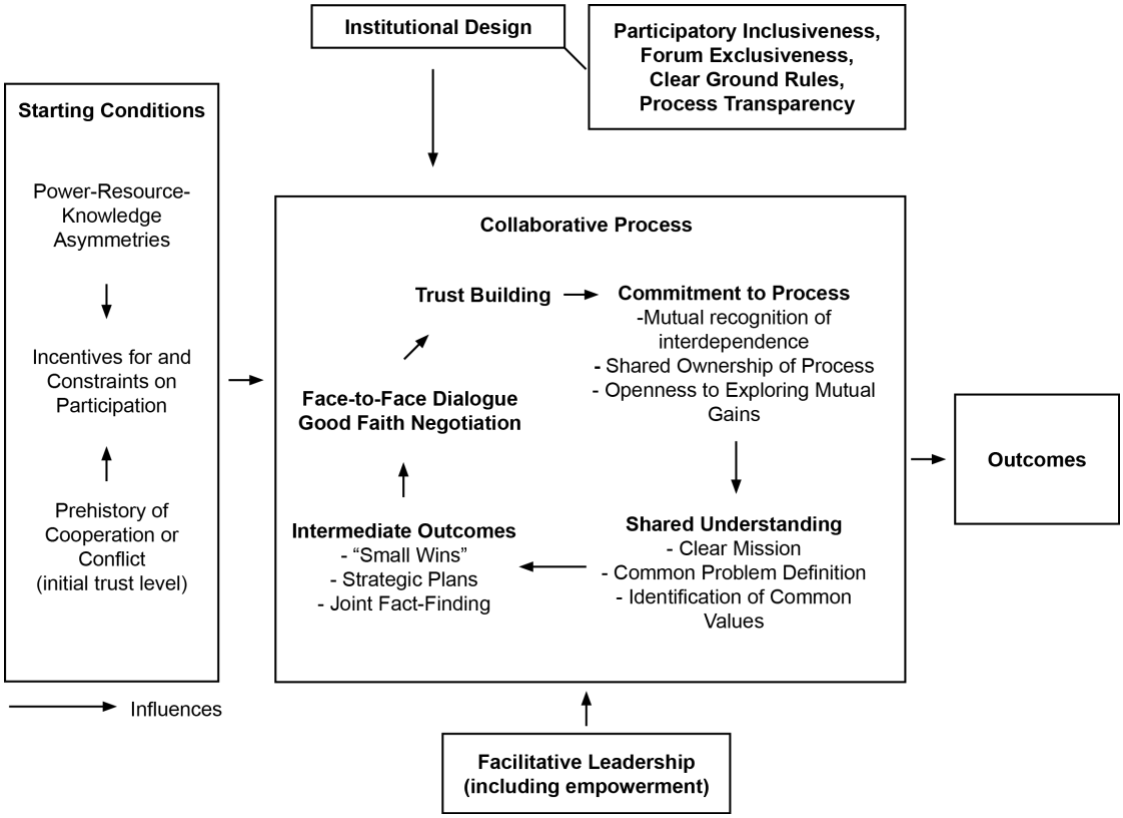
While many of these best practices could apply in any planning process or governance structure, process design and actor relationships matter in a different way at the regional scale. In a HUD study about regional collaborative planning, the report cited Foster (2010) saying: “because these relationships do not depend on legal authority to ensure that the goals are met,

[23] See the following for a summary, and excellent summary table of regional governance options: Parr, J., Riem, J., & McFarland, C. (2006). Guide to successful local government collaboration in America’s regions, Washington, DC: National League of Cities. As cited in: U.S. Department of Housing and Urban Development [HUD] (2015). *Strategies for regional collaboration.* Retrieved from: https://www.huduser.gov/portal/periodicals/em/fall15/highlight2.html#title

[24] Inclusive democratic practices and equity are not the same thing. Inclusiveness refers to the process, and how people experience it. Equity can refer the process where there are deliberate components put in place to address inequity, and also refers to the equity of the outcomes of the process. It is possible to have an inclusive process with no equitable outcomes.

collaborative arrangements must rely on other forces and skills to create the cohesion necessary to achieve objectives."

Figure 1.1: Model of Collaborative Governance [25]



Homelessness Continuums of Care

Collaborative governance is not new within the field of homeless services. The McKinney-Vento Act of 1987 was the first federal law to specifically address homelessness, and the Act provides federal support for a multi-tiered system of homeless service programs at the local level.

The local multi-tiered system to address homelessness became known as the Continuum of Care (CoC) model in 1994. There were two ultimate goals for establishing CoCs: 1) better system alignment, efficiency, and coordination; and 2) developing plans and recommend policy to address homelessness. The CoC system was designed to facilitate coordination and integration of services, and enable a smooth transition for clients moving from one tier of service

[25] Ansell & Gash. (2008). Model of Collaborative Governance. From Bartenberger, M. & Grubmmller, V. (2014). The enabling effects of open government data on collaborative governance in smart city contexts. *SSRN Electronic Journal. 6*. DOI: 10.2139/ssrn.2474974.

to another on the path to permanent stable housing.[26] The system was also meant to recognize that the causes of homelessness for each individual are complex and include a variety of unmet needs, in addition to shelter itself. Today, CoCs are expected to develop and implement long-term strategic plans and planning efforts that evolve to meet changing needs of the various populations experiencing homelessness.

Three main programmatic branches made up, and continue to shape, the CoC model, and they were meant to operate as a series of stages. Emergency shelters were the point of entry in the system, and provide short-term housing in a crisis situation, for individuals in a variety of circumstances. Transitional housing was the next step, and entails service-intensive programming that aims to prepare clients to achieve self-sufficiency, aimed toward the next step. The final stage was either permanent supportive housing, or other housing options (market rate, subsidized), depending on the level of need. Permanent supportive housing serves individuals who are not able to live independently due to mental illness, substance abuse, physical disabilities, and/or other challenges.[20] While the need to progress across the system is not a central component, the range and types of organizations within homelessness are still viewed as a comprehensive network.

Shifting from allowing multiple applications, HUD now requires a community to submit a single application for funding rather than separate applications for each service provider.[27] HUD mandated that CoCs are governed by a range of stakeholders, including nonprofit organizations and government entities working on homelessness. The HUD guidelines are explicit about the importance of stakeholder engagement and collaboration in implementing homelessness services.[21]

Studies on Continuums of Care

Several studies focus on how CoCs have functioned as governance structures. In a survey of CoCs around the nation in 2014, researchers found that of the 234 CoCs that responded to the survey, their structures (e.g. size, membership, lead organizations) varied considerably.[28] The study further examined how those differences in structures, namely size, related to rates of reductions in service gaps. The study identified how group advocacy, networking opportunities, and government investment and support played pivotal roles in reducing service gaps.

[26] Wong, Y., L. I., Park, J.M., & Nemon, H. (2006). Homeless service delivery in the context of Continuum of Care. University of Pennsylvania. Retrieved from https://repository.upenn.edu/cgi/viewcontent.cgi?article=1038&context=spp_papers
[27] U.S Department of Housing and Urban Development [HUD]. (2009). *HUD's Homeless Assistance Programs: Continuum of Care 101* [PDF file]. Retrieved from https://files.hudexchange.info/resources/documents/CoC101.pdf
[28] Jarpe, M., Mosley, J. E., & Smith, B. T. (2019). Understanding the collaborative planning process in homeless services: Networking, advocacy, and local government support may reduce service gaps. *Journal of Public Health Management and Practice, 25*(3), 262-269.

For larger CoCs, like Multnomah and Washington counties, networking opportunities along with group advocacy were the strongest predictors of reductions in service gaps. The importance of advocacy mattered in service level reductions even when networking was low. For medium sized CoCs, which Clackamas County would have been at the time, reductions in services gaps were predicted by higher levels of government investment and support.

A study about Chicago's CoC reinforced the importance of networking as a space for community building and advocacy.[29] Representing a shift from past practices of non-profit organizations (NPOs), the NPOs in this CoC reported participating in advocacy work within the CoC intermediary organization, The Chicago Alliance to End Homelessness, as well as a traditional advocacy organization. Each group played important, and distinct, roles in influencing and operating within the Chicago policy context.

Based in Canada, the most in-depth and extensive study about collaborative governance and homelessness examined six different structures across three cities. The creation of a Canadian model similar to the HUD CoC program helped spur different collaborative models. One of the study's core findings illuminated that the more institutionalized processes were and the more inclusive they were, the better their systems were coordinated and created more innovative policy solutions. The study also illustrates the importance of having dual collaborative efforts where one can fulfill the CoC duties and another can take on greater advocacy. Lastly, the study examined overall policy-making environment assessing their degree of flexibility and how much the environment was influenced by the relevant CoC. The authors found that greater flexibility in policy-making and CoC visible influence on decision-making led to better outcomes.

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[29] Mosley, J. E. (2012). Keeping the lights on: How government funding concerns drive the advocacy agendas of nonprofit homeless service providers. *Journal of Public Administration Research and Theory, 22*(4), 841-866.
[30] Jarpe, M., Mosley, J. E., & Smith, B. T. (2019). Understanding the collaborative planning process in homeless services: Networking, advocacy, and local government support may reduce service gaps. *Journal of Public Health Management and Practice, 25*(3), 262-269.

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Below we discuss four contemporary examples of homelessness governance systems. Each case example includes: Background about the region, actors working on homelessness, governance structures, revenue-raising efforts (where relevant), and progress to date (where possible). We devote the most attention to LA County as they are similar to Portland in several ways. They are: 1) located on the West Coast; 2) have several groups planning and acting for homelessness; and 3) have recently adopted revenue measures.[32] Table 1.4 summarizes general aspects of the four cases on the following page.

[31] Mosley, J. E. (2012). Keeping the lights on: How government funding concerns drive the advocacy agendas of nonprofit homeless service providers. *Journal of Public Administration Research and Theory, 22*(4), 841-866.

[32] Each site had a slightly different methodology. For LA County, We interviewed and consulted with several representatives of key actors in Los Angeles, and reviewed public documents, news articles, reviewed non-governmental reports, and PIT reports and US Census data. For Harris County and Washington DC we conducted the same secondary data analysis. We were unable to obtain interviews with people in these two locations, but did receive answers to questions via email from Harris County. We also asked people in Multnomah County for their views about the three places. For Multnomah County, one of the report authors, Dr. Zapata, is heavily involved in the governance structure and CoC for the county, and has written papers and given presentations about it. She asked for feedback from that section from Multnomah County stakeholders; however, she made the ultimate decision on what was incorporated.

Table 1.1: Basic Facts about Cases

Name	Size	Total Population	PIT Count 2019	PIT Count 2017	2019 PIT Sheltered	2019 PIT Unshelter.	2019 PIT/Total pop.	African Americans % 2019 PIT vs. % tot. pop.	Key Distinctions
Los Angeles County (All CoCs)	4,084 sq mi	10,441,090	58,936	52,765	14,722	44,214	0.56%	33% HUD homeless vs. 8.3% tot. pop.	Extremely limited amount of housing affordability and supply
Harris County et al CoC	3,771 sq mi	6,047,402	3,640	3,866	2,112	1,528	0.06%	55% HUD homeless vs. 20% tot. pop.	Lower comparative housing values + higher comparative vacancy rates
Washington DC CoC	68 sq mi	633,427	6,521	7,473	5,913	608	1.03%	87% HUD homeless vs. 41% tot. pop.	Legal right to shelter in <32 or >95 degree weather
Multnomah County et al CoC	466 sq mi	811,000	4,015	4,177	1,978	2,037	0.52%	16.1% HUD homeless vs. 7.2% tot. pop.	Comparatively recent significant increases in property values and rents

* African Americans consistently present with high levels disproportionate rates of homelessness across the country. Other communities of color may be too small in some areas to report, or not have disproportionate rates

Los Angeles County

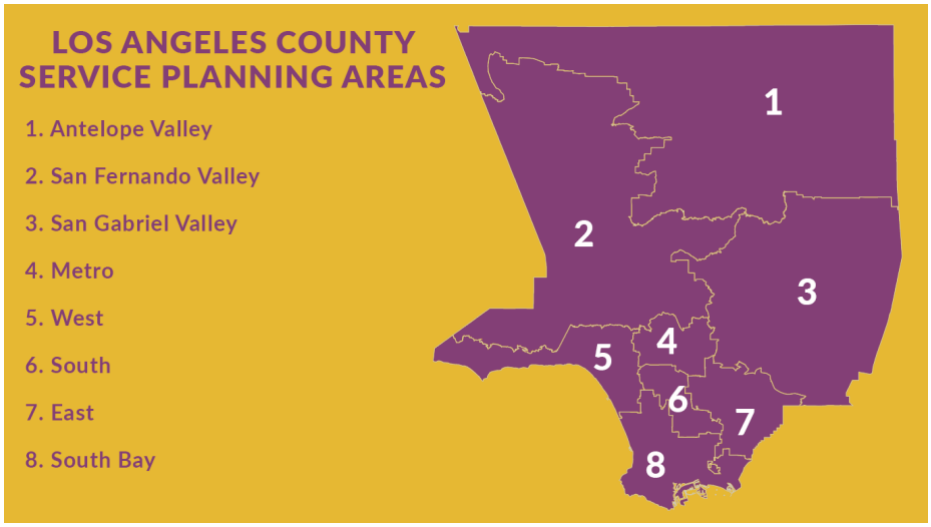
Los Angeles County, and its included jurisdictions, has developed a network of formal and informal governance structures. These structures include relationships between entities as well mechanisms to oversee the distribution of raised revenue.

Background

LA County is a massive county, spanning 4,084 square miles with more than 10 million people and 88 municipalities. LA County is divided into service planning areas to facilitate planning and service delivery for homelessness efforts (see figure 2.1: LA County Planning Areas).[33]

[33] County of Los Angeles. (n.d.). Statistics [web page]. Retrieved from https://www.lacounty.gov/government/geography-statistics/statistics/#1481130319389-8a1c0344-8add

Figure 1.2: Los Angeles Planning Areas[34]



Los Angeles County has one of the highest homelessness rates in the nation. Persistent efforts to coordinate a response to the growing problem began several decades ago, and various government and non-government entities have played important roles in bringing entities together to identify shared ideas of how to address homelessness. Notably, discussions about racial equity have only recently entered into discussions about addressing homelessness.

The 2019 PIT Count revealed a 12% increase in the homeless population in LA County for a total of nearly 60,000 people.[35] About 63% are experiencing homelessness for the first time, and 53% of that cohort cite economic barriers to retaining housing as a root cause.[36] About 36% of individuals experiencing homelessness are Latino (47.7% of total population), 33.2% are Black (8.3% total population), 24.5% are white (27.8% of total population), and 0.8% are Asian (13.5% of total population), along with smaller percentages of other populations. This means Black people are four times more likely than Whites to experience homelessness.[37]
This increase comes even with an estimated 21,631 individuals who were housed through county programs, and 27,080 who were able to reenter housing independently. That represents a daily rate of 131 people exiting homelessness and 151 entering homelessness. About 75% of individuals experiencing homelessness have lived in LA County for at least five years, and 71% do not have a serious mental illness and/or report substance abuse. Meanwhile, a series of

[34] Los Angeles County Homeless Initiative. (2019). Measure H funded contracts [web page]. Retrieved from http://homeless.lacounty.gov/measure-h-funded-contracts/
[35] Los Angeles Homeless Services Authority (2019). *2019 Greater Los Angeles homeless count results.* Retrieved from https://www.lahsa.org/news?article=557-2019-greater-los-angeles-homeless-count-results
[36] Chiland, E. (2018). When will LA's big homelessness strategy start paying off? *Curbed LA*. Retrieved from https://la.curbed.com/2018/4/13/17229430/los-angeles-homeless-strategy-measure-h-results
[37] Los Angeles Homeless Service Authority. (2019). About LAHSA. Retrieved from https://www.lahsa.org/abo

state-level bills that would have ameliorated California's housing crisis failed in rapid succession, despite a Democratic supermajority (Walker, 2019). Several jurisdictions have enacted temporary emergency caps on rent increases, including the City of Glendale, and LA County, while the City of Inglewood formally adopted a rent control ordinance in 2019 (Chandler, 2019).

Select Entities Working on Homelessness

In LA County, a number of different organizations address homelessness. As government entities have the ultimate implementing role, we focus our attention on those organizations, and include a few non-governmental groups. This list is not exhaustive.

LAHSA

The Los Angeles Homeless Services Authority is an independent, joint powers authority, and is the lead agency in the Los Angeles Continuum of Care. It was created by the Los Angeles County Board of Supervisors, the Los Angeles mayor, and City Council in 1993. Its creation solved a lawsuit between the city and county over who was responsible for addressing homelessness.[38] LAHSA provides funding, program design, outcomes assessment, and technical assistance to more than 100 nonprofit partner agencies that serve those experiencing homelessness. This entails coordinating and managing over $300 million annually in federal, state, county, and city funds.

LA County

The Los Angeles County Board of Supervisors (CBOS) created the Homeless Initiative in 2015, as a response to the escalating crisis. The Homeless Initiative is situated within the Chief Executive Office (CEO), and provides the CEO with guidance on how to allocate and deploy funds gathered through the Measure H sales tax. The Homeless Initiative Action Plan is organized around six key areas: Prevention, subsidized housing, increasing income, case management and services, coordinated system, and affordable housing.[39] Twelve lead agencies for the sub-areas of each of the key strategy areas administer the funds to community-based organizations, with support from collaborating County departments and agencies.[40] Additionally, in 2017 the Board approved $2 million in funding for cities in the Los Angeles Continuum of Care to develop their own homelessness plans, as well as $500,000 for regional coordination services by Councils of Governments.[41] These figures do not include Measure H funding, which is explained below.

[38] Burt, M.R. (2007). *System change efforts and their results: Los Angeles, 2005–2006* [PDF file]. Urban Institute. Retrieved from https://www.urban.org/sites/default/files/publication/46426/411449-System-Change-Efforts-and-Their-Results-Los-Angeles---.PDF

[39] Los Angeles County Homeless Initiative (n.d.) The Action Plan [web page]. Retrieved from http://homeless.lacounty.gov/the-action-plan/

[40] Los Angeles County Homeless Initiative. (n.d.). Measure H funded contracts. Retrieved from http://homeless.lacounty.gov/measure-h-funded-contracts/

[41] Los Angeles County Homeless Initiative. (2018). *City homelessness plans*. Los Angeles County. Retrieved from http://file.lacounty.gov/SDSInter/lac/1043966_AllCitiesHomelessPlans_8.31.18--pdf.pdf

Nongovernmental Actors

- The United Way of Greater Los Angeles has been instrumental over the last decade in helping partners articulate the fundamental role housing plays in preventing and ending homelessness. It launched the Everyone In campaign to engage community members in the Homeless Initiative in a variety of ways.[42] The project website clearly frames homelessness as a housing crisis, and their objective is to elevate hidden stories of progress, galvanize residents to fight for housing in their neighborhoods, and apply political pressure for solutions. They also provide grants to nonprofit service providers through a request for proposals process.
- Corporation for Supportive Housing (CSH) is a key partner for service provider resources, supportive housing funding, program development, and policy advocacy.
- The LA Community Action Network (LA CAN) is a grassroots, volunteer-led organization based in Downtown LA, that aims to build collective political power through leadership consisting exclusively of the low-income constituents they serve.

Revenue Raising

The two most recent and largest revenue mechanisms within LA County include Measure H and Measure HHH. LA County runs the former, and the City of LA runs the latter.

Measure HHH

In 2016 LA City voters passed Bond Measure HHH, a $1.2 billion bond that aims to create 10,000 affordable residences over ten years in the City of LA. LA CAN launched a phone bank in support of Measure HHH in October 2016, and their results overwhelmingly indicated support of the measure, which passed in November 2016 with 76% of the vote. LA CAN attributes Measure HHH's success to strong coalition-building across sectors, with City Hall, business elites, philanthropic organizations, churches, stakeholders, and community-based organizations all on board.[43]

Measure H passed in a midterm election shortly after, in spring 2017. Measure H builds on the objectives of Measure HHH by creating the service infrastructure needed for supportive housing, which makes up a portion of the funding allocation for the bond: housing developers cannot secure bond money until service providers have been secured.[44] As of April 2019, 33 developments were approved, with 457 affordable residences, and 1,637 supportive residences. The total number of housing units in some stage of the housing pipeline is 7,400.[45]

[42] Everyone In (2019). [United Way campaign]. Retrieved from https://everyoneinla.org/
[43] Los Angeles County Board of Supervisors. (2017, February 7). *Motion by Supervisors Mark Ridley-Thomas and Sheila Kuehl*. Retrieved from http://homeless.lacounty.gov/wp-content/uploads/2017/03/Board-Motion_-Measure-H-Planning-Process-Strategies_2-7-17.pdf
[44] LA Times Editorial Board. (2017, March 3). Measure H is the key to finally ending homelessness in Los Angeles County. *The Los Angeles Times*. Retrieved from https://www.latimes.com/opinion/editorials/la-ed-measure-h-vote-for-it-20170303-story.html
[45] Garcetti, E. (2019). Rising to the challenge: helping homeless Angelenos. City of Los Angeles. Retrieved from: https://www.lamayor.org/rising-challenge-helping-homeless-angelenos

Measure H

Measure H was a Los Angeles County ballot measure in which voters approved a ¼ of a cent sales tax increase to pay for homeless services in 2017.[46] This measure implements strategies approved by County Board of Supervisors the previous year, which are mostly rooted in a "Housing First" approach. The tax increase will last ten years, and raise about $355 million annually, and includes prevention services. The funds are administered by the Los Angeles County Homelessness Initiative.

Origin

The work of two regional bodies led to the creation of Measure H. First, the LA County Board of Supervisors adopted a set of 47 strategies to combat homelessness in 2016. They were devised through a comprehensive planning process led by the Homeless Initiative, which included 18 policy summits in 2015, that brought together 1,100 participants from 25 county departments, 30 cities, and over 100 community stakeholder organizations, including 4 focus groups with individuals with lived experience.[47]

Housing First

HUD defines Housing First as an "approach to quickly and successfully connect individuals and families experiencing homelessness to permanent housing without preconditions and barriers to entry, such as sobriety, treatment or service participation requirements. Supportive services are offered to maximize housing stability and prevent returns to homelessness as opposed to addressing predetermined treatment goals prior to permanent housing entry."[1]

LAHSA conducted an analysis of housing gaps for people experiencing homelessness in LA County. This report estimated a $450 million funding gap, with a need of over 15,000 units of permanent supportive housing.[48] The LA County Board of Supervisors approved the creation of Measure H, to fund the Homeless Initiative strategies, per the funding gap.[49] Measure H would increase sales tax by ¼ cent for ten years, and proposed to generate enough funds to house 45,000 people experiencing homelessness and help another 30,000 people avoid losing their

[46] Chiland, E. (2017). Measure H: A voter guide for LA County's homelessness prevention ballot measure. March 7, 2017. *Curbed Los Angeles.* Retrieved from https://la.curbed.com/2017/3/6/14829792/ballot-measure-h-march-election-los-angeles-homelessness

[47] Ridley-Thomas, M. & Kuehl, S. (2017, February 7). *Motion: Measure H collaborative revenue planning process.* Los Angeles County. Retrieved from http://homeless.lacounty.gov/wp-content/uploads/2017/03/Board-Motion_-Measure-H-Planning-Process-Strategies_2-7-17.pdf

[48] Los Angeles Homeless Services Authority. (2016). *Report on homeless housing gaps in the county of Los Angeles*. Retrieved from https://www.cacities.org/Resources-Documents/Policy-Advocacy-Section/Hot-Issues/Homeless-Resources/League-CSAC-Task-Force/Nov-28,-2016/la_county_housing_gap_analysis.aspx

[49] Ridley-Thomas, M. & Hahn, J. (2016, December 6). *Motion: Securing ongoing funding to address the homeless crisis.* Los Angeles County. Retrieved from http://file.lacounty.gov/SDSInter/bos/supdocs/109803.pdf

homes.[50] It narrowly passed in the March 2017 special election, with just over the required two-thirds of the vote.[51]

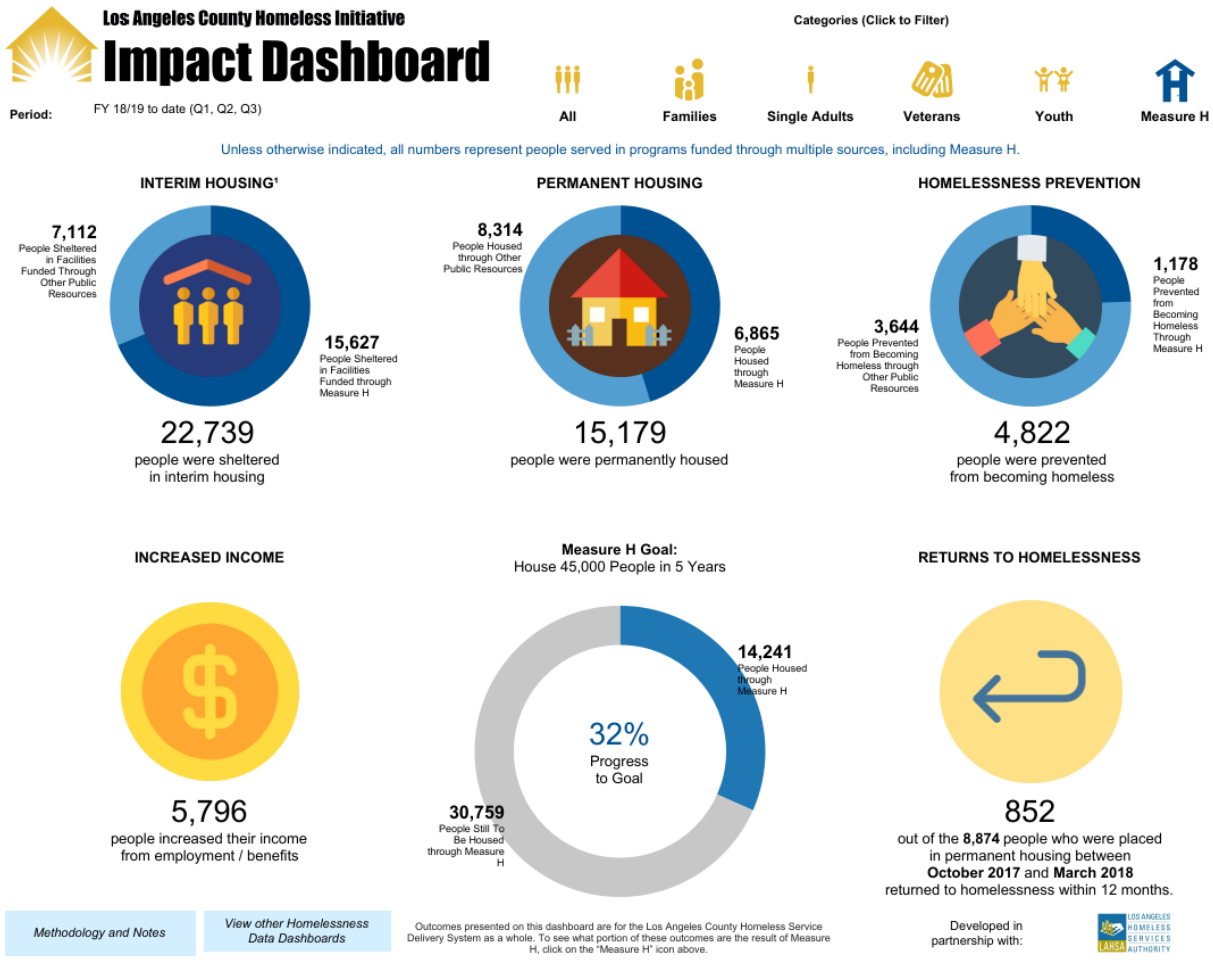
Citizens' Oversight Advisory Board (COAB)
Measure H is overseen by a community board. The COAB is comprised of five individuals, each of whom was nominated by a County Supervisor. The COAB meets quarterly, and meetings are open to the public. The board includes people from the nonprofit, foundation, and public service fields.

The COAB's official functions are threefold: semi-annual review of all expenditures from Measure H; annual accounting of allocations; and periodic evaluations of expenditures. Per Phil Ansell, director of the Homeless Initiative, the COAB may also incorporate other functions into their work.[52] Quarterly meetings typically feature presentations from lead agencies and committees (e.g. Ad hoc Committee on Black People Experiencing Homelessness), discussion and questions from the Board, with opportunity for public comment and questions.

Progress to Date
The United Way of Greater Los Angeles said that funding has enabled them to quadruple the number of outreach teams on the streets, add 600 shelter beds, and provide subsidies to prevent 1,000 people from becoming homeless. The LA County Board of Supervisors has also approved $20 million from the mental health budget for veteran services, and funding from the concurrent City of Los Angeles Measure HHH bond is funding low-income housing development.53 In August of 2018, LAHSA reported 7,448 people had been placed in permanent housing through Measure H, and 13,524 in interim housing.54 That number rose to 9,635 and 18,714 in November 2018.55 For a current snapshot on Measure H, please see Figure 2.2.

[50] Gumbel, A. (2017, March 8). Los Angeles set to tax itself to raise billions for homelessness relief. *The Guardian*. Retrieved from https://www.theguardian.com/us-news/2017/mar/08/los-angeles-homelessness-sales-tax-approved
[51] County of Los Angeles, Chief Executive Office. (2018, May 15). *Fiscal Year 2018-19 Measure H funding recommendations (All Supervisorial Districts)*. Retrieved from http://homeless.lacounty.gov/wp-content/uploads/2019/02/FY-2018-19-Measure-H-Funding-Recommendations-.pdf
[52] The Los Angeles County Homeless Initiative. (2017, Dec 7*). Measure H Citizens' Oversight Advisory Board Meeting Minutes* [PDF file]. Retrieved from http://homeless.lacounty.gov/wp-content/uploads/2018/03/12.7.17-COAB-Minutes_FINAL.pdf
[53] Denkmann, L. (2018, May 31). Veteran homelessness in LA has dropped by 18 percent. *KPCC: Member-supported news for Southern California*. Retrieved from https://www.scpr.org/news/2018/05/31/83625/veteran-homelessness-in-la-has-dropped-by-18-perce/
[54] CBS LA. (2018, August 17). 7,400 LA homeless now in permanent housing through Measure H, officials say. *CBS Local*. Retrieved from https://losangeles.cbslocal.com/2018/08/17/7400-la-homeless-permanent-housing-through-measure-h/
[55] NBC City News Service. (2018, November 2018). Measure H helped 10,000 homeless people into permanent housing, officials say. *NBC*. Retrieved from https://www.nbclosangeles.com/news/local/Measure-H-Helped-Homeless-Into-Permanent-Housing-501312852.html

Figure 1.3: Measure H Dashboard56



The overall homeless population countywide decreased by 3% in 2018, but the number of people experiencing homelessness for the first time increased. This perhaps foretells the 2019 PIT Count, where the enormous number of people entering homelessness for the first time pushed the total population up 12% county-wide, despite significant progress in re-housing. Unlike the 2018 PIT Count, 2019's data show increases in every service planning area. As such, these efforts have not been without criticism. Foreshadowing the numbers of 2019, a February 2018 article in *The LA Times* reported the homeless population was increasing faster than the projected supply of new housing. Furthermore, the Homeless Initiative was facing a $73 million annual budget shortfall which could more than triple. Providing permanent housing would require building 20,000 homes, which is 5,000 more than projected. The latest version of

56 The Los Angeles County Homeless Initiative. (2019). Homeless initiative impact dashboard [web page]. Retrieved from http://homeless.lacounty.gov/impact-dashboard/

the Housing Gap Analysis report[57] also estimated a shortage of emergency rental subsidies, and needed shelter beds also increased by double digit percentages.[58] To add to these challenges, construction costs in Los Angeles have increased by 20% since housing Measure HHH passed, diminishing the total potential impact of the funds.[59]

Implementation Limitations

Additionally, there were concerns in early 2018 that LAHSA did not have the capacity to manage the extensive scope of the work. The County Auditor-Controller found the organization short on staff and late on payments to community group contractors. In response to these findings, LAHSA director Peter Lynn said the agency is already in a much stronger position than during the audit, with new staff and workflow systems.[60] Some local homeless advocates were also growing restless at what they perceive as a lack of substantive response to a crisis situation. Mel Tillekeratne of the Monday Night Mission and Shower of Hope felt that some cities were doing nothing at all.[61]

Lastly, after criticism, the government entities working on homelessness pushed to integrate racial equity into their work. LAHSA created the Ad Hoc Committee on Black People Experiencing Homelessness. In early 2019 the 26-member committee released a groundbreaking report that details how institutional racism is driving the enormous disparity in the percentage of Black people experiencing homelessness.[62] The report offers 67 recommendations to advance equity.

[57] Los Angeles Homeless Services Authority. (2018). *Report on homeless housing gaps in the county of Los Angeles: A homeless crisis response system model*. Retrieved from https://www.sbceh.org/uploads/4/5/0/7/45075441/1865-2018-report-on-homeless-housing-gaps-in-the-county-of-los-angeles.pdfhttps://www.lahsa.org/documents?id=1865-2018-report-on-homeless-housing-gaps-in-the-county-of-los-angeles.pdf

[58] Smith, D., Holland, G., & Smith, D. (2018, May 31). Homelessness dips in L.A. and countywide, but Garcetti warns 'a real challenge' still remains. *Los Angeles Times.* Retrieved from https://www.latimes.com/local/lanow/la-me-ln-homeless-count-20180531-story.html

[59] McGahan, J. (2019, March 8). Will a measure to help L.A.'s homeless become a historic public housing debacle? *Los Angeles Magazine.* Retrieved from https://www.lamag.com/citythinkblog/proposition-hhh-debacle/

[60] Los Angeles County Auditor-Controller (2018). Los Angeles Homeless Services Authority, Measure H, *Phase 1 – Fiscal operations assessment review* [PDF file]. Los Angeles County. Retrieved from http://file.lacounty.gov/SDSInter/auditor/cmr/1036006_2018-04-03LosAngelesHomelessServicesAuthority-MeasureH-PhaseI-FiscalOperationsAssessmentReview.pdf

[61] Chiland, E. (2018, April 13). When will LA's big homelessness strategy start paying off? *Curbed LA.* Retrieved from https://la.curbed.com/2018/4/13/17229430/los-angeles-homeless-strategy-measure-h-results

[62] Los Angeles Homeless Services Authority. (2019, February 26). Groundbreaking report on Black people and homelessness released. Retrieved from https://www.lahsa.org/news?article=514-groundbreaking-report-on-black-people-and-homelessness-released

The Greater Houston Area

Background

The Greater Houston area is a sprawling metropolitan region, home to almost 7 million people. It includes nine counties, and covers about 10,000 square miles. The City of Houston itself has a population of over 2 million people, and includes 669 square miles. The cost of housing is among the lowest in major US metro areas, at 9.3% below the national average, and 47.8% below the 20 most populous metros.[63] The Continuum of Care for Houston includes three of the most populous counties in the Greater Houston area (Harris, Fort Bend, and Montgomery Counties), representing about 3.1 million people from the metropolitan region.

The 2018 PIT Count recorded 4,143 individuals experiencing homelessness in the Houston area. Of these, 1,614 individuals were unsheltered, and 2,529 were living in shelters.[64] The 2019 PIT Count shows a 5% decrease since 2018, which represents a 54% overall decrease since 2011.[65] However, Hurricane Harvey continues to make an impact, with 1 in 9 people citing the natural disaster as their reason for being unhoused.[66] The CoC received $38,155,969 in federal funding for FY 2018; the largest amount to be awarded to the region to date. This includes funding renewals for 43 existing homeless services programs, and an expansion of CoC's Coordinated Access program. It also includes new funding for several domestic violence housing programs.[67]

Primary Actors Working on Homelessness

The Way Home

The Way Home, Houston's Continuum of Care, serves the City of Houston and City of Pasadena as well as Harris, Fort Bend, and Montgomery Counties.[68] Their mission statement is "...to create a collaborative, inclusive, community-based process and approach to planning for and managing homeless assistance resources and programs effectively and efficiently to end

[63] Jankowski, P., and Verhoef, M. (2019). Cost of living comparison. Greater Houston Partnership. Retrieved from https://www.houston.org/houston-data/cost-living-comparison
[64] Coalition for the Homeless (2018). *2018 Homeless count & survey fact sheet* [PDF file]. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2018/05/Final_2018_PIT_FactSheet_Digital_3.pdf
[65] Coalition for the Homeless (2019). *2019 Homeless count & survey fact sheet* [PDF file]. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2019/05/2019-PIT-Fact-Sheet-Final-for-Digital.pdf
[66] Edwards, S. (2019, May 17). New data shows promising decline in greater Houston homelessness. *Houstonia*. Retrieved from https://www.houstoniamag.com/articles/2019/5/17/2019-homelessness-count-houston-harris-county-coalition-for-the-homeless-way-home
[67] Wright, A. (2019, Feb 27). The U.S. Department of Housing & Urban Development announces final awards from FY 2018 [web page]. The Way Home. Retrieved from http://www.thewayhomehouston.org/the-u-s-department-of-housing-urban-development-announces-final-awards-from-fy-2018/
[68] The Way Home. (2019). Continuum of Care [web page]. Coalition for The Homeless. Retrieved from http://www.homelesshouston.org/continuum-of-care/

homelessness in the jurisdiction…"[69] They partner with over 100 agencies to provide services, with a 'Housing First' approach to stabilizing individuals experiencing homelessness.[70] HUD recently merged Montgomery County's CoC into The Way Home due to infrastructure and efficiency concerns.

The CoC is governed by a Steering Committee comprised of representatives from across the community. These sixteen members are selected from the various counties served, and from the private, nonprofit and public sectors.[71] According to the CoC's charter, each member of the Committee must have fiscal and program authority of the organization they represent.[72] Organizations and jurisdictions on the Committee appoint their own representatives, while provider representatives are selected by the CoC Provider Forum, and Consumer representatives are selected from the Consumer Input Forum participants.

The Steering Committee's decisions are informed by service provider recommendations, which are discussed at the quarterly CoC Provider Forums.[73] These forums are the "primary policy, input and planning group for the CoC provider community",[74] and membership is comprised of homeless service provider agencies in the district. The Consumer Input Forum is a means to gather knowledge from the consumer population, and is composed of people with lived experience with homelessness, both past and present. It convenes no less than twice a year. Other components of the CoC are: The HMIS forum, the HMIS Support Committee, Provider Affinity Groups, Population Specific Work Groups, and Task Specific Work Groups.[75]

[69] The Way Home. (2017). *The Way Home Continuum of Care Charter.* Page 1. Coalition for The Homeless. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2017/08/CoC-Charter-Revised-8-2017.pdf
[70] Manouse, E. (2018, Oct 8). Houston's homeless situation - Working on a solution. *Houston Public Media*. Retrieved from https://www.houstonpublicmedia.org/articles/news/in-depth/2018/10/08/307243/houstons-homeless-situation-working-on-a-solution/
[71] The Way Home. (2019). Continuum of Care Steering Committee [web page]. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/continuum-of-care/steering-committee/
[72] The Way Home. (2017). *The Way Home Continuum of Care Charter* [PDF file]. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2017/08/CoC-Charter-Revised-8-2017.pdf
[73] The Way Home. (2019). Continuum of Care Provider Forum [web page]. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/continuum-of-care/coc-provider-forum/
[74] The Way Home. (2017). *The Way Home Continuum of Care Charter* [PDF file]. Page 4. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2017/08/CoC-Charter-Revised-8-2017.pdf
[75] The Way Home. (2017). *The Way Home Continuum of Care Charter* [PDF file]. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2017/08/CoC-Charter-Revised-8-2017.pdf

In recognition that funding was not being effectively applied and a new overarching strategy was needed, The Way Home released their Action Plan in 2014.[76] Their new approach relies on data-driven decision making to allocate resources, and is organized by homeless population segment (e.g. veterans), rather than by strategies. This decision was made in accord with the Federal Plan, "Opening Doors," which provides a framework for ending homelessness by subpopulation, with an emphasis on veterans and the chronically homeless.[77]

In July 2019, The Way Home launched a new Eviction Prevention Program Pilot, in partnership with the Coalition for the Homeless, CSH, Harris County Community Service, Harris County Precinct 7, Texas Southern University's Urban Research and Resource Center, and consultant Barbara Poppe (former Executive Director of the U.S. Interagency Council on Homelessness). The program aims to help low- and moderate-income tenants avoid eviction through three key strategies: homelessness prevention funding; short-term case management; and research on strategies for avoiding eviction that can be replicated on a wider scale. The program was initiated by Judge Jeremy L. Brown, who felt a need to look toward preventative solutions in response to the staggering volume of eviction cases passing through the court system. [78]

The Coalition for the Homeless

The Coalition for the Homeless is the lead agency within the CoC. It was established in 1982, incorporated as a 501(c)(3) in 1988, and has four program areas: Research, project management, system capacity building, and public policy.[79] Their role is to create a system that facilitates collaboration between service providers, government agencies, and community partners for the provision of services to people experiencing homelessness.[80] This collaborative model integrates partner service provider organizations with public sector efforts, under the direction of the Mayor's Office for Homeless Initiatives.[81]

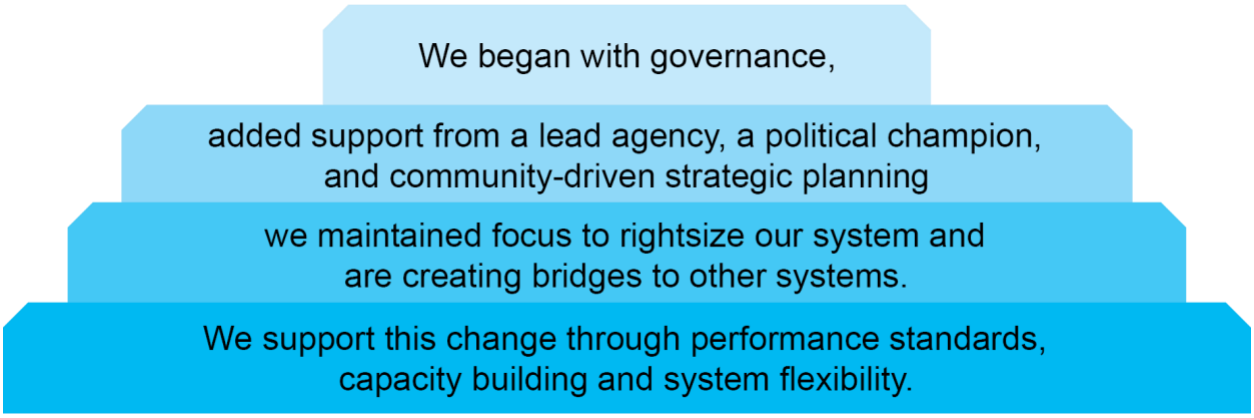
The Mayor's Office for Homeless Initiatives

The MOHI[82] coordinates the efforts of agencies like the Housing and Community Development Department, the Health and Human Services Department, the Houston Police Department,

[76] The Way Home. (2016). *Action plan: 2015-2017 Update* [PDF file]. Coalition for the Homeless. Retrieved from http://www.homelesshouston.org/wp-content/uploads/2016/08/1617_Action_Plan_Final_Digital_082216.pdf
[77] U. S. Interagency Council on Homelessness (2015). *Opening doors: Federal strategic plan to prevent and end homelessness*. Retrieved from https://www.usich.gov/tools-for-action/opening-doors
[78] Wright, A. (2019, July 3). Eviction prevention pilot launches in Houston [web page]. The Way Home. Retrieved from http://www.thewayhomehouston.org/eviction-prevention-pilot-launches-in-houston/
[79] Coalition for the Homeless (2019). About us [web page]. Retrieved from http://www.homelesshouston.org/about-us/who-we-are/
[80] Coalition for the Homeless (2019). About us [web page]. Retrieved from http://www.homelesshouston.org/about-us/who-we-are/
[81] Mayor's Office for Homeless Initiatives [web page]. (2019). City of Houston. Retrieved from www.houstontx.gov/homeless/
[82] Ibid

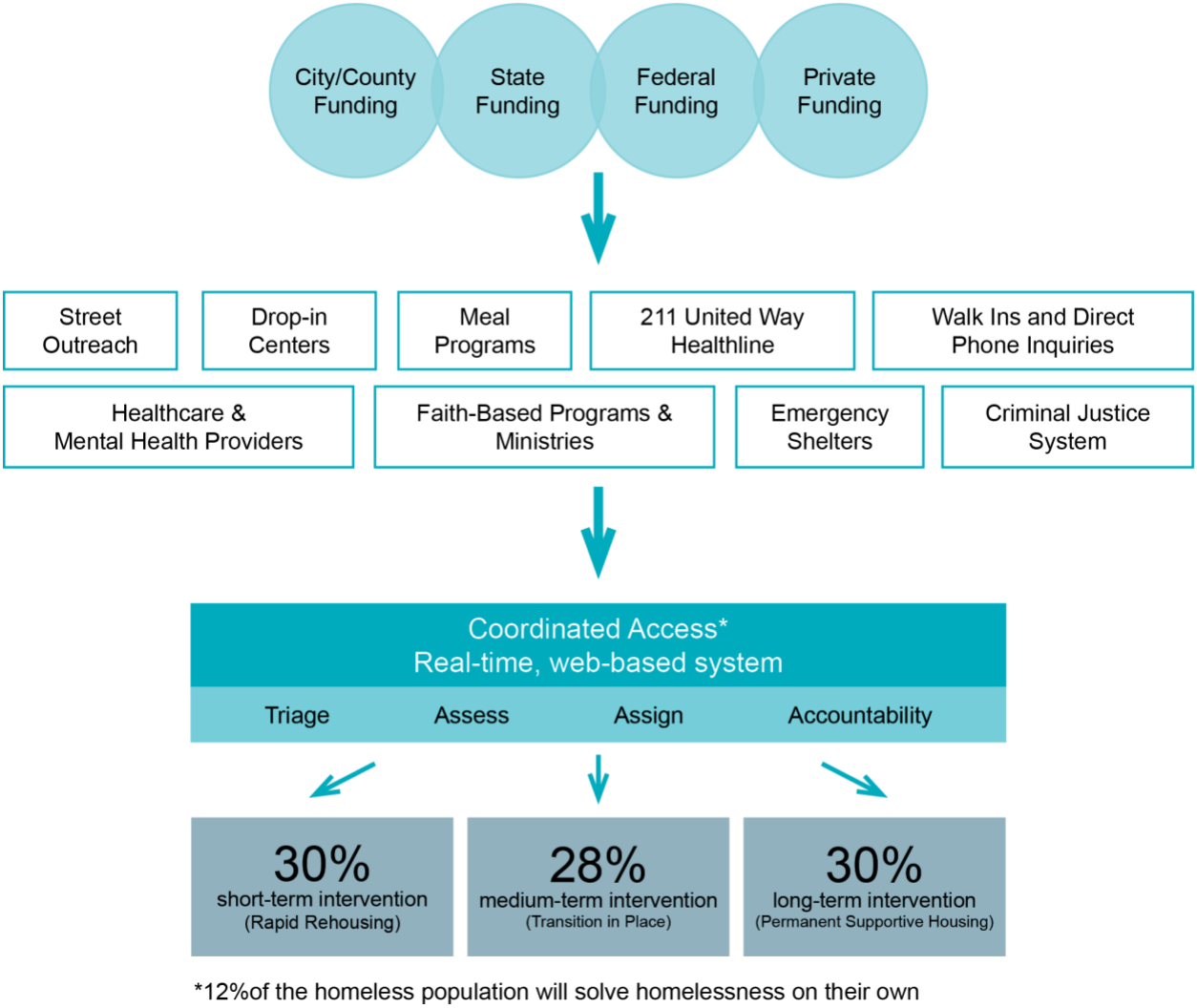
which has a Homeless Outreach Team.[83] They also develop public policy for the City of Houston; guide the City's participation in regional planning around homelessness; and coordinate with federal, state and regional governments, national experts and local housing authorities. [84]

Figure 1.4: Approach to redesigning the system[85]



[83] Houston Police Department, Mental Health Division. (2019, April 2). Homeless outreach team [web page]. Retrieved from: https://www.houstoncit.org/test/
[84] Mayor's Office for Homeless Initiatives [web page]. (2019). Retrieved from www.houstontx.gov/homeless/
[85] The Way Home. (2016). *Action Plan: 2015-2017 Update.* Retrieved from www.homelesshouston.com

Figure 1.5: The Way Home Homeless Response System[86]



Progress to Date

Houston reports significant declines in their homelessness population. They credit increased support from HUD starting in 2011, and an articulated focus on a single population (veterans).[87] Lower housing values and land prices also factor into Houston's successes. The last Point-in-Time count showed another decline in homelessness, after an uptick attributed to Hurricane

[86] The Way Home. (2016). *Action Plan: 2015-2017 update.* Retrieved from www.homelesshouston.com
[87] Garnham, J. P. (2019, July 2). Why homelessness is going down in Houston but up in Dallas. *The Texas Tribune.* Retrieved from https://www.texastribune.org/2019/07/02/why-homelessness-going-down-houston-dallas/

Harvey.[88] In a recent visit to Houston, the City of Anchorage Alaska's mayor noted the ability of government and private sector actors to work together in addressing homelessness as a component of their successes in reducing the overall numbers of people experiencing homelessness.[89]

Washington DC

Background

The District of Columbia has a smaller geographic footprint compared to the other case studies, at only 68 square miles. The population, however, is not far below Multnomah County, with 702,455 residents, making it the densest of the four areas studied. The PIT Count data discussed in this report refers to the city itself. Washington DC is situated within the Washington metropolitan area, which includes portions of Maryland and Virginia, and is the most educated and affluent region in the US.[90] The total population of the region is 5,441,979 people. The District is the fifth most expensive US city, with housing costs 2.7 times the national average.[91] Renters are the majority in the city, representing 62% of households, yet 48% of renters are cost-burdened.[92] Washington DC is the only of our case examples with a right to shelter at any time of the year.

Washington DC has an unusual governmental structure and history, due to its status as an independent city without a state. It was only in 1973 that the District of Columbia Self-Government and Governmental Reorganization Act was passed, which provided for an elected mayor and 13-member Council. The act allows Congress to review and overturn any legislative act of Council within 30 legislative days. In 1997 Congress stripped financial authority from locally elected representatives in the face of mismanagement, and transferred control to the federal government. Local authority under the Home Rule Charter was restored in 2001.[93] The city's budget is created through an iterative process between the Mayor and the Council, and

[88] Edwards, S. (2019, May 17). New data shows promising decline in greater Houston homelessness. *Houstonia.* Retrieved from https://www.houstoniamag.com/articles/2019/5/17/2019-homelessness-count-houston-harris-county-coalition-for-the-homeless-way-home

[89] Howard, A. (2019, June 13). Anchorage mayor cites Houston model for best practices to end homelessness. *JHV*. Retrieved from http://jhvonline.com/anchorage-mayor-cites-houston-model-for-best-practices-to-end-homelessness-p26128-89.htm

[90] Homan, T. (2010, December 14). Washington suburbs are richest, most educated in U.S. *Bloomberg*. Retrieved from https://www.bloomberg.com/news/articles/2010-12-14/washington-d-c-metropolitan-area-is-wealthiest-most-educated-u-s-region

[91] Burrows, D. (2019, April 216). 20 most expensive U.S. cities to live in. *Kiplinger*. Retrieved from https://www.kiplinger.com/slideshow/real-estate/T006-S001-most-expensive-u-s-cities-to-live-in-2019/index.html

[92] National Equity Atlas. (2017). *When renters rise, cities thrive.* National Equity Atlas, PolicyLink & USC Program for Environmental and Regional Equity. Retrieved from https://nationalequityatlas.org/node/50176

[93] Richards, M. (2002). History of local government in Washington, D.C. D.C. vote: Strengthening democracy. Retrieved from https://www.dcvote.org/inside-dc/history-local-government-washington-dc

must be approved by Congress. DC residents have long complained of "taxation without representation," as they have no official representative in the Senate.

Two years ago, the nation's capital had one of the highest rates of people experiencing homelessness in the country,[94] with an increase of 50% between 2000 and 2015. That number represents almost 1% of all District residents, or 101 people per square mile. According to the 2019 PIT Count, 6,521 individuals were experiencing homelessness, which represents a 6% decrease from the previous year, and an 11% decrease since 2015. The count shows 608 of those individuals were unsheltered, 4,679 were in an emergency shelter, and 1,234 were in transitional housing. The decrease is primarily attributed to a reduction of families in the population, which diminished by 11.8%, and 45.3 % in 2016.[95]

Selected Actors Working on Homelessness

The Metropolitan Washington Council of Governments
The Metropolitan Washington Council of Governments' (MWCOG) is comprised of 300 elected officials from 24 local governments, the Maryland and Virginia state legislatures, and the U.S. Congress. The council's Homeless Services Planning and Coordinating Committee manages the annual PIT Count, and convenes to share strategies "in addressing common challenges that are unique to living in a high-cost housing market such as metropolitan Washington."[96] The MWCOG also provides training, discussions and speaking events for members of the Committee. Membership is extended to representatives from human services departments of the various jurisdictions in the MWCOG, and to employees of nonprofit members of the CoC. They hold monthly public meetings in Washington D.C.

The District of Columbia Interagency Council on Homelessness
The District of Columbia Interagency Council on Homelessness (ICH) is the Continuum of Care, and includes representatives from government agencies, service providers, advocates, constituents, the private sector, and the CoC. Council members also meet as the following committees: Emergency Response and Shelter Operations, Youth, Strategic Planning, and Housing Solutions.[97]

[94] Weiland, N. (2017, Jan 1). D. C. Homelessness doubles national average as living costs soar. *New York Times*. Retrieved from https://www.nytimes.com/2017/01/01/us/washington-dc-homelessness-double-national-average.html
[95] Chapman, H. (2019). *Homelessness in metropolitan Washington: Results and analysis from the annual Point-in-Time (PIT) count of homeless persons.* Retrieved from https://www.mwcog.org/documents/homelessnessreport/
[96]Metropolitan Washington Council of Governments. (2019). Homeless Services Planning and Coordinating Committee. Retrieved from https://www.mwcog.org/committees/homeless-services-planning-and-coordinating-committee/
[97] District of Columbia Interagency Council on Homelessness (n.d.). *About us.* Retrieved from: https://ich.dc.gov/page/about-ich

At the behest of newly elected mayor Muriel Bowser, the council developed *The Homeward DC Strategic Plan (2015-2020)*.[98] The overarching vision of the plan is to end long-term homelessness in the District by 2020. Within that vision there are three major goals: End homelessness among veterans by the end of 2015; End chronic homelessness among individuals and families by the end of 2017; and to be able to rehouse any household experiencing a loss of housing within 60 days, by 2020. The plan is organized around five key strategy areas:

1. Develop a more effective crisis response system;
2. Increase the supply of affordable and supportive housing;
3. Remove barriers to affordable and supportive housing;
4. Increase the economic security of households in our system; and
5. Increase prevention efforts to stabilize households before housing loss occurs.[99]

The collaborative process was led by the ICH, and took place between June 2014 and March 2015. It involved government representatives, nonprofit partners, advocates, people with lived experience, members of the business and philanthropic communities, and consultants from the Corporation for Supportive Housing (CSH), Abt Associates, and Community Solutions.

The Plan mainly utilizes data collected through the HMIS, and is supplemented by additional data from other agencies. In keeping with ICH practice, standing committee and work group meetings were (and remain) open to the public, and during the process of developing the plan there were additional public meetings to solicit stakeholders' feedback. In total, twenty-six public meetings were held as part of the planning process, which took place at various locations and focused on different topics.

The Community Partnership for the Prevention of Homelessness

The Community Partnership for the Prevention of Homelessness (TCP) manages the Continuum of Care for the District of Columbia, and the HMIS database. They were established in 1989, and their mission is to "utilize community resources to create innovative strategies that prevent homelessness in our city."[100]

[98] District of Columbia Interagency Council on Homelessness. (2015). *Homeward DC 2015-2020.* Retrieved from https://ich.dc.gov/sites/default/files/dc/sites/ich/page_content/attachments/ICH-StratPlan2.7-Web.pdf

[99] District of Columbia Interagency Council on Homelessness. (2015). *Homeward DC 2015-2020.* Retrieved from https://ich.dc.gov/sites/default/files/dc/sites/ich/page_content/attachments/ICH-StratPlan2.7-Web.pdf

[100] The Community Partnership for the Prevention of Homelessness. (n.d.). About us [web page]. Retrieved from: http://community-partnership.org/about-us

The Way Home

The non-governmental organization The Way Home (no relationship to the Houston organization) has been leading an independent campaign to end chronic homelessness in the city for several years. The campaign is partnered with nearly 100 local and national organizations, from healthcare providers to the private sector.[101] One of their key efforts is advocating for housing and services funding allocations in each year's Fiscal Year budget. This year they are requesting $20.6 million, in addition to the $35 million in the proposed 2020 budget.[102] In addition to more funding for housing and services, they are asking for funding specifically for a homeless street outreach network.[103] The organization's position is situated in the belief that Washington D.C.'s homelessness strategy is *working,* per the 2019 PIT Count numbers, and needs robust continued funding.[104] Their direct action, A People's Budget Action to End Homelessness, convened in front of the DC Council building May 8 to demand increased funding.

Funding and Progress to Date

In April of 2019 the ICH met publicly to discuss the draft Homeward D.C. progress report, which will be submitted to Mayor Bowser as a required precursor to the creation of Homeward D.C. 2.0. According to ICH Executive Director Kristy Greenwalt, the greatest strides have been made in reducing the number of families experiencing homelessness, which has gone down by 38% in two years. Greenwalt also stated the difficulties of contending with changing externalities like rising rents, while implementing the plan.[105]

The mayor's proposed Fiscal Year 2020 budget includes $103 million in housing funding, of which $35 million would be explicitly dedicated to Homeward D.C., with the remainder going to affordable and workforce housing. The $35 million will go toward supporting short-term family shelters, rapid rehousing, and permanent supportive housing. These spending increases are enabled by making the commercial property tax of $1.89 permanent ($25 million) and increasing the deed and recordation tax on commercial properties over $2 million from 1.45% to 2.5% ($78

[101] The Way Home District of Columbia. (n.d.). Retrieved from http://thewayhomedc.org/miriamskitchen/?0

[102] Ibid

[103] Rabinowitz, J. (2019, April 12). FY20 budget increases funds to end chronic homelessness, falls far short of need [web page]. The Way Home: Ending chronic homelessness in DC. Retrieved from http://www.thewayhomedc.org/app/document/32967864

[104] Rabinowitz, J. (2019, May 1). Decrease in chronic homelessness shows DC on is on the right track, more funding needed [web page]. The Way Home: Ending chronic homelessness in DC. Retrieved from http://www.thewayhomedc.org/app/document/33156804

[105] Collins, A. (2019, April 17). In progress report, ICH looks at successes and shortcomings of plan to end homelessness. *Street Sense Media*. Retrieved from https://www.streetsensemedia.org/article/in-progress-report-ich-looks-at-successes-and-shortcomings-of-plan-to-end-homelessness/

million).[106] Equity continues to be a major issue in the District, as 97% of families experiencing homelessness are African American, while that group makes up only 40% of the total population.[107]

In June of 2019, Mayor Bowser, the ICH, and the Greater Washington Community Foundation launched the Partnership to End Homelessness.[108] The initiative aims to galvanize private sector investment, and coordinate the public and private sectors around a central strategy to address homelessness and housing insecurity in the city. ICH director Kristy Greenwalt cites the need for a "formal structure for better mobilizing and aligning the contributions of private sector partners" (ICH, 2019). The new partnership will increase philanthropic and private sector capital opportunities to nonprofits, in order to accelerate efforts under the Homeward DC strategic plan.

Multnomah County

Multnomah County has worked with the City of Portland, the City of Gresham, nonprofits and faith, philanthropic, and business communities and developed several mechanisms for addressing housing and homelessness in the area.

Background

Multnomah County, Oregon is home to eight incorporated cities, including the cities of Portland and Gresham, unincorporated land, and is 466 square miles. Multnomah County is the center of the Portland metropolitan statistical area, which includes seven counties and spans two states (Oregon and Washington). Four of the counties are located in Oregon (Multnomah, Clackamas, Washington, and Yamhill Counties). While all seven of the counties' housing and labor markets are inextricably linked together, the regulatory environments are distinct. Policy work and program delivery related to housing and homelessness is further complicated by having two different state legislatures.

Unique in the nation, the regional government, Metro, serves as the MPO for three of the counties on the Oregon side of the border, which includes Multnomah, Clackamas and Washington counties. Here, representatives are directly elected to Metro council, and the representation system reflects traditional local government systems, as opposed to the more complex regional governance structures found across the country. About 811,000 people live in Multnomah County, or 46% of the tri-county regional population.

[106] Telerski, N. (2019, April 17). The mayor's budget proposal contains $103 million in support for affordable housing production and preservation. *Street Sense Media.* Retrieved from https://www.streetsensemedia.org/article/dc-mayor-budget-support-affordable-housing-production-preservation/
[107] Collins, A. (2019, April 17). In progress report, ICH looks at successes and shortcomings of plan to end homelessness. *Street Sense Media*. Retrieved from www.streetsensemedia.org
[108] The Greater Washington Community Foundation. (n.d.). Partnership to end homelessness [web page]. Retrieved from https://www.thecommunityfoundation.org/partnership-to-end-homelessness

Efforts to coordinate a response to homelessness in Multnomah County go back about two decades with the creation of a 10-year plan to end homelessness (adopted in 2004).[109] At that time, Multnomah County worked with the homeless family system, and the City of Portland supported houseless single adults. While the plan faced implementation challenges, this early work on collaboration helped create connections among stakeholders addressing homelessness. In recent years, a flurry of governance agreements and revenue-raising tools have been adopted. According the 2017 Point-in-Time count, almost 4,200 people met the definition to be described as homeless according to HUD, about 0.5% of the population.

Selected Actors Working on Homelessness

Joint Office of Homeless Services (JOHS)
Created in 2016, the JOHS coordinates homelessness services from Multnomah County and the City of Portland. The JOHS also manages the CoC, A Home for Everyone. The JOHS's IGA has a five-year term.

A Home for Everyone (AHFE)
Created in 2013, AHFE is a multijurisdictional governance structure to end homelessness in Multnomah County. The participating government partners include Multnomah County, the cities of Portland and Gresham, and the area housing authority, Home Forward. The entire structure brings together various stakeholders, including government, nonprofit, private sector, and community members who have experienced homelessness, to make plans, policy, and budget recommendations to address homelessness through a collaborative governance process. AHFE serves as the Multnomah County and Portland's CoC.

AHFE consists of several committees, boards, and task forces. The executive committee includes elected officials from the three participating jurisdictions, the local housing authority, philanthropic organizations, the coordinating board co-chairs, and selected civic leaders. The coordinating board includes about 40 stakeholders from social service agencies, government agencies (elected officials and staff), and community members who have experienced homelessness. The coordinating board makes recommendations to the executive committee based on their deliberations and input from other committees. The executive committee then makes decisions about what to recommend that jurisdictions do to address homelessness. Ideally, the elected officials on the executive committee take the recommendations back to their home jurisdictions and advocate for the decisions of the executive committee. The majority of the AHFE work focuses on making budgetary recommendations to the relevant jurisdictions, developing shared standards of care, recommending regional policy to address homelessness,

[109] Citizens Commission on Homelessness. (2004). Home again: A 10-year plan to end homelessness in Portland and Multnomah County [PDF file]. Retrieved from http://www.mentalhealthportland.org/wp-content/uploads/2015/10/FULL-ACTION-PLAN.pdf

and acting as the US Department of Housing and Urban Development (HUD) Continuum of Care.

Early in its work, AHFE created *A Home for Everyone: A United Community Plan to End Homelessness* that included five supporting strategic plans for housing, health, employment, veterans, and safety off the streets.[110] This work also includes accessing services, system coordination, and several vulnerable populations such as veterans. Similarly to other locations, AHFE has made significant progress in housing veterans in part thanks to funding focused on this population made available during the Obama administration.

AHFE includes a stated goal to racial equity, and employs a racial equity lens. In 2018, AHFE created a standing equity committee, at the recommendation of its equity task force. A JOHS staff membered started full-time in 2019 to help implement the goals of the equity committee.

As of August 2019, the IGA for AHFE has expired, and AHFE is undertaking a strategic planning process.

Racial Equity Lens

A decision-making tool that helps people consider the disparate impacts and equity-making opportunities for policies, plans, programs, and projects.

Multnomah County
Before the formation of the JOHS, Multnomah County managed the homeless family system, having responsibility for families, youth, and domestic violence services. In addition, the County maintained and maintains many of the mainstream programs that provide care to people who otherwise would be homeless—e.g. Aging Disability and Veterans Services, Mental Health and Addictions Services— and also oversees a range of anti-poverty programs, including school based anti-poverty programs that help stabilize families with children at risk of homelessness. While JOHS is a joint venture between Multnomah County and the City of Portland, the JOHS staff are classified as county employees.

City of Portland
As the largest city in the Portland region, the city is also home to significant influx of new community members, escalating housing prices, new luxury housing, and redevelopment catering to the upper end of the housing market. In 2015, the city declared a housing emergency to expand its powers to address the spiraling housing market. In 2016, trying to address the ever-shrinking amount of affordable housing, city residents approved a seven year $258.4 million bond to provide housing. The City of Portland continues to have primary responsibility for developing affordable housing, and until the creation of the JOHS, managed

[110] A Home for Everyone. (2013). *A Home for Everyone: A united community plan to end homelessness for Portland/Multnomah County.* Retrieved from http://ahomeforeeveryone.net/the-plan.

the adult homelessness system. The city continues to maintain the Homeless Management Information System (HMIS), both for Multnomah County and for CoCs across Oregon state.

Metro
The regional government sponsored a housing bond that passed in 2018 to raise $652.8 million in revenue to build permanently affordable housing. The bond signified Metro's interest in expanding its role in addressing the housing crisis, requiring a revision of its charter.

Home Forward
Home Forward is the housing authority from Multnomah County, but goes beyond the traditional role of a housing authority. HF is an active participant in AHFE, and part of an integrated network of government entities committed to addressing homelessness.

Nongovernmental Actors
A wide range of faith, philanthropic, business, and nonprofit organizations have rallied in support of housing solutions to homelessness in the tri-county area. In the interest of space and to avoid leaving any partners out, we decided to talk about nongovernmental actors in more general terms. These partners are pivotal in many ways including oversight of governance, support for revenue measures, complementing regional efforts, advancing racial equity, and educating and encouraging the public to see housing solutions to homelessness.

Revenue Raising
Revenue in the Portland region has been raised through two funding mechanisms: a Portland housing bond and a regional housing bond. The City of Portland's Housing Bond was passed by voters in November 2016, and allocates $258.4 million to create more affordable housing. The Portland Housing Bureau (PHB) is leading the effort in collaboration with city officials and community partners. The bond aims to create 1,300 affordable homes for 650 households making no more than 60% Area Median Income (AMI), over a five- to-eight-year period. At the time the bond was passed, state law stipulated that only a public entity could own housing built with bond proceeds, and Home Forward stepped into the role. This law changed in November of 2018, when voters passed a constitutional amendment allowing bond funds for affordable housing to be loaned to private entities. All housing under construction up until that time will be owned by Home Forward.

Allocation of funds is shaped by the 22-member Stakeholder Advisory Group (SAG), which was convened in April 2017. Members were mainly representing community partners from the nonprofit sector, with a few public sector participants. The group met nine times over six months to develop the Housing Bond Policy Framework, which will be used to guide decision-making, and to evaluate expenditures in annual reporting. After the framework was in draft form, Portland Housing Bureau conducted five weeks of community outreach to solicit comments,

which numbered nearly 1,000.[111] The Policy Framework established production goals, community values, communities to be served, services, reporting metrics, and guidelines for ongoing community engagement.

Oversight of the bond funds is handled by Portland's Housing Bond Oversight Committee (BOC), as stipulated by City Council when they referred the measure for the ballot.[112] The five-member committee is appointed by the commissioners and mayor, and is responsible for reviewing bond expenditures, and providing annual reports. This includes tracking implementation metrics against the Housing Bureau's Racial Equity Plan, and monitoring utilization of disadvantaged, minority, women, and emerging small business to support community benefits.

In November 2018, voters in the Metro area passed the nation's first regional housing bond, which sets out a goal of creating 3,900 affordable homes in five to seven years, using $652.8 million in funds.[113] About 1,600 of these will be set aside for households earning 30% AMI or less. Overall, the bond aims to house between 7,500 and 12,000 people. Unlike Portland's Housing Bond, the framework was developed in advance of the Metro Council referring it to the ballot. Core values are leading with racial equity; prioritizing people least served by the market; increasing access to public goods and preventing displacement; and creating fiscally sound and transparent investments.[114] This framework was developed through months of engagement with partners and community members.

Between February and June 2019 a separate community engagement process was conducted. This effort focused on local strategies to address housing needs, providing a forum for stakeholder feedback, and identifying opportunities to create affordable housing. Public meetings were held in each of the jurisdictions, and facilitated by either nonprofit community partners or local governments.

The Metro Council voted to appoint thirteen members of the committee that will oversee the region's affordable housing program. They will be tasked with tracking construction of the 3,900 homes planned under the bond measure. Annual independent audits will also be conducted. The members of the committee are a mix of professionals from the private and nonprofit sectors. The committee meets once a month.

[111] Bond Stakeholder Advisory Group for the Portland Housing Bureau. (2017). *Portland's Housing Bond Policy Framework* (pp. 1-71). Retrieved from https://www.portlandoregon.gov/phb/article/659537

[112] Portland Housing Bureau. (2017). *Portland's Housing Bond Oversight Committee: Charter and protocols*. Retrieved from https://www.portlandoregon.gov/phb/article/692098

[113] Homes for Greater Portland. (2018). *Implementing Metro's affordable housing bond* [PDF file]. Retrieved from https://www.oregonmetro.gov/sites/default/files/2019/02/12/housing-bond-fact-sheet-02122019.pdf

[114] Oregon Metro. (2018). *Affordable homes for greater Portland: Metro Chief Operating Officer recommendation.* Retrieved from: https://www.portlandoregon.gov/phb/article/708741

Progress to Date

Since the creation of AHFE, the following goals have been achieved: (1) expansion of system capacity to prevent and end homelessness using local general funds; (2) doubling the publicly funded shelter system; (3) because of the strength of the governance structure, investing and programming in alignment with AHFE identified values/priorities/practices, including culturally specific and responsive programs; and, (4) integrating disparate data collection, entry, and reporting practices to allow for system-level reporting.

A June 2019 audit of the Portland Housing Bond finds positive early results of the implementation process, with consistent project selection criteria.[115] To-date, 662 homes have been completed or are in-progress. The audit recommends greater attention to veterans, disabled and senior populations, and evaluating the target populations of each project.

The recently released Point-in-Time count found a small, but overall decline in homelessness in Multnomah County, but an increase in unsheltered people experiencing homelessness. African American and Native American men saw significant increases in chronic homelessness. At the same time, A Home for Everyone served over 35,000 people experiencing or at risk for homelessness in fiscal year 2017–2018.

Moving Forward in the Portland Tri-County Area

The purpose of this report is to examine homelessness issues and possible responses for the Portland tri-county area, and its three CoCs (one in each county). Developing just and meaningful regional governance takes time, and requires both political and financial support. However, given the pivotal role housing and labor markets play in homelessness, and that these markets are regional in nature, identifying collaborative opportunities for the tri-county region could be instrumental in addressing homelessness. Further, service provision will likely be more effective if it occurs on a regional scale, mirroring how people and the relevant systems operate.

Multnomah, Washington, and Clackamas counties and cities within their boundaries, along with Metro, should convene a task force or working group to examine the potential benefits of addressing homelessness through regional coordination. Such a group should have a clear deadline for making decisions and recommendations about how the region should move forward. The group should consider which issues and/or programs in particular could be better coordinated regionally related to homelessness. Problem identification will be essential in any coordinating work or long-term governance process. If the solution to homelessness is housing, then homelessness and housing discussions should be integrated while explicitly working to understand how any efforts to serve one part of the population needing affordable housing

[115] Caballero, M., & Guy, K. (2019). *Portland Housing Bond: Early implementation results mostly encouraging*. Portland City Auditor: Audit Services. https://www.portlandoregon.gov/auditservices/article/734894

impacts others. ***Solving affordable housing is not the same thing as solving chronic homelessness***. To address the need for affordable housing, we need to consider housing across the income spectrum, and weigh trade-offs and interaction effects between interventions. Solving chronic homelessness would mostly focus on creating permanent supportive housing through a Housing First model. Both creating more access to affordable housing for all relevant income groups, and supporting people who are chronically homeless are necessary. Achieving both would be remarkable, but doing so at the same time can only happen through deliberate and careful planning.

Metro, and its participating jurisdictions, started this work at the regional level with its affordable housing bond. However, this bond only covers capital costs and only for about 12,000 of the people in need across the region. A significant resource gap still exists in serving everyone experiencing homelessness and housing insecurity in the region.

A logical next step to the Metro housing capital bond, would be to raise revenue across the region to pay for services to match the capital bond. Section 3 of this report provides details on various ways that revenue could be raised in addition to Metro. Regardless of how revenue is raised and which government entity raises it, it is essential to have a transparent process that determines how the revenue will be spent including a public-facing body to oversee it that is based on a racial equity lens framework. Long-term planning work, and shorter-term work such as exploring other revenue measures could occur in tandem. For instance, the region moves forward on existing efforts such as the Regional Supportive Housing Impact Fund, which is dedicated to raising funding for permanent supportive housing. At the same time, a government-driven process could begin to identify next steps in the region.

Government-led discussions must occur transparently and include those who are most marginalized in the region and have experienced homelessness or housing insecurity. These discussions should build on existing coordinating discussions about homelessness such as A Home for Everyone, other county CoCs, and groups like the Regional Housing Impact Fund,[116] but continue to allow these groups to work independently. For example, Los Angeles County represents a complex and intensive set of coordinated efforts to address homelessness. The efforts of different public and private actors in LA County created an overlapping set of activities largely focused on the belief that providing stable housing is the best path to addressing homelessness. Their present-day efforts build on over a decade of work to coordinate responses to addressing homelessness. In the tri-county area, encouraging the work of civic society groups, non-profit organizations, and advocacy movements, are, thus, also necessary to address and prevent homelessness across the region. Solutions to affordable housing and

[116] CSH. (2019). *Tri County equitable housing strategy to expand supportive housing for people experiencing chronic homelessness* [PDF file]. Retrieved from https://d155kunxf1aozz.cloudfront.net/wp-content/uploads/2019/03/Metro_SupportiveHousing_Report_WithAppendices_March_Final.pdf

homelessness may not rely on one large multi-stakeholder table, but rather rest on several small to medium-sized tables.

II. COSTS OF ADDRESSING HOMELESSNESS

Background

In this section of the report, we estimate the number of people experiencing homelessness as well as those who need support to prevent homelessness. We then provide a set of cost estimates that include housing those experiencing homelessness, assisting those at risk of homelessness, and providing appropriate services to both groups.

Key Takeaways

- Communities of color (namely Black, Latino, and Native American communities) are disproportionately represented in the homelessness counts and/or renter cost-burdened rate.[117] One reason is income disparity. For example, the median income for Black households in the Portland area is half the overall median income.[118] While calculating additional costs to support people of color was not feasible in the time frame for this study, we want to note that ensuring that supporting these communities may require are living doubled up in other peoples' residences. Integrating these counts produce a more realistic estimate of people experiencing homelessness in the region.

- The numbers for doubled-up populations only include families with children due to limited methodological tools to estimate adults who do not have children living with them. The number of doubled-up individuals is likely higher.

- About 15% of those experiencing homelessness likely need permanent supportive housing.

- We examine three scenarios for providing housing and necessary supports for people experiencing homelessness. Costs over ten years range from $2.6 billion to $4.1 billion in net present value to cover housing and services depending on the scenario. Each scenario includes a high cost and low-cost estimate. These estimates are not reduced to account for either housing revenue measure being administered by Metro (Measure 26-199) or the

[117] We do not report on Asian & Pacific Islander (API) communities here because they are often not experiencing disparate rates of homelessness. However, the data for the API community is especially problematic. First, the number of APIs in the data set is small, leading to high margins of error. Second, because of the small numbers, we cannot meaningfully disaggregate data to examine rates for API subgroups. However, we know that there are marked differences between API populations in relation to socio-demographic and economic factors, where some populations are likely to experience disparate rates of homelessness.

[118] The reason for this income disparity, is of course, the legacy and continuation of structural, institutional, and interpersonal racism.

City of Portland (Measures 26-179). The Metro bond is specifically dedicated to construction, acquisition, and rehabilitation; not services.[119]

- Services[120] alone account for about $825 million–$910 million of the cost for resolving homelessness over the ten-year analysis period.

- Overall, the region does not have enough affordable housing for households making 0–80% Median Family Income (FMI). Many in this group are cost-burdened, which means they pay more than 30% of their income toward rent. There is an unmet need for affordably-priced units of all sizes. Units are available at higher price ranges (from 30% up to 80% of MFI) in most cases; notable shortages are present in studios and one-bedroom apartments, as well as three or more bedroom units. This means that construction of new units will be necessary to meet those housing needs even with rent assistance. However, if households are permitted to rent larger units than their households might normally be eligible for, the shortage for studios and one-bedrooms disappears.

- Further research is needed to determine whether the spatial distribution and quality of available units is sufficient. Assessing unit quality was beyond the scope of this work; however, we are aware that some of the units counting toward housing inventory may have serious issues. Likewise, previous research demonstrates that low-income households are being displaced to the outer edges of the region. We address this to the best of our ability by using a range of rents that reflect regional variation.

- Supporting low-income (below 80% MFI), cost-burdened households for 10 years would cost between $10.7 billion and $21 billion (net present value) for all cost-burdened households (paying more than 30% of their income toward rent). Supporting just the low-income, severely cost-burdened households (those who pay more than 50% of their income toward rent) would cost between $8.7 billion and $16.6 billion.

- Due to the two-pronged nature of this analysis, the rent subsidy value should not be summed with the costs necessary to support individuals experiencing homelessness; see below.

In our analysis we consider three main groups: those experiencing homelessness who would not require permanent supportive housing (PSH), those who would require PSH, and households at risk of experiencing homelessness due to low incomes and paying 30% or more

[119] City of Portland Auditor Mary Hull Caballero. (2016). Affordable Housing Bond Measure - 26-179 [web page]. Retrieved from: https://www.portlandoregon.gov/auditor/article/581552; See also: Metro. (2018). *Notice of measure election* [PDF file]. Retrieved from https://multco.us/file/74022/download.
[120] Services include those for PSH and non-PSH households, but do not include rent assistance or building operating costs.

of their income toward rent. These groups, and the resources and associated costs are summarized in Tables 2.1 and 2.2 below. It is important to note that the per-household costs might seem low, but this is because the value is an average of two groups with very different needs: those who need PSH and those who do not. Households in PSH are assumed to have housing constructed and services over the entire period, while those without receive only two years of rent assistance and services in existing housing.[121] We know that many homeless households will continue to need some type of assistance beyond two years; however, we were unable to identify a reasonable set of assumptions to calculate the amount of longer-term support necessary. Instead, we include how much it would cost overall for all households to continue to receive the same amount of support for two additional periods.

Permanent Supportive Housing

HUD defines permanent supportive housing as permanent housing with indefinite leasing or rental assistance paired with supportive services to assist homeless persons with a disability, or families with an adult or child with a disability, to achieve housing stability.

Table 2.1: Summary of Results for Homeless: Housing and Services[122]

Group	Population[123]	Resources	Costs
Total population experiencing homelessness (combined PSH[124] and Non-PSH)	38,263 individuals (or 24,260 households)	Housing construction and acquisition (one-time cost)	$190,000–$218,000 (0–1 bedroom unit) $190,000–$338,000 (2–4 bedroom unit)
		Rent assistance (per year)	$11,352–$18,960 (0–1 bedroom) $14,904–$41,000 (2–4 bedroom)
		Rent assistance administration (annual)	$800 per household
		System support and employment services (annual)	$450 per household
		Administrative costs (annual)	2.4%

121 For example, in 2024, expenses per household for those in PSH are $174,613, and $41,633 for those not in PSH. The values are similar for 2025, and thereafter the expenses for non-PSH households fall to zero (as our cost modelling provides for two years of rent assistance and services), and with construction complete, PSH costs per household fall considerably as well (reaching just over $26,000 in 2033, or a total of $128.7M).

122 For consistency, all data come from 2017.

123 Where possible, we provide individual and household estimates. Some data are collected on an individual basis, other on the household basis. We use household size estimates from the American Community Survey 2017 5-Year Estimates to convert individuals to households as needed.

124 Permanent Supportive Housing: Approximately 15% of the homeless population is assumed to require permanent supportive housing services, and costs for this group are calculated separately from the costs associated with the 85% that does not require these more intensive services.

With Permanent Supportive Housing Need	5,661 individuals (or 4,936 households)	PSH services (annual)	$8,800–$10,000 per household
Without PSH Need	32,602 individuals (or 19,324 households)	Services (annual)	$5,700 per household
Total		$2.6 billion– $4.1 billion, or an average of $107,000– $169,000 per household (Net present value for ten years)	

Table 2.2: Summary of Results for Universal Rent Assistance (Homelessness Prevention)

Group	Population	Resources	Costs
Cost burdened (spend >30% of income on rent, earn <80% AMI[125])	107,039 households (*includes severely cost burdened, below*)	Universal housing rent assistance	$10.7 billion - $21 billion (NPV[126], 2024-2033)
Severely cost burdened (spend >50% of income on rent, earn <80% AMII)	82,576 households	Universal housing rent assistance	$8.7 billion - $16.6 billion (NPV, 2024-2033)

Limitations

There are several things to keep in mind while reading this section. First, existing rigorous research for some of these topics is limited. Second, data sets about homelessness have limitations, and in some cases we have no data.

Third, these analyses are not iterative or interactive. We assume that rent assistance is successful at limiting people becoming homeless, and that the resources provided are enough, and effective at moving people into housing. In other words, no one else becomes homeless, and everyone exits homelessness. Our goal was to produce a general framing series of estimates to help people understand the scope of the issue. A more complicated analysis would be required to consider realistic timing of bringing new affordable units on line and scaling up services and rent voucher programs, and how these programs would reduce costs of the emergency shelter system. Such analyses would also examine how creating access to more

[125] Area Median Income: average household income adjusted for family size, as used by US HUD to determine aid thresholds.
[126] Net Present Value: This report often presents program costs in net present value, which estimates the present value of an investment by accounting for the discount rate (10%) and therefore the time value of money; as well as inflation when appropriate. This method most clearly allows sums to be considered comparatively, at the present time. (Note that nominal cash, or cash in the year in which it is used, is often presented as well.)

housing would affect the housing market overall. These analyses were beyond the scope of this work.

Fourth, based on current practices there are limited methods for assessing how addressing racial equity may increase costs. We draw attention to the significant inequities several communities of color experience. Further research will help demonstrate if that type of work translates into significant additional costs.

Lastly, the costs presented in the table above and throughout ***may not be aggregated to arrive at a single number***. For example, households not requiring permanent supportive housing are assumed to receive two years of rent assistance and services and then exit the system and the cost scenario. However, they might end up requiring the type of housing voucher discussed for the at-risk group, which would increase that estimate, as only housed individuals are considered in that group at this time. Another example: previous work by local consultant ECONorthwest found that housing unaffordability is a major driver of homelessness.[127] If vouchers were used to make such housing affordable, then the number of homeless individuals would be much lower. Presumably the non-PSH group would likely move from homeless to the at-risk-category receiving rent assistance, requiring fewer interventions. These estimates are meant to be considered separately, not added together, because of the complex interactions that would result if these policies were deployed simultaneously: the entire landscape from which the data used in this report was drawn would shift in ways that fall beyond the scope of this assessment.

Homelessness and other Key Terms

Different organizations and institutions use varying definitions of homelessness, adding an additional level of complexity to already complicated datasets. As discussed in the introduction, the federal government lacks a unified definition of homelessness. The HUD definition of homelessness focuses on people living unsheltered or sleeping in a place not designed for sleep, living in shelter designed to serve people without permanent housing, people who will lose their housing, and some additional types of unaccompanied youth and families. HUD has also changed their definitions of homelessness as well as specific subtypes of homelessness over the years.[128]

[127] ECONorthwest. (2018). *Homelessness in the Portland region: A review of trends, causes, and the outlook ahead* [PDF file]. Retrieved from https://m.oregoncf.org/Templates/media/files/publications/homelessness_in_portland_report.pdf

[128] Signed into law in 2009, the HEARTH Act reauthorized the McKinney-Vento as and included substantive changes to the homelessness definition (among other things).
In 2012, a final rule offered additional substantive definitional changes for what constituted homelessness. The definition for chronic homelessness was changed yet again in 2015. For a discussion about the differences in definitions, and the supporting federal statutes, see: U.S. Department of Housing and Urban Development [HUD]. (n.d.). *Homeless Emergency Assistance and Rapid Transition to Housing Act.* Retrieved from https://www.hudexchange.info/homelessness-assistance/hearth-act/.

For the purposes of this report, the major way in which homelessness definitions vary is whether or not an organization defines homelessness as including people living doubled up with family or friends due to loss of housing or economic hardship. In this report, we define homelessness to include people living doubled up. Including doubled up populations is particularly important for racial equity as communities of color often experience homelessness in this way. As explained in the introduction of this report, all the categories come with specific conditions, and sub-categories with additional criteria.

Additional terms that have multiple meanings include permanent supportive housing, support services, and supportive affordable housing. Traditionally, permanent supportive housing referred to providing housing and supportive services for those experiencing chronic homelessness and people with severe mental illnesses experiencing homelessness (this includes addiction services). The most commonly known model that has demonstrated effectiveness at moving and keeping people without stable housing into housing is known as Housing First.

As the word "permanent" implies, this model assumes that some people may need access to support services for their lifetime. Ideally as people become more stable in housing, the degree and intensity of supportive services will decrease, and for some will disappear altogether. Keep in mind that some people develop addictions and mental illness while living as homeless. In this instance, the model indicates that intense services at the beginning and no-barrier housing could result in a person managing/in remission/etc. from their addiction.

In Portland, local government, practitioners, and advocates have argued for expanding PSH and the concept of support services more broadly. First, permanent supportive housing models are based on research with individuals experiencing homelessness. Portland is applying this concept to families who also need permanent supportive services. Second, support services means services that people may not need permanently (such as medical care for chronic illness), but do need shorter terms services to support moving forward. Examples include job training, etc.

In this report, we follow Portland's lead in using PSH to include individuals and families in need of PSH and to ensure inclusion of support services for all people experiencing homelessness.

Understanding Homelessness in the Portland Tri-County Region

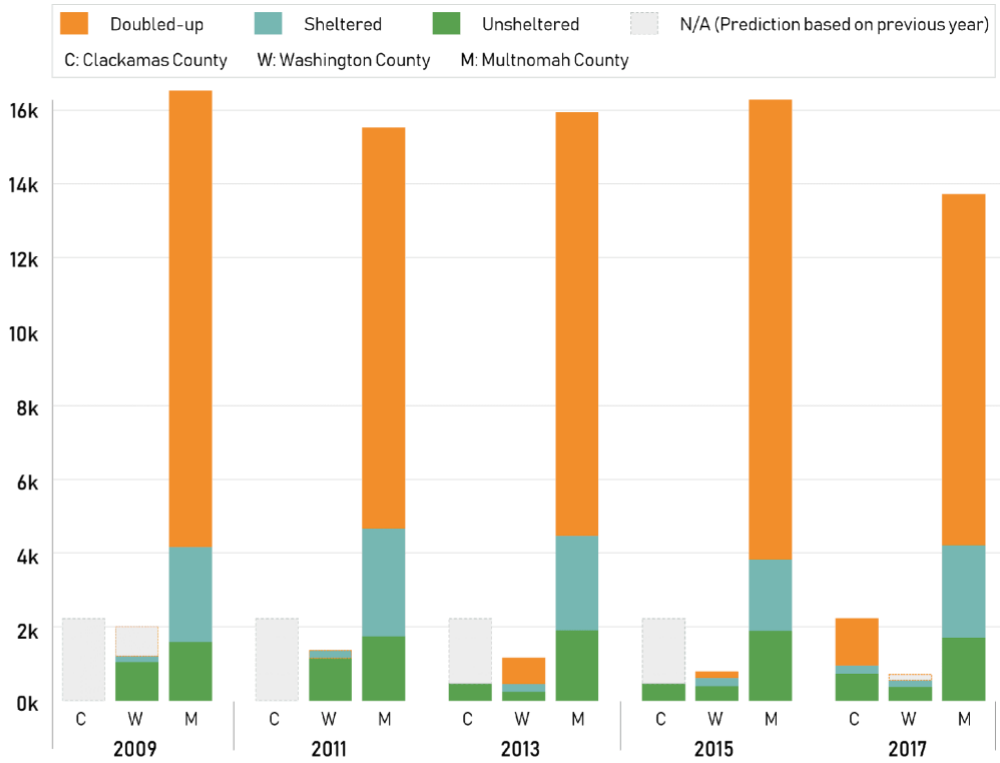
There have been a number of reports assessing homelessness in the region in recent years. We summarize the most salient ones that pertain to the cost estimates of the study.

Point-In-Time (PIT) Reports

In order to receive federal funding, local areas termed Continuums of Care (CoCs) must conduct "Point-in-Time" Counts (PIT) of all homeless individuals and families in their jurisdictions at least every two years. These counts must take place during the last 10 calendar days of January. The count occurs over a single night. The required PIT Count requires a census-style count of people living unsheltered, in emergency shelter, or in transitional shelter.

Some jurisdictions also report a doubled-up count that come from a range of sources, and in the case of Multnomah County are provided by school homelessness liaisons. The doubled-up data provided by schools for PIT Counts are not the same data required for annual homelessness reporting for the schools. The doubled-up counts, meaning individuals living with friends or family for economic reasons (e.g. someone living on a friend's couch) are usually based on annual surveys of schools. This is separate from the annual school data reported (which is what we used for our analysis). The PIT Count Figure 2.1 combines results from the most recent PIT Count reports for Multnomah, Washington, and Clackamas Counties. Remember changes in definitions make data not perfectly comparable.

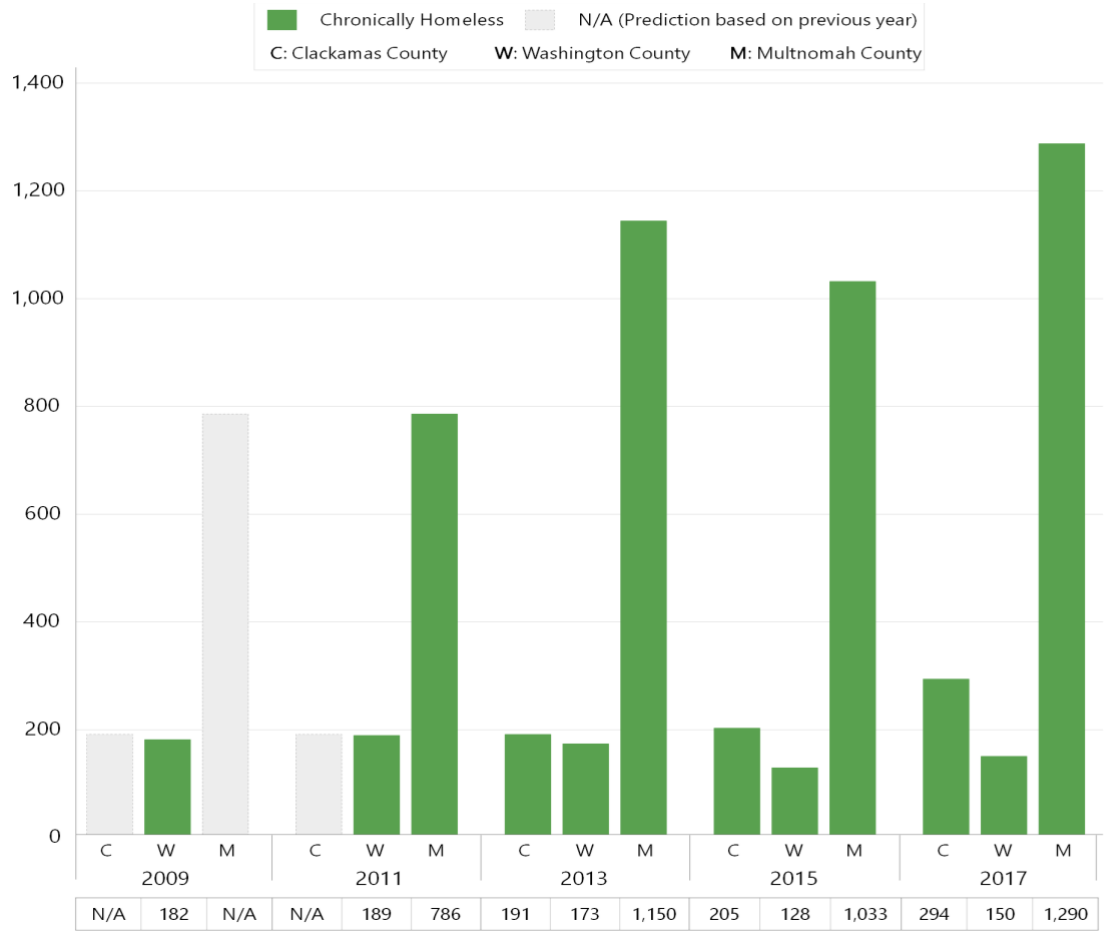
Figure 2.1: Timeline of PIT Counts Estimate in Clackamas, Multnomah, and Washington Counties by Housing Situation



	2009 C	2009 W	2009 M	2011 C	2011 W	2011 M	2013 C	2013 W	2013 M	2015 C	2015 W	2015 M	2017 C	2017 W	2017 M
Doubled up	N/A	N/A	12,190	N/A	N/A*	10,908	N/A	721	11,476	N/A	185	12,453	1,295	N/A	9,522
Sheltered	N/A	150	2,554	N/A	200	2,937	N/A	200	2,546	N/A	196	1,914	192	175	2,509
Unsheltered	N/A	1,058	1,591	N/A	1,156	1,718	478	232	1,895	484	395	1,887	746	369	1,668

Figure 2.2 shows the number of chronically homeless individuals[129] in each county by year. Changes in methodology mean that these numbers are not always directly comparable from year to year. Note that methodologies for conducting the PIT Count may differ between counties as well.

Figure 2.2: Chronically Homeless Counts and Definitions by Year and County

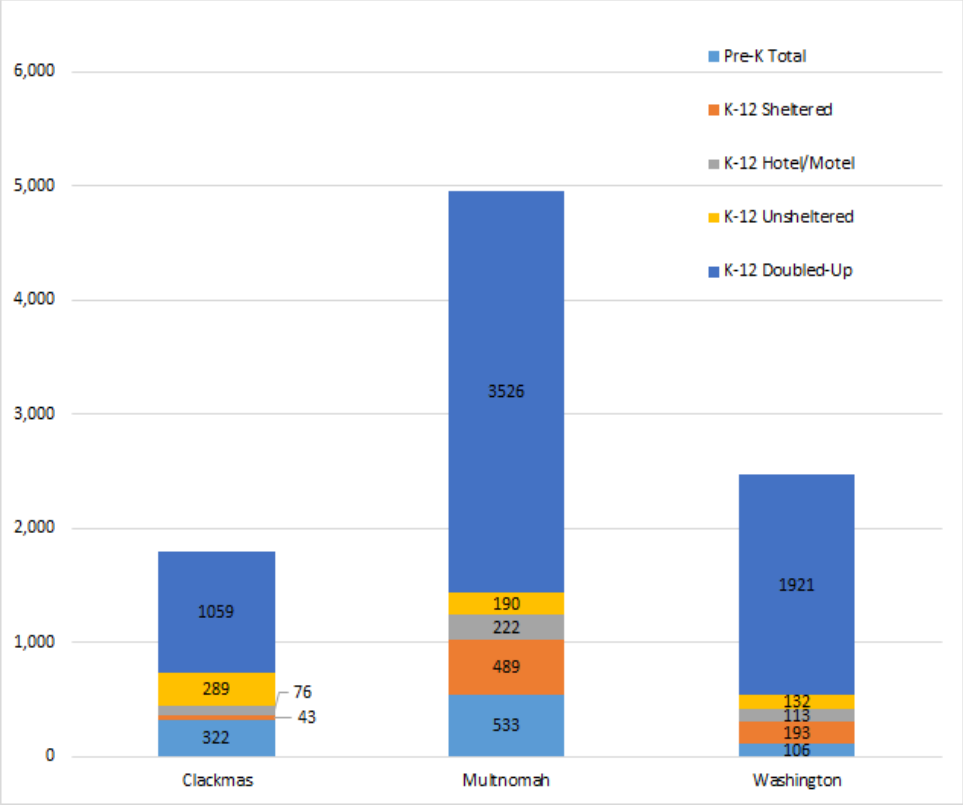


[129] A chronically homeless individual is one who has experienced homelessness for at least one year, or who has experienced four episodes of homelessness over the previous three years totaling one year, and who has a disabling condition (Department of Housing and Urban Development, 2018 Annual Homeless Assessment Report to Congress).

Reports from the Oregon Department of Education

As required by federal statute, Oregon public school districts employ student liaisons who identify and provide direct support to students experiencing homelessness, and their families. Records kept by school districts on homeless students are a valuable resource, above and beyond the PIT Count, to track child homelessness, especially as they use a different methodology (and therefore can capture students who may not be counted in the census-style PIT); and are done namely through individual identification by teachers and liaisons. Figure 2.3 shows the number of homeless students by housing situation and county in the 2017-2018 academic year.[130]

Figure 2.3: School District Homeless Students by County and Housing Situation, 2017-2018 Academic Year



[130] Oregon Department of Education. (2018). McKinney-Vento Act: Homeless Education Program [web page]. Retrieved from: https://www.oregon.gov/ode/schools-and-districts/grants/ESEA/McKinney-Vento/Pages/default.aspx

Reports from the Corporation for Supportive Housing (CSH)
Over the last two years, CSH has produced two reports assessing Portland's supportive affordable housing. The first, released in September of 2018, is titled *Scaling Smart Resources, Doing What Works: A System-Level Path to Producing 2,000 Units of Supportive Housing in Portland and Multnomah County*, and used an approach combining stakeholder input, data analysis, and a review of best practices to produce a plan that can close the supportive housing gap in Portland. Costs total $592 million to $640 million over the first ten years, with annual investments of $43 million to $47 million thereafter for building operations and service costs.

The second CSH report, titled *Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness* and released in February 2019, expands the analysis to include the entire Metro area, while focusing on chronically homeless individuals. Additionally, the report models costs for supportive housing, in order to show the savings feasible under the required investment: a chronically homeless individual imposes an average annual cost, via use of public systems, that is nearly double the cost of providing supportive housing services. Units are distributed between counties according to need, and total costs over a ten-year period are $923 million to $998 million.

Addressing Housing Needs for Population Experiencing Homelessness

In this section, we estimate ranges of costs to provide housing and supportive services (temporary and permanent) to the population experiencing homelessness in the tri-county region (Clackamas, Multnomah, and Washington Counties). We start with the various counts of the total population without housing (including sheltered, unsheltered and doubled-up individuals) to create a reasonable estimate of people experiencing homelessness in 2017. We then estimate the number of people who will need permanent supportive housing (PSH) and the number of people who do not need PSH. Based on assumptions of families and household sizes, these numbers are then converted into numbers of households (family and individual households). Costs of housing provision (including capital and ongoing operating costs), service provision and administrative costs are estimated on a per household basis. Finally, we calculate a range of costs to provide housing to the homeless population based on several scenarios with different assumptions.

Assessing the true size of the homeless population is a tremendous challenge due to limited data. It is difficult to determine the population of a group that is not consistently engaged with public systems, is constantly in flux as individuals enter and exit homelessness, and lacks stable residential addresses (some non-profits will receive mail for their clients). Snapshot counts, such as the widely-used PIT Count cited below, miss individuals living doubled up as well while other methods require that households and individuals access services in order to be counted—services that are constrained by budgetary and staffing levels to assist only a certain number, and are rife with institutional and implicit biases. Stakeholders and entities engaged in working with

the homeless and financially disadvantaged population express that they are not able to assist every family and individual who requires their services. Further not all nonprofits providing services participate in government system data tracking. Based on in-person interviews, we know that at least some individuals will not show up in the government reports, and we have no way to account for their services. In short, counts derived from service provision can be assumed to be low as well.

At the same time, there is no central database shared among the data collectors, so it is possible for households and individuals to be counted multiple times. Lacking a cohesive central database across the region and consistent long-term definitions and reporting methods, this challenge is likely to continue.

With these things in mind, note that all counts presented in the below sections must be considered educated guesses. It is possible to state precise individual numbers from the datasets we used, (i.e., "The 2017 PIT records 1,668 unsheltered individuals in Multnomah County") but it is not possible to state the exact number of households (a category not often used in counts) and overall individuals experiencing homelessness in the Portland tri-county area. This report takes the most straightforward approaches possible to estimate an overall count, rather than adding assumptions to assumptions in an attempt to zero in on a degree of precision that is not realistically achievable regardless of the amount of data points or statistical technique.

When estimating the costs we have tried to be as consistent with other reports as possible. Unfortunately with several of the reports, precise methodologies were not possible to locate. Further, where we were able to identify assumptions, we found that some of those assumptions are also best educated guesses based upon available data and stakeholder input. If we found new research, or new thinking by some of those same stakeholders, we changed assumptions. This still means that our calculations are also not precise in a way you might see in other types of studies, and are best used as an educated and informed estimate. Our work here is to help people in the Portland region understand the magnitude and scope of the affordable housing and homelessness challenges we face.

Our most important deviation from other reports about homelessness is a definition of homelessness that includes doubled-up populations. This definition is consistent with other federal agencies such as the Department of Education, and with A Home for Everyone, the inter-jurisdictional initiative to address homelessness within Multnomah County.

Population Experiencing Homelessness in 2017

In order to estimate the costs of providing housing to the population experiencing homelessness, we estimate the size of that population in the tri-county region. This estimate utilizes several data sources discussed in the previous section of this report, including the biennial Point-in-Time (PIT) counts, annual homelessness assessment reports (AHAR) along with related reports provided by each Continuum of Care (CoC) to HUD, and annual Oregon Department of Education counts of homeless children and youth. Table 2.3 below summarizes

the various homeless population counts from these data sources in calendar year 2017 or fiscal year 2017.

Table 2.3: Homeless Population Data Summary, 2017

	2017 Point-in-Time (PIT)			2017 PIT	FY 2017 Annual Homelessness Assessment Report[1]	2016-2017 Oregon Dept of Education Homeless Children & Youth[2]
	Unsheltered	Sheltered	Doubled Up	Chronically Homeless		
Clackamas	746	192	1295[3]	294	723	1789
Multnomah	1668	2509	9522[4]	1290	11648	4960
Washington	369	175	5778[5]	150	764	2465

[1] Annual Homelessness Assessment Reports (AHAR) are reports to HUD and include unduplicated individuals served in emergency shelters (ES) or transitional housing (TH) between 10/1/2016-09/30/2017.
[2] Oregon Dept of Education counts includes both Pre-K and K-12 homeless populations. Within the K-12 homeless population, the number is further broken down into sheltered, doubled up, hotel/motel and unsheltered counts.
[3] Clackamas County doubled up population includes 385 people counted as living in doubled up or unstable housing, and 910 children in the same situation (counted by Homeless School Liaisons).
[4] Multnomah County doubled up population (reported in the 2017 Multnomah County PIT Report) is based on the Dept of Education doubled up population and household size assumptions (by school district).
[5] The Washington County doubled up population was not reported in its 2017 PIT report. We estimate this number by using the Dept of Education Pre-K homeless, K-12 doubled up and K-12 hotel/motel (equal to 2,140), and assuming an average household size of 2.7 (2017 ACS 5-year averages for Washington County).

We used these data sources to help calculate the total homeless population for the purpose of estimating the range of costs to provide housing for the entire population, including all unsheltered homeless, sheltered homeless (in emergency shelters or transitional housing), and all doubled-up individuals. The AHAR counts of individuals served in emergency shelters (ES) and transitional housing (TH) and the doubled-up population estimates are annualized estimates (accounting for all individuals who might have experienced homelessness during the year), while the PIT Counts are snapshot estimates. Two main adjustments are applied to the data as follows:

- An annual extrapolation factor of 1.9[131] was applied to convert the snapshot unsheltered homeless PIT Counts into an annualized unsheltered estimate. This is a low extrapolation factor, selected because of its use by the Multnomah County Joint Office of Homeless Services. A 2001 attempt arrived at extrapolation factors ranging from 2.5 up to as high as 10.2, meaning that our numbers may be low (although it is important to note that the level of services available is an important determinant; in areas with more awareness and services a lower number is more appropriate).[132]

[131] This factor was used in JOHS's calculations to annualize street PIT Counts, and is the factor used in the Rapid Results Institute program.
[132] Metraux, S., Culhane, D., Raphael, S., White, M., Pearson, C., Hirsch, E. & Cleghorn, J. S. (2016). Assessing homeless population size through the use of emergency and transitional shelter services in 1998: Results from the analysis of administrative data from nine US jurisdictions. *Public Health Reports.*

- Clackamas County and Multnomah County utilized different estimation methodologies to calculate the total doubled-up population reported in their PIT reports. To be consistent across the tri-county region, we use the Department of Education Pre-K homeless, K-12 doubled-up and K-12 hotel/motel counts (last column of Table 3.1 above) for each county, multiplied with the county average household size (2017 ACS 5-year averages) to estimate the doubled-up population for the purposes of our cost estimates.[133]

Because our doubled-up data is derived from schools, it does not include doubled-up individuals who are adults, aside from those with children. Adults who are temporarily cohabiting with friends and family due to financial hardship are not represented in our data at all, and it is known that the size of this population is fairly significant: the 2011 American Housing Survey found 25 million individuals living with relatives who were not their spouses or children, 11.5 million living with nonrelatives, and 3.6 million households with more than one family in them (541,000 of which were not related) nationwide.[134] We assume not all of these are voluntary arrangements, and the AHS may not be including adults who are not able to live on their own but whose friends and families decide not to turn them out. The best data available at the time of writing was that from schools, and it seems likely that families with children are more likely to cohabit out of necessity rather than choice, so we use the referenced schools' data, but offer it with the caveat that it by definition represents a subsection of the actual doubled-up population.

These homeless population estimates are summarized in Table 2.4, totaling 38,263 homeless individuals in the tri-county region.

Table 2.4: Homeless Population Estimates, 2017

	FY2017 AHAR Count (ES & TH)	**2017 Unsheltered PIT x Annual Extrapolation Factor**	**FY2017 Doubled-Up Estimate**	**Total Estimated Homeless Population**
Clackamas	723	1,417	3,788	5,928
Multnomah	11,648	3,169	10,274	25,091
Washington	764	701	5,778	7,243
Total	**13,135**	**5,287**	**19,840**	**38,263**

[133] People can sometimes inexpensive lodging at low cost motels. Motels usually do not include access to a kitchen, and are not considered permanent housing.
[134] U.S. Department of Housing and Urban Development [HUD]. (2011). American housing survey reveals rise in up households during recession. *PD&R Edge.* Retrieved from: https://www.huduser.gov/portal/pdredge/pdr_edge_research_012714.html

Homeless Individuals with Permanent Supportive Housing (PSH) Need

We further break down the estimate of the total population experiencing homelessness into two categories—those who need permanent supportive housing (PSH), and those who do not need PSH. The Corporation for Supportive Housing (CSH)'s 2018[135] report to the Multnomah County Board of Commissioners and Portland City Council estimates that 90% of individuals experiencing chronic homelessness and 10% of all households experiencing homelessness will need permanent supportive housing (pg. 11).

Following consultation with local experts, we received conflicting advice about whether these estimates for PSH could be applied to the doubled-up population. Some stated that this rate would be lower for doubled-up populations based on a belief that many people who require PSH do not cohabit successfully. However, others countered that because we actually know so little about the doubled-up population we have no idea how many people may be able to survive doubled-up and have families and friends taking risks to house them.

We reviewed the available academic literature, of which there was little, consulted with a research psychologist, and examined national rates of disabilities that qualify for PSH (including mental illness, drug or alcohol use disorders, or physical and cognitive disabilities).[136, 137] We found no estimates about PSH rates for doubled-up populations, and decided that we would apply the ratios CSH identified for HUD defined homelessness to our broader definition that includes doubled-up populations.[138]

In the interest of simplicity we follow a similar methodology and estimate that the homeless population with PSH need is the sum of:

(i) Current homeless population with PSH need:
90% of chronically homeless population (2017 PIT Counts) = 1,561

[135] CSH. (2018). *Scaling smart resources, doing what works: A system-level path to producing 2,000 units of supportive housing in Portland and Multnomah County* [PDF file]. Retrieved from: http://ahomeforeveryone.net/s/CSH-Supportive-Housing-Report_Sept7_FINAL.pdf

[136] National Institute of Mental Health. (2019). Mental illness. Retrieved from https://www.nimh.nih.gov/health/statistics/mental-illness.shtml

[137] Estimates for people who have disabilities that qualify for PSH are difficult to find as eligibility requires both a medical diagnosis and that people demonstrate that the "disability must also be of long and continuing duration, substantially impede the program participant's ability to live independently, and be improved by the provision of more suitable housing conditions." NIMH estimates that 4.5% of the adult population has a serious mental illness (https://www.nimh.nih.gov/health/statistics/mental-illness.shtml). Estimates of drug or alcohol use disorders vary. One study, funded by NIH, found that 10% of adults had a drug disorder in their lifetime, and 30% had an alcohol disorder (https://www.nih.gov/news-events/news-releases/10-percent-us-adults-have-drug-use-disorder-some-point-their-lives). National estimates for physical, intellectual, and emotional disabilities were not easily accessible, and where they were located, it was not possible to tell which might prevent independent living.

[138] We would like to note that CSH does not agree with this decision "because they do not have data nor have they done the analysis to support it" (personal note 8/5/2019).

10% of total estimated homeless population (Table 2.4) = 3,653[139]

To estimate the population of those who returned to homelessness after being in permanent supportive housing, we examine retention rates for this population. The rate of return to homelessness after exiting from permanent supportive housing within two years is reported at 3% in Clackamas County, 26% in Multnomah County and 9% in Washington County (HUD SPM 2017 reports). A Home for Everyone's (AHFE) FY2017 report cites 26% who are not confirmed still in housing after 12 months of their permanent housing placement. Because these retention numbers may include both those served in PSH and RRH (rapid re-housing) and are highly dependent on the ability to establish contact with this population after a certain period of time, we further obtain annual performance reports (APRs) from the three counties to estimate more accurate retention rates. We find a weighted average retention rate[140] of approximately 92.15%, which means that 7.85% of those previously served in PSH return back to homelessness.

(ii) PSH inflow from reentry (estimated population of those who were previously served in PSH, but returned to homelessness) = 5,691 x 7.85% = 447

The estimated population lacking housing who need PSH in the tri-county region is equal to 5,661 individuals, about 15% of the total population experiencing homelessness.

Households Experiencing Homelessness

In order to estimate the costs of providing housing to the population experiencing homelessness, we estimate the number of homeless households, or amount of housing units needed, from the total homeless population estimate. We separately estimate the number of households for the homeless population with PSH need and the homeless population without PSH need.

Homeless Households with PSH Need

While FY2017 AHAR reports indicate that 38.7% of the chronically homeless population (which comprises a large component of the homeless population with PSH need) served in PSH were in families, the 2017 Multnomah County PIT Count showed that 3.9% of those chronically homeless are in families. This differential suggests that more PSH-related services are targeted toward families than individuals, meaning that the AHAR percentage may be biased to be higher than the actual number of families within this population. At the same time, expert consultation

[139] Ninety percent of the chronically homeless population (1,734) is equal to 1,561. Ten percent of the remaining homeless population is determined using the total number of homeless (38,263) less the chronically homeless (1,734), a tenth of which is 3,653 (rounded).

[140] We utilized three alternative measures to calculate the retention rate using the APR data from each county (all of the following are calculated as a percentage of the total number of people served in PSH): (1) those who stayed in PSH; (2) those who stayed in PSH or exited to a permanent destination; (3) those who did not exist to a temporary or unknown destination. The weighted average retention rate is weighted by number of individuals served in PSH in each county.

indicates that the PIT undercounts families. We concluded that it is reasonable to split the difference, and use 21.35% to estimate the number of family households with PSH need:

(i) Family households with PSH need = 5,661 x 21.35% / 2.5 = 483 family households
(ii) (Note: We assume an average household size of 2.5 persons in the tri-county region using the 2017 ACS 5-year estimates.)
(iii) Individual households with PSH need = 5,661 x 78.65% = 4,452 individual households (Note: an "individual household" is a household consisting of a single individual who resides alone.)

The estimated homeless households with PSH need in the tri-county region is equal to 483 family households and 4,452 individual households, totaling 4,936 households with PSH need.

Table 2.5: Number of People Served in PSH by Families/Non-families (Source: FY 2017 AHAR)

	FY 2017 AHAR Numbers Served in PSH		
	People in families[141]	People not in families	Family Percentage
Clackamas	163	178	47.8%
Multnomah	1888	2958	39.0%
Washington	154	350	30.6%

Homeless Households without PSH Need

The 2017 PIT reports from the three counties reported that 15% to 37.5% of the homeless population are in families. We use school data, where nearly all households are families (as the data points are children, typically accompanied by one or both parents). For simplicity we assume that all 19,840 doubled-up homeless are in families. We follow the CSH (2019) study in assuming that the 19% of the remainder of the homeless population are in family households (which is in line with the 15-37.5% range found in the PIT counts, here applied to the PIT and AHAR data). Recall that the 2017 AHAR report found 13,135 homeless individuals, and the 2017 PIT Count found 5,288. Therefore, the number of family and individual homeless households without PSH need can be found as follows:

(i) Doubled-up households= 19,840 individuals / 2.5 = 7,936 family households; Individuals in families (AHAR, PIT) = (13,135 individuals + 5,288 individuals) x 19% / 2.5 = 1,400 family households
(ii) Family households without PSH need (AHAR, PIT): 1,400 family households – 483 family households with PSH need = 917 family households
(iii) Total family households without PSH need = 7,936 family households (doubled up) + 917 family households (AHAR, PIT) = 8,853 family households
(iv) Individual households (AHAR, PIT) = (13,135 individuals + 5,288 individuals) x 81% = 14,923 individual households.
(v) Individual households without PSH need: 14,923 individual households (AHAR, PIT) – 4,452 individual households with PSH need = 10,471 individual households

[141] People in families = number of people in families.

The estimated homeless households without PSH need in the tri-county region is equal to 8,853 family households and 10,471 individual households. This totals 19,324 households without PSH need.

Cost Assumptions

The costs of providing housing to people experiencing homelessness can be divided into two essential categories: the cost of providing housing units (via development or acquisition) and the costs of services and administration.

Costs of Housing Provision

To meet the housing needs of those currently experiencing homelessness, public agencies and private organizations can choose to: build new housing units, acquire existing units, rehabilitate existing housing, or privately lease housing units on the rental market. Developing, acquiring, or rehabilitating housing units usually entails higher upfront capital costs, but have lower ongoing operating costs. The private lease of housing units entails costs that are more evenly spread through the analysis time periods (CSH, 2019).[142] However research has demonstrated that leasing units in the private market may lead to landlords charging more rent and lease units at higher rates than their quality warrants.[143]

Because rents vary considerably by neighborhood in the Portland region, we included a range of rents for consideration. Our goal here was to create estimates that would not imply the concentration of available units in just one area of the region (i.e., primarily in the outskirts of the region and lower-cost neighborhoods). A healthy community has a range of housing types and costs, and we used a range of rents to help encourage that.

Table 3.4 summarizes the housing cost assumptions below (page 76).

The costs of developing housing units, including new construction and rehabilitation, mainly follow the vetted assumptions from the CSH (2018 and 2019) reports (based on “actual costs reported by PHB and approved by stakeholder advisory groups”). The only adjustment comes from the Metro Affordable Housing Bond Program Work Plan (2019) and Regional Housing Bond Financial Modeling Summary Memorandum (2018). These sources peg the average construction cost of housing units at $215,000 (a weighted average for all housing unit sizes),

[142] Per CSH 2019 p. 23: “Because the ongoing costs of providing rental assistance for private market units is greater than the annual operating costs of newly constructed supportive housing units, the total cost of leasing supportive housing units in the private rental market becomes significantly more expensive in the long run than building new units. Using the cost and inflation assumptions above, the ongoing cost of newly developed units becomes lower than the cost of leased units in year 30 for studio and one-bedroom units and in year 23 for two and three-bedroom units.”
[143] Desmond, D, & Perkins, K. (2016). Are landlords overcharging housing voucher holders. *City and Community,* (15), 137-162.

and the cost of rehabilitation of existing units at $190,000 (including $150,000 building acquisition cost and $40,000 rehabilitation cost, all in 2018 dollars). CSH (2018) estimates that annual operating and maintenance costs run between $6,000 and $8,000 per unit. This range is similar to Portland area annual expenses reported by Multifamily NW's The Apartment Report (Spring 2019), which estimates a cost of $6.01 to $7.36 per square foot (a similar result when factoring in unit size). Note that these operating costs only pertain to the maintenance and operation of the buildings themselves, and do not include any additional support services that may be provided. Support service costs are estimated elsewhere.

We examined three main data sources to estimate market rents in the tri-county region: the FY 2017 HUD Fair Market Rent (FMR) for the Portland-Vancouver-Hillsboro, OR-WA MSA[144], 2017 Portland State of Housing Report[145], and FY 2017 HUD Hypothetical Small Area Fair Market Rent[146] for all regional zip codes. To avoid underestimation of rental prices, we pulled out both average rents by bedroom for the City of Portland and the maximum rent by bedroom from the individual neighborhood estimates in the Portland State of Housing Report. We also identified the maximum fair market rent in all zip codes covered by the HUD Hypothetical Small Area FMR document. Table 2.7 summarizes these rental prices, which are also generally consistent with the overall average rents reported in the MultiFamily NW (Spring 2019) report.

The ranges of annual rent assistance specified in Table 2.6 are the average and maximum annual rents for individual housing units (0 to 1 bedroom)[147] and family units (2 to 4 bedrooms) calculated from prices in Table 2.7. (For example, cost ranges for individual units are estimated using the average value of $946 and the upper-end value of $1,580 per month, for annual costs of $11,352 to $18,960. The information in these tables assume that 100% of the cost is paid on behalf of the renter, unlike rent calculations for housing rent assistance later in the report.)

Table 2.6: Costs of Housing Provision (development vs. private lease), 2017

Development of Housing Units	
Individual Units (0-1 bedroom)	$215,000 - $218,000 one-time cost per unit
Family Units (2-4 bedrooms)	$338,000 one-time cost per unit
Rehabilitation of existing units	$190,000 one-time cost per unit

144 U.S. Department of Housing and Urban Development [HUD]. (2017). Fair market rents [web page]. Retrieved from https://www.huduser.gov/portal/datasets/fmr.html#2017_data
145 Portland Housing Bureau. (2017). *State of housing in Portland.* Retrieved from https://www.portlandoregon.gov/phb/article/681253
146 U.S. Department of Housing and Urban Development [HUD]. (2017). *Small area fair market rents: FY2017 hypothetical small area FMRs.* Retrieved from https://www.huduser.gov/portal/datasets/fmr/smallarea/index.html#2017
147 0 bedrooms is a studio.

Operating Costs *(annual)*	$6,000–$8,000 per unit per year
Private Lease of Housing Units (rent assistance, annual)	
Individual units (0-1 bedroom)	$11,352–$18,960 per unit per year
Family units (2-4 bedrooms)	$14,904–$41,000 per unit per year

Table 2.7: 2017 Tri-county Region Rental Price Summary, monthly

	0 bed	**1 bed**	**2 bed**	**3 bed**	**4 bed**
2017 HUD FMR	$946	$1,053	$1,242	$1,808	$2,188
2017 Portland State of Housing Report					
City Average	$1,130	$1,350	$1,599	$1,717	$1,975
Neighborhood Average Max	$1,271	$1,546	$2,431	$2,971	$3,417
2017 HUD Hypothetical Small Area FMR					
Zip Code Max	$1,420	$1,580	$1,860	$2,710	$3,280
Note that we estimated 4 bedroom units to cost 15% more than 3 bedroom units for the Portland State of Housing Report numbers as this report does not include averages for more than 3 bedroom units.					

Cost of Services and Administration

The cost of services can vary significantly depending on the challenges and conditions that each household encounters, and administrative costs also vary in relation. We identify five categories of costs for services and administration. Some of our estimates may include limited overlaps across categories as we drew from different data and estimate sources. We sought to avoid overlap as much as possible.

1. *Overall system support, employment services = $450 per year per household*
   We estimated this cost using costs spent in these two areas according to the Multnomah County Homeless Services System Program Spending Dashboard (FY 2014–FY 2017)[148] in Fiscal Year 2017 and divided by the number of people served. The system support category in this dashboard consists of "programs that support the entire homeless services system, including administrative costs, information and referral, research and evaluation and benefits recovery programs." Employment services, according to the dashboard, consists of "programs connecting employment and housing resources for individuals and families experiencing homelessness." While this cost category covers a wide range of general and employment services provided to homeless households, our discussions

[148] A Home for Everyone. (2017). *Homeless services system program spending*. Retrieved from http://ahomeforeveryone.net/services-spending-dashboard

have highlighted that these services may not be provided at an adequate or efficient level due to funding or programmatic limitations.

2. *Services for homeless households with PSH need = $8,800 to $10,000 per year per household*
   CSH (2018 and 2019) estimated annual supportive service costs for homeless households with PSH need to be $10,000, which reflects "the cost of tenancy support services at a ratio of one case manager to 10 clients for scattered site and one case manager to 15 clients for single site. This figure also includes flexible service funding for people with specific needs not covered by community-based and Medicaid-paid services including additional mental health care, substance use treatment and children's services." Using the Multnomah Spending Dashboard expenses targeted toward the chronically homeless population (who often have PSH needs), we estimate the low-end value service costs to be approximately $8,800, including services categorized in the "Supportive Housing" and "Housing Placement and Retention" general program areas.

3. *Services for homeless households without PSH need = $5,700 per year per household*
   While higher levels of services are typically provided to households with PSH need, homeless households without PSH may also require services. This is estimated by taking all costs categorized in "Supportive Housing" and "Housing Placement and Retention" divided by the number of people served (from the Multnomah County Spending Dashboard and internal county documents provided to NERC).

4. *Administration cost for system = 2.4% of all service costs*
   We estimated the administrative costs to oversee the system of providing PSH housing and non-PSH housing as well as associated services. In the absence of an operational system as described that covers the tri-county area, we utilized the administrative costs of the Joint Office of Homeless Services (JOHS) as a proxy. In FY 2017, the administrative costs of JOHS were $1.8 million, with a total service cost of $83.8 million. Note these administrative costs do not include the costs of individual programs, agencies or organizations that serve the homeless population, but rather the umbrella organization(s) that oversee and operate the system as a whole. Additionally, several stakeholders expressed concern that this number was an underestimation.

5. *Administration cost for rent assistance = $800 per household per year*
   Home Forward, Portland's housing authority, estimated that administrative costs were approximately $800 per household for their Short Term Rent Assistance (STRA) in FY 2017.

Cost Scenarios & Results

In order to estimate the total costs to provide housing to the homeless population, we make a few more financial and scenario assumptions:

- Annual inflation rate = 2%[149]

[149] Federal Reserve Bank of Philadelphia. (2019). Short-Term and Long-Term Inflation Forecasts: Survey of Professional Forecasters. Retrieved from https://www.philadelphiafed.org/research-and-data/real-time-center/survey-of-professional-forecasters/historical-data/inflation-forecasts

- Annual inflation for construction costs = 6% (CSH, 2019)
- Annual nominal discount rate = 3%
- Time frame for analysis = 2024 to 2033 (10 years)
- Capital costs for public development of housing units occur in 2024 and 2025 (50% in each year)[150]

We also assume that for each homeless household with PSH need, that these households are housed in a combination of public development, which may be new construction or acquisition and rehabilitation of existing units, and/or private lease of rental units. Public development is assumed to occur in years 2024 and 2025, and private lease of rental units are assumed to start in year 2024. We also assumed that these housing units are provided in conjunction with supportive services, which begin as soon as the households are housed.

For each homeless household without PSH need, we assume that these households would be housed through private lease of rental units on the market (via rent assistance) for an average of two years with associated services.[151,152] Currently, data for federal or regional rental assistance programs do not provide appropriate guidance for the length of time that households may need rent assistance or supportive services, as many of these programs are limited by the amount of funding or other eligibility requirements.[153]

Table 2.8 details the high and low-cost estimates for housing and services as well as supports and administration costs used to create the cost scenarios. Table 2.9 shows the cost scenarios of providing housing to homeless populations at net present value. For example, Scenario 2 would include 70% public development (developed in 2024 and 2025) and 30% private lease for PSH households with supportive services through 2033, as well as two years of private lease and services for non-PSH households experiencing homelessness with high- and low-cost estimates.

[150] While construction will not take place over two years, it makes essentially no difference to the final results of the cost modelling in this case. For that reason, and to make our process as simple and straightforward as possible, we assume two-year construction period. Similarly, any units constructed could be used for households that do or do not need PSH. Their designation as new units was only for simplicity, and consistently with other reports.

[151] We make this assumption for simplicity. While the housing gap analysis portion of this report provides some insight into how many units of which types might need to be constructed, arriving at a value suitable for inclusion at this point requires analysis beyond the scope of this report.

[152] Gubits, D., Shinn, M., Wood, M., Brown, S. R., Dastrup, S. R., & Bell, S. H. (2018). What Interventions Work Best for Families Who Experience Homelessness? Impact Estimates from the Family Options Study. *Journal of Policy Analysis and Management,* 37(4), 835-866.

[153] Some programs with two-year end dates will allow for renewal; others are more stringent with the 24-month termination date. We chose to use a two-year funding period for the analysis to be consistent with HUD's short-term rent assistance program requirements. Each additional 24-month period would add approximately $1.5 billion - $1.6 billion to the NPV cost.

Table 2.8: High and Low-Cost Estimates for Scenario Analysis

	Low	High
Development/Acquisition of housing units (one-time)		
● Individual units (0-1 bedroom) ● Family units (2-4 bedrooms)	$190,000	$218,000 $338,000
Operating costs (per year)	$6,000	$8,000
Private lease of housing units (rent assistance) (per year) ● Individual units (0-1 bedroom) ● Family units (2-4 bedrooms)	$11,352 $14,904	$18,960 $41,000
Service cost for homeless households with PSH need (per year)	$8,800	$10,000
Service cost for homeless households without PSH need (per year)	$5,700	
Other system support and employment services for all homeless households (per year)	$450	
Administrative costs[154] (per year) For all services For administration of rental assistance	2.4% $800 per household	

Table 2.9: Cost Scenarios for Housing Homeless Populations in Net Present Value (2019 dollars)

	Housing options (development vs. lease cost scenarios)	Additional costs	Low Cost	High Cost
Scenario 1	100% public development	services, rent assistance, operation, administration costs (2 years for non PSH and 10 years for PSH)	$2,975,323,364	$4,100,532,252.5
Scenario 2	70% public development and 30% private lease		$2,774,792,311	$ 4,092,731,516
Scenario 3	50% public development and 50% private lease		$2,589,051,959	$ 3,921,826,474

Table 2.10 (p. 78) provides additional details of all cost estimates by cost category, expressed in nominal dollars of the year that the expense is occurred. Note that the first two years of costs

154 Note that we received feedback that these rates were likely too low; however, we were not able to conduct additional research to produce a better estimate.

are high compared to ongoing costs due to the upfront capital costs associated with the public development of housing units, as well as due to the assumed two years of rent assistance and services that are provided to homeless households without PSH need. Because administrative costs are directly proportional to the service costs, they are also higher in the first two years of the cost analysis.

Additional Considerations

While the HUD homelessness definition includes individuals who will soon exit or have recently exited temporary institutions, such as those in the criminal justice and mental health system, our cost estimates do not include these populations. Data do exist for these groups, but they are small in terms of absolute size when compared to the overall homeless population. Additionally, concerns about overlap and likely demographic and household differences indicate that inclusion at this stage is not appropriate.

In addition, one major concern for homeless assistance programs is a low prevailing wage. Many individuals who work in necessary roles to assist with basic and social services (which are generally employed by non-profit organizations, contracted by local government agencies to provide direct services) earn a wage that cannot be considered a “living” or “housing” wage appropriate to the region in which they reside. NERC does not estimate costs for services that reflect an appropriate living wage, because while this is a very important issue, the analysis required would dramatically increase the cost of provision and would require an intensive survey of individual organizations to determine prevailing wages in different roles. Rather, the estimates in this report reflect current wages, as used by previous reports and currently available data. We encourage future projects to take the low prevailing wage into account, and develop better estimates for a living or housing wage in the region.

Major efforts to fund affordable and supportive housing are underway in the tri-county region. Some of these include the Portland Housing Bond passed by voters in 2017 which involves funding for a targeted 600 units affordable to households with 0–30% AMI (area median income), 300 of which will be permanent supportive housing units and 50% of all units will be family sized units. In addition, the Metro Affordable Housing Bond was passed at the end of 2018, creating a fund to build 3,900 affordable housing units, with 1,600 of those dedicated to households 0–30% AMI. The Metro bond includes funding only for the capital cost portions, but not operating or service costs associated with the housing, and will need to be leveraged with additional funding sources for those costs. As these programs are currently ongoing, we did not include the anticipated new units created through the bonds.

Another significant element not addressed by this report is the impact that providing housing assistance at a previously unprecedented level would have on the housing market. Obviously, a massive influx of government assistance into the rental market would have dynamic implications for pricing and supply. It is not possible at this stage to determine those impacts, and this report therefore takes a static approach to market analysis and assumes no change, rather than assuming an uncertain level of change.

Lastly, we have not calculated specific costs related to supporting communities of color. Addressing historic inequities associated with racism are essential in providing housing for people experiencing homelessness, because people of color are disproportionately represented in homelessness rates. These costs may include anti-racism training for service providers, capacity building in organizations that serve people of color but do not specialize in homelessness, more intensive healthcare services, etc. These additional or more intensive supports reflect the unequal treatment that people of color have received. Additional research is needed to understand the magnitude of additional costs which a homelessness services and housing system centered on the needs of people of color would cost.

Table 2.10: Detailed Cost Scenario Estimates by Cost Category (nominal dollars; not adjusted for inflation)

		2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
Scenario 1[LOW]											
Capital Cost		$665,148,521	$705,057,432	$0	$0	$0	$0	$0	$0	$0	$0
Operating Cost		$16,675,625	$34,018,275	$34,698,640	$35,392,613	$36,100,465	$36,822,475	$37,558,924	$38,310,103	$39,076,305	$39,857,831
Private Lease Cost		$288,104,039	$293,866,120	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (PSH)		$24,946,735	$50,891,339	$51,909,166	$52,947,349	$54,006,296	$55,086,422	$56,188,151	$57,311,914	$58,458,152	$59,627,315
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$21,694,023	$22,738,600	$1,309,527	$1,335,717	$1,362,432	$1,389,680	$1,417,474	$1,445,823	$1,474,740	$1,504,235
Scenario 1[HIGH]											
Capital Cost		$804,317,341	$852,576,381	$0	$0	$0	$0	$0	$0	$0	$0
Operating Cost		$22,234,167	$45,357,700	$46,264,854	$47,190,151	$48,133,954	$49,096,633	$50,078,566	$51,080,137	$52,101,740	$53,143,774
Private Lease Cost		$644,990,632	$657,890,445	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (PSH)		$28,348,562	$57,831,067	$58,987,689	$60,167,442	$61,370,791	$62,598,207	$63,850,171	$65,127,175	$66,429,718	$67,758,312
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$21,775,667	$22,905,153	$1,479,411	$1,508,999	$1,539,179	$1,569,963	$1,601,362	$1,633,390	$1,666,057	$1,699,378
Scenario 2[LOW]											
Capital Cost		$465,603,964	$493,540,202	$0	$0	$0	$0	$0	$0	$0	$0
Operating Cost		$11,672,937	$23,812,792	$24,289,048	$24,774,829	$25,270,326	$25,775,732	$26,291,247	$26,817,072	$27,353,413	$27,900,482
Private Lease Cost		$337,033,800	$343,774,476	$20,704,515	$21,118,606	$21,540,978	$21,971,797	$22,411,233	$22,859,458	$23,316,647	$23,782,980
Service Cost (PSH)		$32,430,755	$50,891,339	$51,909,166	$52,947,349	$54,006,296	$55,086,422	$56,188,151	$57,311,914	$58,458,152	$59,627,315
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$24,141,524	$25,051,842	$3,669,034	$3,742,415	$3,817,263	$3,893,608	$3,971,481	$4,050,910	$4,131,928	$4,214,567
Scenario 2[HIGH]											
Capital Cost		$603,517,184	$639,728,215	$0	$0	$0	$0	$0	$0	$0	$0

Operating Cost		$15,563,917	$31,750,390	$32,385,398	$33,033,106	$33,693,768	$34,367,643	$35,054,996	$35,756,096	$36,471,218	$37,200,642
Private Lease Cost		$740,971,797	$755,791,233	$38,283,093	$39,048,755	$39,829,730	$40,626,325	$41,438,851	$42,267,629	$43,112,981	$43,975,241
Service Cost (PSH)		$36,853,131	$57,831,067	$58,987,689	$60,167,442	$61,370,791	$62,598,207	$63,850,171	$65,127,175	$66,429,718	$67,758,312
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$24,247,661	$25,218,396	$3,838,919	$3,915,697	$3,994,011	$4,073,891	$4,155,369	$4,238,477	$4,323,246	$4,409,711
Scenario 3[LOW]											
Capital Cost		$332,574,260	$352,528,716	$0	$0	$0	$0	$0	$0	$0	$0
Operating Cost		$8,337,812	$17,009,137	$17,349,320	$17,696,307	$18,050,233	$18,411,237	$18,779,462	$19,155,051	$19,538,152	$19,928,915
Private Lease Cost		$350,300,823	$357,306,839	$34,507,526	$35,197,676	$35,901,630	$36,619,662	$37,352,056	$38,099,097	$38,861,079	$39,638,300
Service Cost (PSH)		$37,420,102	$50,891,339	$51,909,166	$52,947,349	$54,006,296	$55,086,422	$56,188,151	$57,311,914	$58,458,152	$59,627,315
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$24,261,269	$25,051,842	$3,669,034	$3,742,415	$3,817,263	$3,893,608	$3,971,481	$4,050,910	$4,131,928	$4,214,567
Scenario 3[HIGH]											
Capital Cost		$431,083,703	$456,948,725	$0	$0	$0	$0	$0	$0	$0	$0
Operating Cost		$11,117,083	$22,678,850	$23,132,427	$23,595,075	$24,066,977	$24,548,316	$25,039,283	$25,540,068	$26,050,870	$26,571,887
Private Lease Cost		$765,502,807	$780,812,863	$63,805,156	$65,081,259	$66,382,884	$67,710,542	$69,064,752	$70,446,048	$71,854,968	$73,292,068
Service Cost (PSH)		$42,522,844	$57,831,067	$58,987,689	$60,167,442	$61,370,791	$62,598,207	$63,850,171	$65,127,175	$66,429,718	$67,758,312
Service Cost (non-PSH)		$126,524,050	$129,054,532	$0	$0	$0	$0	$0	$0	$0	$0
Service Cost (all)		$12,540,111	$12,790,914	$2,654,446	$2,707,535	$2,761,686	$2,816,919	$2,873,258	$2,930,723	$2,989,337	$3,049,124
Admin Cost		$24,383,735	$25,218,396	$3,838,919	$3,915,697	$3,994,011	$4,073,891	$4,155,369	$4,238,477	$4,323,246	$4,409,711

Preventing homelessness and stabilizing housing

In this section, we estimate the potential cost to prevent homelessness and stabilize housing by identifying households who are most susceptible or most at-risk of losing their housing due to their low wages, high housing costs, and rental costs. We estimate the cost of providing universal rent assistance to all low-income renter households (between 0–80% MFI) who are cost burdened (>30% of income spent on rent[155]) or severely cost burdened (>50% of income spent on rent), and the administrative costs for such a program. We then conduct an affordable housing gap analysis that estimates the gap between the supply of housing units (units with rents below 30% of MFI) and demand of housing units (households with income between 0–80% MFI) for affordable housing.[156] We then estimate the availability of rental housing units with rents between 30–80% MFI for this potential rent assistance program.

Median Income

Median income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groupings of people such as different geographies, family size, household size, race, etc. In this report, we use median family income (MFI) in our calculations. Determining who is described as low income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be considered low- or moderate-income.

Background Context

We provide background information here to help illustrate the state of housing (in 2017) in the tri-county area. While the majority of households in the tri-county area own homes, there is a sizeable minority that are renters, as shown in Figure 2.4 for each of the three counties in Metro areas. Multnomah County, where homes are more expensive, displays the highest proportion of renters at 45.7%, while Clackamas County (the least urban of the three) displays the lowest, with less than a third renting.

Certain groups are represented disproportionately in the renting population. On average, the renting population is lower income than the home-owning population (Figure 2.5). Looking at race, households with Black, Native, and Hispanic heads earn a median income lower than the average, as shown in Figure 2.6. The median salary for Black households in the Portland area is half that of the overall median—a significant disparity, and a sign of the current and historic systemic issues faced by this population in the region. Given the lower median incomes for these communities of color, we are not surprised to see higher averages of renters for

[155] While HUD's definition of "cost burdened" is that the entire cost of housing (including utilities) exceeds 30% of monthly income, we use the term here to mean that only rent exceeds 30%. This is due to the format of the available data: the decision was made to prioritize incorporating unit and family size, over including utility cost. If utilities were included, the impact would be a slightly larger affordability gap.
[156] Because of time constraints and data availability, we only look at gross rent and do not include other common housing cost data, such as utilities.

communities of color; see Figure 2.7. Because of these racial disparities, renters' issues are racial equity issues. This means that strategies to assist renters have impacts that increase racial equity within the metro area because non-white groups are more heavily represented in the renting population.

Figure 2.4: Distribution of Owner vs Renter Occupied Households in the tri-county region (Source: 2013-2017 ACS 5-year estimate)[157]

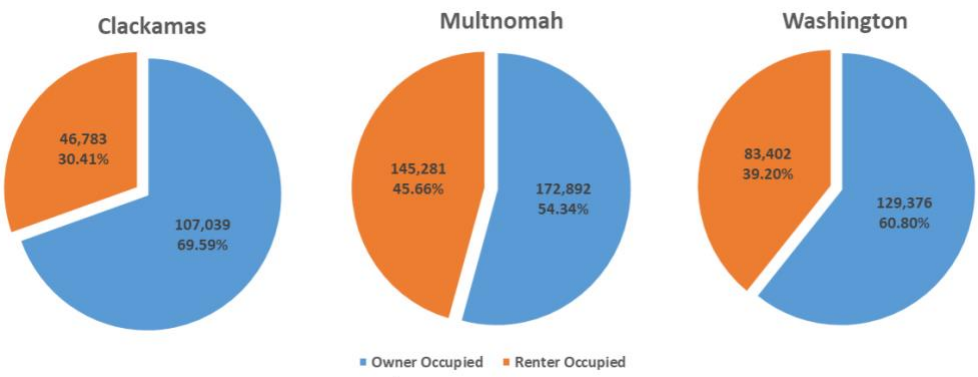
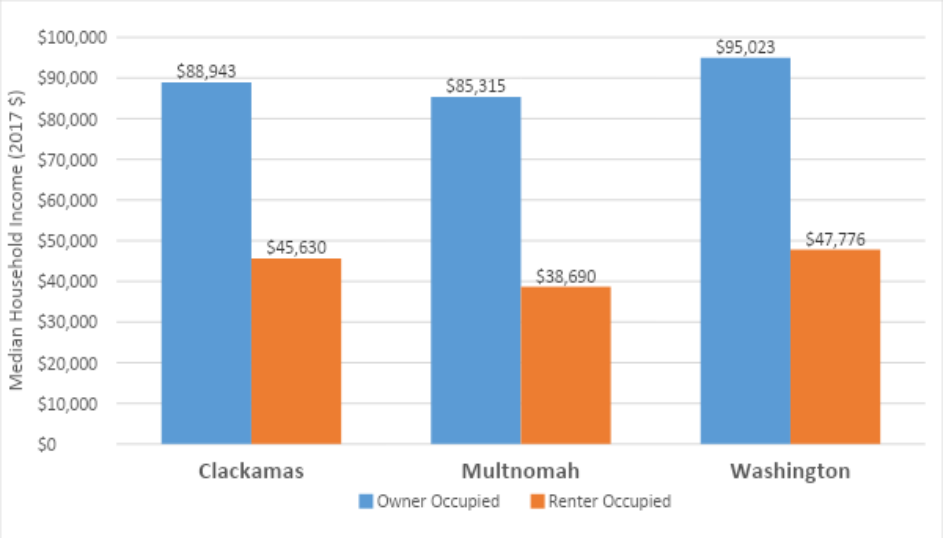


Figure 2.5: Owner vs Renter Occupied Household by Median Household Income in the tri-county region (Source: 2013-2017 ACS 5-year estimate)[158]



[157] U.S. Census Bureau. (2018). *2013-2017 ACS 5-year estimates.* Retrieved from https://www.census.gov/programs-surveys/acs/technical-documentation/table-and-geography-changes/2017/5-year.html
[158] U.S. Census Bureau. (2018). *2013-2017 ACS 5-year estimates.* Retrieved from https://www.census.gov/programs-surveys/acs/technical-documentation/table-and-geography-changes/2017/5-year.html

Figure 2.6: Median Household Income by Race (Source: 2013-2017 ACS 5-year estimate)[159]

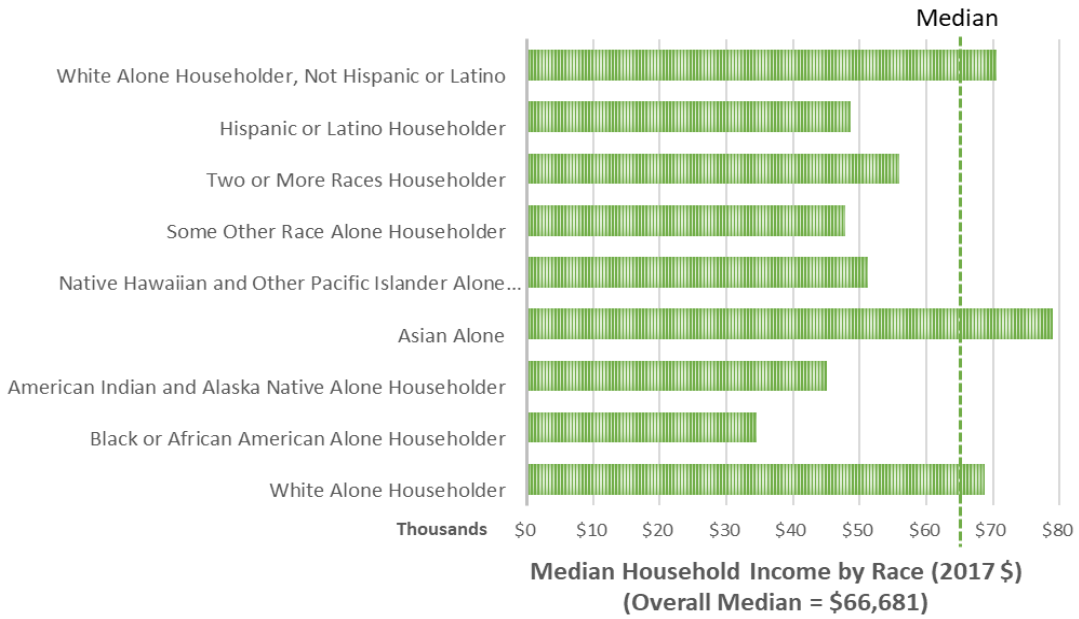
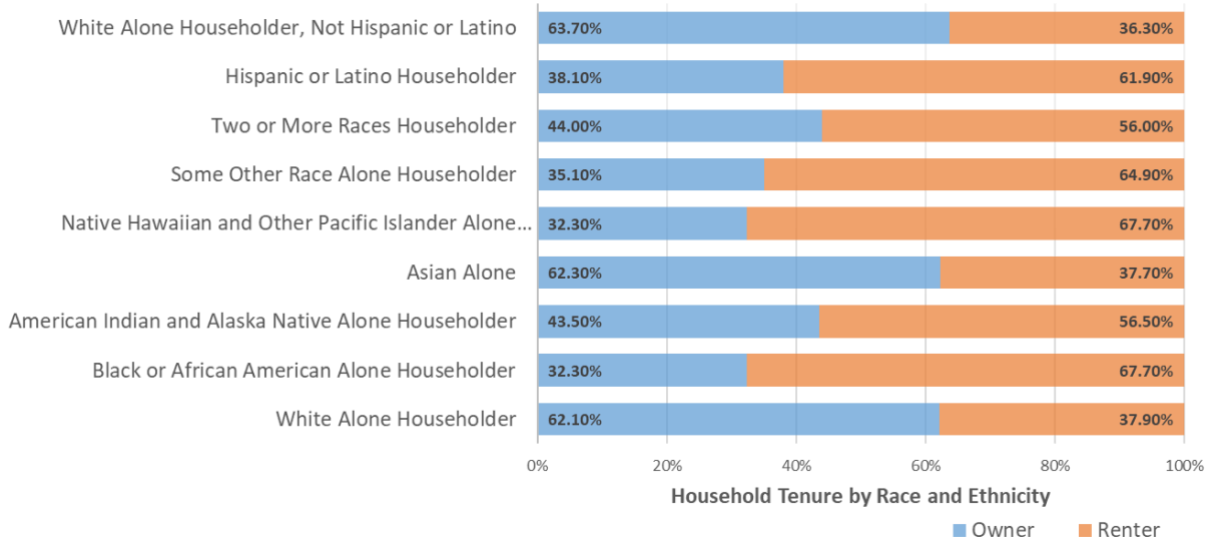


Figure 2.7: Household Tenure (Owner vs Renter) by Race (Source: 2013-2017 ACS 5-year estimates)[160]



159 U.S. Census Bureau. (2018). *2013-2017 ACS 5-year estimates.* Retrieved from https://www.census.gov/programs-surveys/acs/technical-documentation/table-and-geography-changes/2017/5-year.html

160 Ibid

Costs of Universal Rent Assistance Program

Long-term rent assistance has proven to reduce homelessness as well as provide better health outcomes for community members.[161] In order to estimate the cost of a universal rent assistance program to prevent those households who are most susceptible or most at-risk of losing their housing, we utilized the 2017 ACS 5-year estimates to identify the number of renter households who are *cost burdened* (paying more than 30% of household income in the past 12 months in gross rent and other housing costs) or *severely cost burdened* (paying more than 50% of household income in the past 12 months in gross rent and other housing costs) in each income bracket[162] in the tri-county region (Clackamas, Multnomah and Washington Counties). Severely cost burdened households are a subset of the cost burdened households.

Within each income bracket, we assume that the household size distribution is equivalent to the household size distribution for all renter-occupied housing units in the region[163] and assume that the household income level is equal to the midpoint of the income bracket. Next, we calculate the maximum annual rent (including utilities) that households would be responsible for (30% of their household income). Then, for each income bracket and household size, we estimate the difference between the maximum annual rent and the market rental price (using rent levels shown in Table 2.1 in the *Costs* section, page 56) for the specified housing unit size, which is the estimated amount of rent assistance per household. Table 2.11 summarizes the number of cost burdened and severely cost burdened households within different income levels, and estimates the costs of universal rent assistance, administrative costs and eviction prevention program costs. These costs are expressed in nominal 2017 dollars on an annual basis. The total costs for such a universal rent assistance program include the cost of rent assistance, administrative costs, and eviction prevention program costs. We do not take into account any households already receiving assistance, as the ECONorthwest report did. We have no way of knowing if those supports are adequate, or at what level they will continue.

Table 2.12 summarizes the total costs of a universal rent assistance program for years 2024 to 2033, the same analysis timeframe as the previous sections of this report. We take the highest and lowest estimates of rent assistance costs from Table 2.11 to construct Table 2.12, which includes nominal costs for each year (incorporates inflation) and net present values for each year in 2019 dollars. The estimates indicate that this type of program would cost between $10.7 billion and $21 billion (2019$) to address all cost burdened households, and between $8.7 billion and $16.6 billion for all severely cost burdened households for the years of 2024 to 2033 (the severely cost burdened group is a subset of the cost burdened group). While this cost

[161] Fleary, S.A., Joseph, P., Zhang, E. & Quirion, C. (2019). “They give you back that dignity”: Understanding the intangible resources that make a transitional house a home for homeless families, *Journal of Social Distress and the Homeless*, 13(1), 835-866.
[162] U.S. Census Bureau. (2018). *2013-2017 ACS 5-year estimates.* Retrieved from https://www.census.gov/programs-surveys/acs/technical-documentation/table-and-geography-changes/2017/5-year.html
[163] Ibid

encompasses all households earning from 0–80% MFI, it is useful to consider how this money is distributed between the income tiers: see Table 2.13 for a summary of NPV estimates over ten years for 0–30% MFI and 0–60% AMI, in addition to the 0–80% MFI estimates repeated from Table 2.12.

Table 2.11: Cost of Universal Rent Assistance Program (2017 dollars) by Income Level and Cost Burden, 2017

	0-30% MFI	30-60% MFI	60-80% MFI	Total (0-80% MFI)
Number of **severely cost burdened** renter households (>50% of income on rent)	44,953	24,073	13,551	82,576
Cost of universal rent assistance (2017 $)				
HUD FMR (2017)	$ 508,634,283	$ 187,090,274	$ 3,091,894	$ 698,816,451
Portland State of Housing (2017) city avg	$ 604,426,818	$ 235,114,342	$ 39,427,039	$ 878,968,199
Portland State of Housing (2017) neighborhood avg high	$ 862,560,407	$ 437,303,469	$ 89,172,775	$ 1,389,036,652
Cost of administering rent assistance program (2017)	$ 35,962,148	$ 19,258,271	$ 10,840,454	$ 66,060,873
	0-30% MFI	**30-60% MFI**	**60-80% MFI**	**Total (0-80% MFI)**
Number of **cost burdened** renter households (>30% of income on rent)	51,650	31,514	23,875	107,039
Cost of universal rent assistance (2017 $)				
HUD FMR (2017) Rents	$ 586,347,728	$ 249,359,111	$ 22,098,684	$ 857,805,523
Portland State of Housing (2017) City Avg Rents	$ 693,119,557	$ 311,599,075	$ 82,216,186	$ 1,086,934,818
Portland State of Housing (2017) Neighborhood High Rents	$ 997,824,502	$ 583,603,877	$ 177,792,823	$ 1,759,221,203
Cost of administering rent assistance program	$ 41,319,994	$ 25,210,856	$ 19,100,248	$ 85,631,098

Table 2.12: Detailed Costs of Universal Rent Assistance Program in Nominal and Net Present Value (2024–2033), 0–80% AMI

			2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total NPV
Severely Cost Burdened	LOW	(nominal)	$ 875,656,983	$ 893,170,123	$ 911,033,525	$ 929,254,196	$ 947,839,280	$ 966,796,065	$ 986,131,987	$ 1,005,854,626	$ 1,025,971,719	$ 1,046,491,153	
	HIGH		$ 1,668,503,035	$ 1,701,873,096	$ 1,735,910,558	$ 1,770,628,769	$ 1,806,041,345	$ 1,842,162,172	$ 1,879,005,415	$ 1,916,585,523	$ 1,954,917,234	$ 1,994,015,578	
	NPV-LOW	(2019 $)	$ 833,157,574	$ 841,406,658	$ 849,737,417	$ 858,150,659	$ 866,647,200	$ 875,227,866	$ 883,893,488	$ 892,644,909	$ 901,482,977	$ 910,408,551	**$ 8,712,757,300**
	NPV-HIGH		$ 1,587,523,388	$ 1,603,241,441	$ 1,619,115,119	$ 1,635,145,962	$ 1,651,335,526	$ 1,667,685,382	$ 1,684,197,119	$ 1,700,872,338	$ 1,717,712,658	$ 1,734,719,714	**$ 16,601,548,646**
Cost Burdened	LOW	(nominal)	$ 1,079,892,562	$ 1,101,490,413	$ 1,123,520,221	$ 1,145,990,625	$ 1,168,910,438	$ 1,192,288,647	$ 1,216,134,420	$ 1,240,457,108	$ 1,265,266,250	$ 1,290,571,575	
	HIGH		$ 2,115,335,833	$ 2,157,642,549	$ 2,200,795,400	$ 2,244,811,308	$ 2,289,707,535	$ 2,335,501,685	$ 2,382,211,719	$ 2,429,855,953	$ 2,478,453,072	$ 2,528,022,134	
	NPV-LOW	(2019 $)	$ 1,027,480,719	$ 1,037,653,795	$ 1,047,927,595	$ 1,058,303,116	$ 1,068,781,364	$ 1,079,363,358	$ 1,090,050,124	$ 1,100,842,700	$ 1,111,742,132	$ 1,122,749,480	**$ 10,744,894,383**
	NPV-HIGH		$ 2,012,669,463	$ 2,032,596,883	$ 2,052,721,605	$ 2,073,045,581	$ 2,093,570,785	$ 2,114,299,208	$ 2,135,232,864	$ 2,156,373,783	$ 2,177,724,019	$ 2,199,285,643	**$ 21,047,519,834**

Table 2.13: NPV of Rent Assistance from 2024 to 2033 for 0–30%, 0–60%, and 0–80% AMI

Burden Level	Income Level	Low	High
Severely Cost Burdened	0-30% AMI	$ 6,224,401,436	$ 10,269,558,832
	0-60% AMI	$ 8,582,838,082	$ 15,487,778,030
	0-80% AMI	$ 8,712,757,300	$ 16,601,548,646
Cost Burdened	0-30% AMI	$ 7,173,855,077	$ 11,876,780,908
	0-60% AMI	$ 10,312,020,516	$ 18,835,157,950
	0-80% AMI	$ 10,744,894,383	$ 21,047,519,834

Affordable Housing Gap Analysis

Based on recent data, we identified a gap that exists between the demand for affordable housing units and the supply available. This means that there are not enough housing units available for people to pay 30% or less of their income to housing. People paying 30% or less of their income on housing costs is considered the best way to promote housing security and stability along with better health outcomes.[164, 165] Adding a further squeeze on the supply of affordable housing, some housing units at the lower end of the housing market may be rented by people who could afford to pay more and are instead paying substantially less than 30% of their income, further decreasing supply at lower-income levels.

The affordability housing gap analysis for this report was constructed using federal data sources: the US Department of Housing and Urban Development's Comprehensive Housing Affordability Strategy (HUD CHAS) dataset for 2015 in the Portland tri-county area (Clackamas, Multnomah, and Washington counties)[166], and American Community Survey (ACS) data from the five-year averages for 2013–2017 for the same counties.[167] Additionally, we used HUD median family income information for the Portland-Vancouver-Hillsboro MSA for 2017 to establish income brackets equal to 0–30%, 30–50%, and 50–80% MFI.[168]

Housing Supply and Demand

In order to determine the affordable housing gap, we first estimate the supply by using the HUD CHAS dataset from 2015 (specifically, questions 15C and 14B) to arrive at the number of housing units in the tri-county area at various levels of cost burden, including the income level of the renter (in terms of percent of AMI) and number of bedrooms. These data include both units that are occupied, and units that are not, and these are summed to arrive at a value for supply.

Demand is determined using ACS five-year average data: first, household sizes within various income brackets are assumed to match overall household size distribution. Next, household incomes are assumed to fall at the midpoint of each income bracket, so households earning, for example, $20,000–$24,999 are included at $22,500. Using these values, the number of

164 Bailey, K. T., Cook, J. T., Ettinger de Cuba, S., Casey, P. H., Chilton, M., Coleman, S. M., & Frank, D. A. (2016). Development of an index of subsidized housing availability and its relationship to housing insecurity. *Housing Policy Debate*, *26*(1), 172-187.

165 Meltzer, M., & Schwartz, A. (2016) Housing affordability and health: Evidence from New York City. *Housing Policy Debate*, (26:1), 80-104.

166 HUD Office of Policy Development and Research. (2019). Consolidated planning/CHAS data. Retrieved from https://www.huduser.gov/portal/datasets/cp.html

167 2013-2017 ACS 5-year average tables SE:A14003B – Household Income in the Past 12 Months (in 2017 Inflation-Adjusted Dollars) (Renter-Occupied Housing Units) and SE:A100002B – Household Size (Renter-Occupied Housing Units).

168 Portland Housing Bureau. (n.d.). *2017 Median income for a family of four in the Portland-Vancouver-Hillsboro MSA*. Retrieved from https://www.portlandoregon.gov/phb/article/651806

households at 0–30%, 30–50%,[169] and 50–80% MFI are estimated using HUD MFI values for different household sizes. Finally, we assume that households with one to two members will require a studio or one-bedroom unit, households with three members will require two-bedroom units, and households with four or greater members will require greater than two bedrooms.

Based on these figures, identifying the gap is a matter of finding the differences in supply and demand at said levels and sizes. Additionally, we conduct spatial analysis to find gaps by income level and unit size by area.

These housing unit shortages are not distributed evenly across income levels, or in geographic terms. Households are free to rent units that do not amount to 30% of their income as well. That means that better-off households may choose units that cost less than that. Adding additional challenges for low-income households, wealthier households are more likely to obtain units by virtue of the rental approval process. All of these factors mean that identifying the shortage is a complicated and uncertain process.

Understanding spatial aspects for housing markets are important. While one area might have more affordable units at a given price level, they may not be appropriate locations for people who are transit-dependent or reliant on services that are not evenly dispersed around the region. Further out locations may not be opportunity-rich neighborhoods, where ample green space and health care are typically located.

The table below (Table 2.14) estimates the change in affordable units by county over the two-year period following the data year used, which is 2015. Despite adding 2,243 affordable housing units over two years, the affordable housing gap remains. This is partially due to uneven geographic distribution of added units and varying demand for different sizes of units. Per our analysis, Clackamas County appears to have lost affordable units between 2015 and 2017. Recently described slow-downs in the housing market are unlikely to create an increased supply of affordable housing. Bates (2017) found that vacancy rates in high quality ("five stars") apartments was much higher than naturally occurring affordable housing.[170]

[169] Note that here the range is 30-50% AMI, while elsewhere this report uses 30-60% MFIas a bracket. This is due to differences in data format from various sources: the data obtained from the ACS questions breaks at 50% rather than 60%.

[170] Seyoung, S. & Bates, L. (2017). Preserving housing choice and opportunity: A study of apartment building sales and rents. Urban Studies and Planning Faculty Publications and Presentations. Retrieved from https://pdxscholar.library.pdx.edu/cgi/viewcontent.cgi?article=1203&context=usp_fac

Table 2.14: Regulated Affordable Housing Units (Source: 2017 Regional Inventory of Regulated Affordable Rental Housing[171])

	Regulated Affordable Housing Units			
	2015	**2017**	**Change**	**% Change**
Clackamas	3,937	3,804	(133)	-3.38%
Multnomah	24,989	26,625	1,636	6.55%
Washington	7,307	8,047	740	10.13%
Total	36,233	38,476	2,243	6.19%

Figure 2.8 shows the estimated shortages at various income levels in each county, and Figure 2.9 shows estimated shortages by unit size (relying on the family size assumptions described above) and county. While the shortage for Multnomah County appears to signify a unique problem in that area, this is due to the larger number of households and units within this densely urban area, and the housing shortage on a per capita basis is comparable in the other counties.

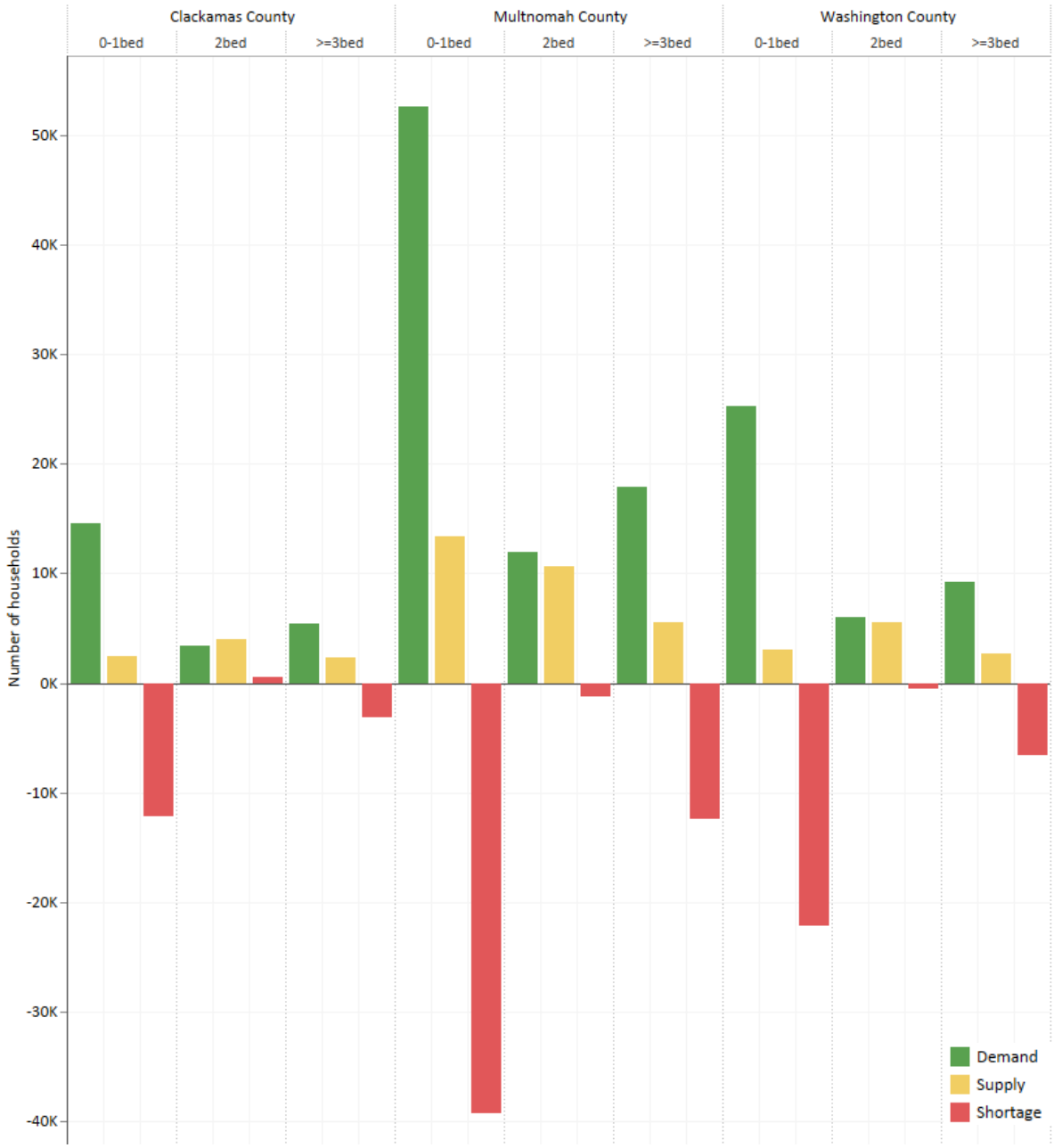
[171] Oregon Metro. (2019). *Regional inventory of regulated affordable rental housing*. Retrieved from https://www.oregonmetro.gov/regional-inventory-regulated-affordable-housing

Figure 2.8: Affordable Housing Gap by County and by Household Income[172]

Demand	8,414	5,704	9,277	39,790	16,930	25,797	15,049	9,723	15,672
Supply	3,727	2,656	2,258	16,785	6,831	5,871	5,057	3,617	2,609
Shortage	-4,687	-3,048	-7,019	-23,005	-10,099	-19,926	-9,992	-6,106	-13,063

172 Assumes households will not pay more than 30 percent of their income.

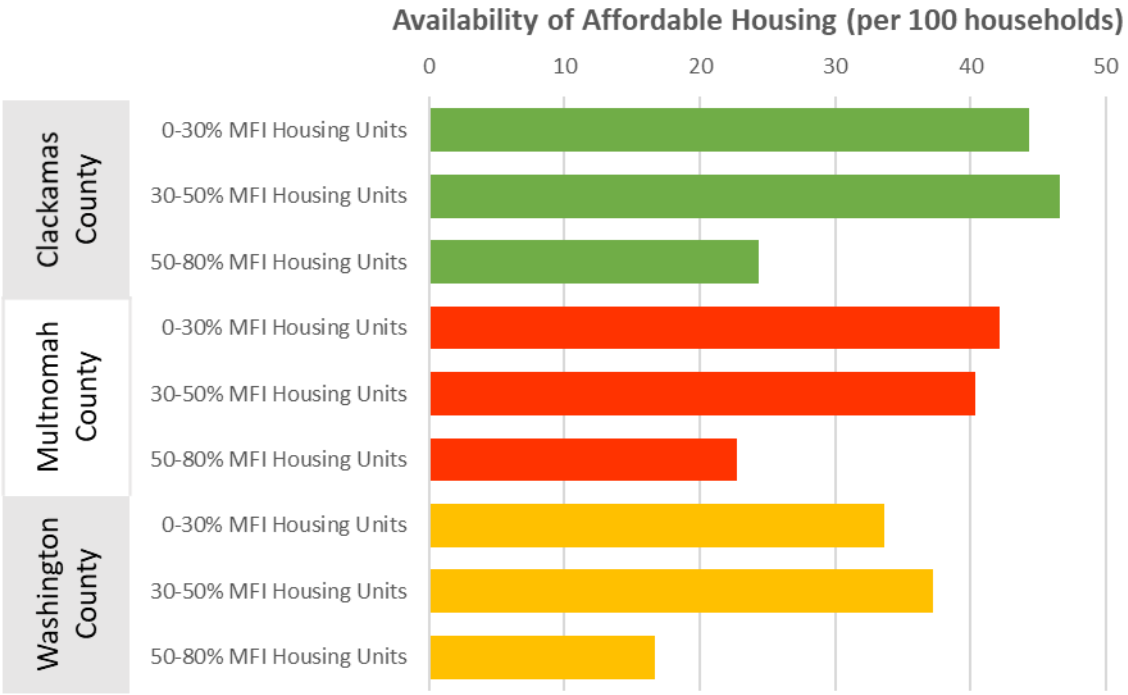
Figure 2.9: Affordable Housing Gap, Estimated Shortages by Unit Size by County



Demand	14,521	3,453	5,421	52,629	11,970	17,918	25,220	5,975	9,249
Supply	2,389	3,949	2,303	13,329	10,676	5,482	3,083	5,498	2,702
Shortage	-12,132	496	-3,118	-39,300	-1,294	-12,436	-22,137	-477	-6,547

Figure 2.10 breaks the shortage down by showing how many units are available at different income levels per hundred households and by county. All counties are suffering comparable shortages. Washington County has a more severe shortage than Multnomah at 0-50% MFI

Figure 2.10: Availability of Affordable Housing (per 100 households) by County and by Household Income



Figures 2.11 and 2.12 show mapped availability of affordable housing by census tract. Redder areas have fewer affordable units, while pink or blue areas have a lower shortage of affordable units are various income levels. Note that households may move from one census tract to another (although it is likely that jobs and schools make large moves difficult and undesirable). These maps serve as a static image of the situation a few years ago (based as they are in data from the 2015 HUD CHAS, and 2013-2017 five-year average ACS data). Some areas showing little to no shortage may actually have low population.

Figure 2.11: Spatial distribution of available rental housing units for 0–80% MFI Households by Census tract (per household)

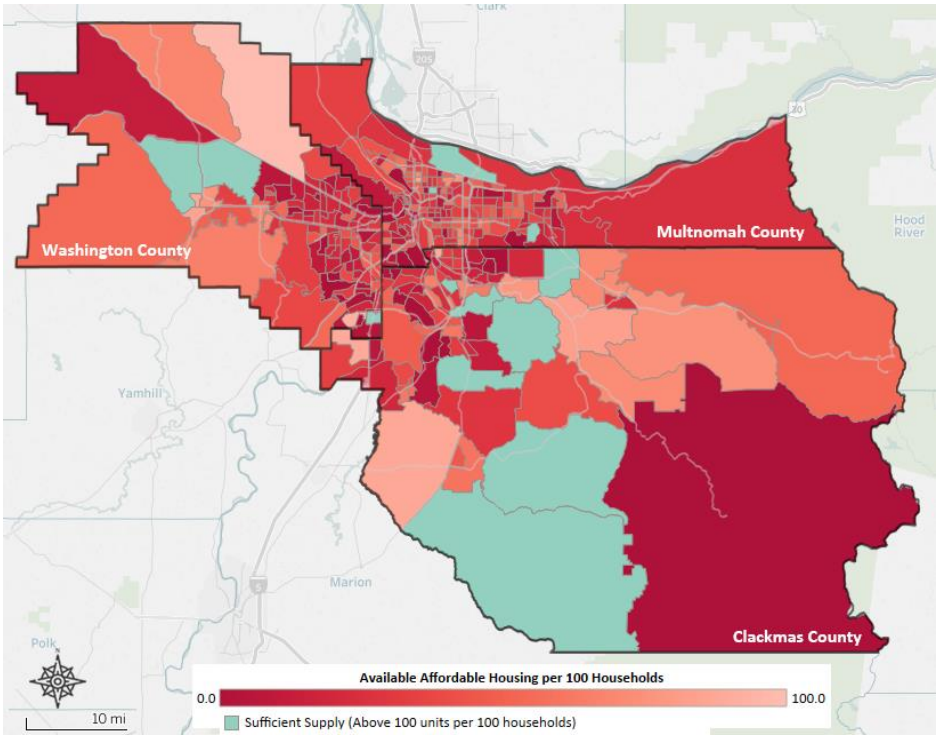
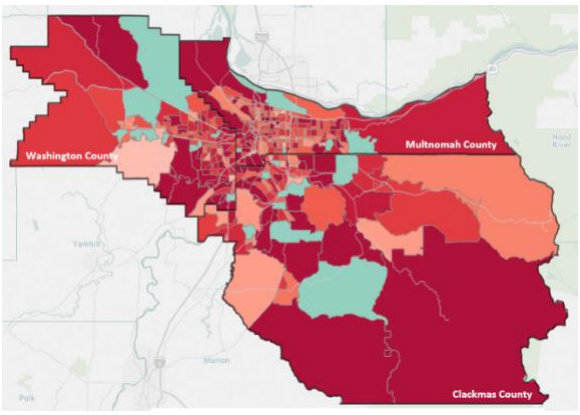
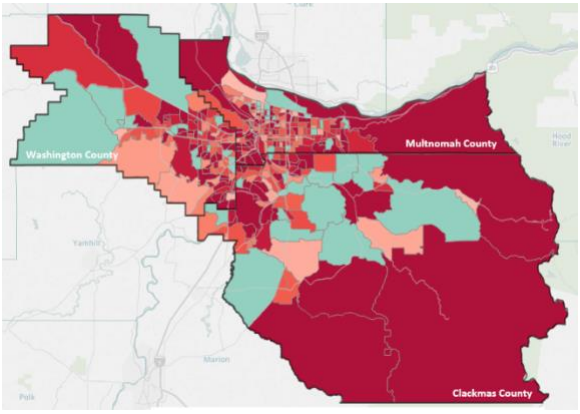


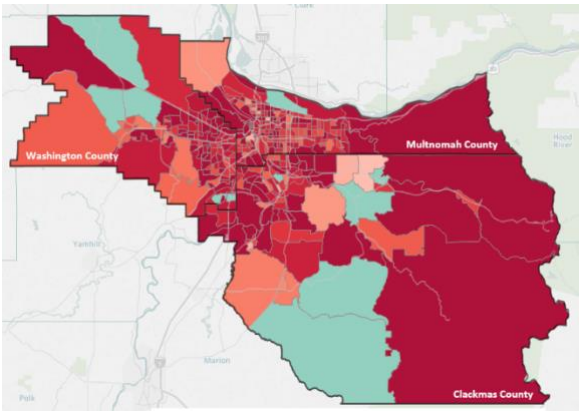
Figure 2.12: Spatial distribution of available affordable rental housing units by Census tract and by household income



(a) Affordable housing for 0-30% MFI households



(b) Affordable housing for 30-50% MFI households



(c) Affordable housing for 50-80% MFI households

Note: Legend is based on number of affordable housing per 100 households between 0 and 100 (any shade of red indicates a shortage, while census tracts with sufficient supply of affordable housing are designated in green),

Affordable Housing Gap with Rent Assistance Program

To help understand how to support the number of households needing support to avoid homelessness or obtain housing security, we examined how a large, long-term rent assistance program would help close the gap for households living in deep housing insecurity. To conduct this analysis, we assumed that fair market rents would not change, even with the introduction of a large number of vouchers. This is unlikely to happen, but we chose to conduct this exercise to give a sense of the shortage of affordable units. Remember that we only included gross rent, and no other housing costs, in this part of the analysis. This means that there may be even fewer units available, and that people from low-income backgrounds experience more difficulty accessing available housing for a range of reasons.

After establishing the shortage of affordable rental housing units in the tri-county region, we identified available rental housing units for a potential rent assistance program, i.e., units that are not affordable at their lease rate to people who are low-income. To do this, we utilized the same procedure as the affordable housing gap analysis described above (identifying the mismatch between supply and demand). This time, we focused on available rental housing units for people who are 30–80% cost burdened and vacant units. In this scenario, a housing assistance voucher has been applied, meaning that they can now afford units they could not previously afford without this rent assistance. Table 2.20 compares the unmet demand for rental units to the available rental units that are unaffordable at state lease rates, by income level and by number of bedrooms. The final section of the table shows the percentage of unmet demand that can be fulfilled by the available rental units currently at 30-80% cost burden (not including vacant units). In other words, it shows the amount of housing stock that exists and does not need to be constructed if a voucher program is implemented, again assuming no changes in market rates, and landlords and developers work with government entities and community development corporations to accept all tenants.

If a universal rent assistance program to help prevent homelessness were implemented, these estimates provide a look at whether households might be able to find rental units with the provided assistance. In most income levels and housing unit sizes, we find that there are sufficient rental units to be subsidized through such a program. However, in terms of available units, even after making housing vouchers available, shortages still exist in the 0-1 bedroom category for 0-30% and 50-80% MFI levels, and in the >3 bedroom category for households that earn 30-50% MFI. However, these shortages could be corrected by, for example, allowing individual households to use vouchers on two-bedroom units.

Table 2.15: Housing Unit Shortage, Post Universal Housing Voucher

	0-30% AMI	30-50% AMI	50-80% AMI	Vacant
Unmet Demand for Affordable Rental Units				
0-1 bedrooms	(29,439)	(11,163)	(22,895)	
2 bedrooms	(5,295)	(6,087)	(5,178)	
>3 bedrooms	(10,131)	(8,093)	(5,045)	
Available Rental Units (Unaffordable, 30-80% Cost Burden)				
0-1 bedrooms	15,420	15,970	7,180	1,885
2 bedrooms	11,165	16,055	21,340	3,200
>3 bedrooms	11,060	6,545	10,720	1,470
Ratio of Available Rental Units to Unmet Demand				
0-1 bedrooms	52.38% (14,019 units short)	143.07% (4,807 unit surplus)	31.36% (15,715 units short)	
2 bedrooms	210.85% (5,870 unit surplus)	263.76% (9,968 unit surplus)	412.12% (16,162 unit surplus)	
>3 bedrooms	109.17% (929 unit surplus)	80.87% (1,548 units short)	212.49% (5,675 unit surplus)	

There are some important issues to consider about Table 2.20. The available rental units may also not be located evenly throughout the region. Where an adequate supply of larger housing units might exist (e.g., two bedrooms), assistance could be provided to put single adults into that housing. Note that the data used here produces static estimates. Our analyses provide guidance for the general magnitude of affordable housing shortages and available rental units, but should not be taken as an accurate depiction of the extremely dynamic housing market. Further, these calculations are based only on gross rent and do not include other housing costs, such as utilities. Perhaps most importantly, households are not always able to use rent vouchers for a range of reasons—not enough housing available, too far from mass transit, racial discrimination, prior eviction, landlord screening practices, etc.[173]

Limitations and Considerations

There are also multiple caveats to the findings here beyond the general data reliability issues common with ACS and other data sets. Housing markets have submarkets that function differently than traditional supply and demand models might explain. Some submarkets are unlikely to ever be produced by a traditional market (e.g., why would a developer build housing that they could not at least recover the costs of) without some type of government intervention. Earlier, we discussed spatial limitations of some of these analyses. For instance, considering where we want different types of housing must be considered when reviewing findings like those presented in Table 2.20. A simple interpretation of the table might mean that people think we have an adequate supply of housing for people who are 30–80% cost burdened for certain unit sizes once rent assistance is made available. However, further analyses must be conducted to determine if this housing is located in opportunity rich areas. Clustering all affordable units on the outskirts of the region away from mass transit is not an equitable solution. The City of Portland PHB provides detailed analyses of housing unit available by neighborhood to emphasize the importance of this spatial view.[174]

Our analyses also do not take into account the quality of available affordable housing. It is not enough to provide housing, as we should be providing quality and safe affordable housing. Providing quality, affordable housing appropriately located to services and opportunities will likely increase costs from what we provide next. Between spatial distribution and housing quality, we may have less available or vacant affordable housing than it seems.

We focus on renter households because they are typically the most precariously housed. Further research should examine the precariousness of homeowners in a burgeoning housing market, especially as we ask more from taxpayers in helping to address the negative

[173] Turner, M. (2003). Strengths and weaknesses of the housing voucher program. *Urban Institute.* Retrieved from https://www.urban.org/sites/default/files/publication/64536/900635-Strengths-and-Weaknesses-of-the-Housing-Voucher-Program.pdf
[174] Portland Housing Bureau. (2017). *State of Housing in Portland.* Retrieved from https://www.portlandoregon.gov/phb/article/681253.

repercussions of escalating real estate values to moderate and low-income community members.

We do not estimate the cost (or need) of households that are discussed in the homeless prevention section that may need some type of temporary or permanent supportive services. We focus only on the cost of providing housing, and administering these housing programs.

Lastly, we do not estimate the cost of creating new units to meet demand after rent assistance is made available. The estimates for developing or acquiring new units discussed earlier in this section could be used to estimate those costs.

Why Don't Our Numbers Match Other Reports?

Numbers related to homelessness do not share consistent definitions and sometimes rely on weak data sources and collection procedures. In addition, more robust data sources such as those put out by the US Census have estimates and counts that vary from year to year. Further, with US Census data in particular, when we talk about the housing needed for homelessness, we are talking about a small portion of the total housing data for the region. When using US Census data estimates (instead of the raw count data gathered every 10 years), the data become more unreliable as you disaggregate it. But, the primary reason for major differences in number of households or cost estimates between reports is which populations are identified for support and their size.

For instance, HUD homelessness counts for 2017 Point-in-Time count (PIT) for the three counties was about 6,000 people, and is just for one night during the year. Our count includes an annualized PIT count for people living unsheltered, and annualized shelter data. Our estimates also include an estimate for doubled-up families and unaccompanied youth. This means that our 38,000 person estimate for 2017 is for people who have experienced homelessness across the year, and includes a broader definition than other reports driven by HUD reporting.

Turning to households that are housing insecure or at risk of homelessness, ECONorthwest estimates 56,000 households are at risk of homelessness, and that it would cost about $550 million annually to serve them. ECONorthwest includes Clark County in Washington State in their calculations, while we limit ours to the 3 counties on the Oregon side. Most importantly, they only included households up to 50% MFI and more than 50% rent burdened who were not receiving rent assistance, a classification that HUD describes as worst-case housing needs. We instead included households making up to 80% MFI, and more than 30% rent burdened. We also opted to be more conservative and not assume existing service levels continue forward. Our additional concern here was that we had no way of knowing how many households were receiving adequate support. Several stakeholders pointed out that just because someone was receiving assistance, it may not be an adequate amount of assistance. Further, research consistently demonstrates that households at above 30% of housing costs are at risk of homelessness and displacement.

Providing emergency shelters

Emergency shelters are defined by HUD as places for homeless individuals to inhabit temporarily, that do not require said individuals to sign any kind of lease or rental agreement. There are generally three essential types: conventional shelters, which provide a bed to sleep in and access to services; day centers, where individuals can spend time and receive services during daytime hours but may not sleep overnight; and severe weather shelters, which operate as extensions of the previous two types in the event of weather that endangers those on the streets and necessitates increased capacity.

Of course, if all homeless families and individuals or at risk of becoming homeless are permanently housed, the need for emergency shelters will be dramatically reduced. This report does not undertake the task of assuming exactly how much the need would decrease.

In the fiscal year of 2017, over 9,000 individuals (29.5% are in families) were served in emergency shelters in Multnomah County, for a total of $15,368,395 in services. The largest portion of spending ($12,668,477) was on conventional shelters, with $1,302,011 going to day centers and $182,586 to severe weather shelter provision. While detailed spending data is not available for Clackamas and Washington County, if we assume that it costs the same amount to serve individuals in those counties, we can estimate total and per capita spending in each. In Clackamas County, according to data provided for the Annual Homeless Assessment report (AHAR) to Congress over the year between October 1st 2016 and September 30th 2017, 619 persons (17% are in families) were served in emergency shelters, implying an expense of $1,056,633. In Washington County over the same time period, data collected for the same purpose identifies 480 individuals served (85% are in families), for an estimated total expense of $819,360. Summing for the tri-county region, the estimated total spending on emergency shelters is $17,244,388. This number can be considered low, as it does not include the cost of capital: i.e., the actual costs of shelter construction. Multnomah County budgeted an additional $7.4M for shelter construction expenses in 2017 alone, and this expense and others like it from various sources are not included in the above estimates.

While we utilize Multnomah County spending on emergency shelters as a proxy to extrapolate per capita costs in Clackamas and Washington Counties, it is important to note that the household composition of those served in emergency shelters ranges widely across geographic areas, and can impact the costs of providing emergency shelters and services. These differences may be attributed to pre-existing differences in the overall homeless population household composition in each of the three counties. Other contributing factors may include the specific type of shelter that is available, whether there is programming specifically targeting families, or a potential self-selection among those who are more likely to seek shelter and assistance.

Conclusions

This section has laid out potential costs for massive social programs, for the purpose of enhancing public discourse and providing initial benchmarks for the consideration of policies like these. A secondary purpose of this document is to emphasize the considerable uncertainties faced when dealing with data related to the constantly shifting population experiencing homelessness or housing insecurity at any given time. For that reason, all numbers provided here are, of course, estimates. Without knowing the size of the true population, costs are unknown. Additionally, there are few reports of this kind that approach hypothetical scenarios with the goal of addressing the fullest possible scope of the target population, and a high level of assistance, rather than focusing on a certain amount of feasible revenue or policy change.

By using the most straightforward and replicable approach possible, based on previous local work in the field and expert consultation, this section first estimates that there are over 38,000 homeless individuals in the Portland tri-county area, including those who are doubled up in housing situations that are not intended to hold multiple households. Additionally, it is estimated that over 5,600 of those individuals suffer from disabilities that require permanent supportive housing.

The section estimates a cost of $2.6 billion to $4.1 billion to house all homeless individuals who require permanent supportive housing for ten years, and to provide complete rent assistance and services to those who do not require permanent supportive housing for two years.

Next, the potential costs of issuing universal housing vouchers in order to assist those at risk of becoming homeless are assessed. A framework based on ACS and HUD data is implemented to estimate the costs to providing said vouchers (which cover all housing expenses in excess of 30% of a household's income) at varying levels of income and rent burden. Administrative costs for the rent assistance program are included as well. The final estimates range from $6.2 billion over ten years, if only those earning lower than 30% of the MFI and paying greater than 50% of their rent are included; up to $21 billion, if the hypothetical rent assistance includes all households earning up to 80% MFI and paying more than 30% of their income to rent.

Finally, the supply and demand of affordable rental housing in the tri-county area are determined, in order to locate specific areas of shortage and surplus based on income level and housing type and size. All of these elements provide a large-scale, top-end set of costs and economic estimates that can be used to inform public discourse and prioritization.

In the next section we examine revenue-raising options for the local region.

III. REVENUE-RAISING OPTIONS

The previous section of this report estimated the potential cost of providing the supports, services and housing necessary to eliminate homelessness and rent burden in Clackamas, Multnomah, and Washington counties. This section examines revenue sources available to local governments that could fund these solutions, describes various governance challenges inherent in public projects of this magnitude, and provides estimates of necessary tax rates and fees to reach $100 million in tax revenue by revenue source.

Typical criteria for analyzing policies and revenue generation options from an economic perspective include: efficiency, equity, effectiveness, and political feasibility (see sidebar for definitions). However, each of those criteria depend on the specific policy. Since this section of the report only discusses policies in their broadest sense, economic impacts are left for future analysis when more policy details are known.

Economic Criteria

Efficiency: The most common economic criteria, efficiency signifies the relationship between costs and outputs. An efficient policy would produce the most output (e.g. affordable units) for the least cost (e.g. tax dollars) compared to feasible alternatives.

Equity: Equity captures the concept of fairness, and is typically used with regards to the distribution of resources across a population. An inequitable policy would distribute goods "unfairly" across income groups, race, or other category.

Effectiveness: Effectiveness refers to how well the policy objectives are met. Often confused with efficiency, effectiveness is about doing "the right thing", while efficiency is about "doing the thing, right".

Political Feasibility: How likely the policy will succeed in the political arena.

In particular, we urge a robust consideration of the equity of any revenue proposal. A key component of equity is a tax policy's regressivity, or how much of the tax burden is borne by the poor. A highly regressive tax would put more financial stress on those with the highest risk for becoming homeless, potentially undermining the policies and programs discussed in the first part of this report. Sales taxes are considered regressive because the cost of all goods increase, taking a larger percentage of income from poorer taxpayers. States sometimes dampen this effect by exempting necessities—such as food—from the tax. This illustrates that the specifics of any policy would need to be considered before any useful comparisons could be made. For example, an income tax could be constructed with progressive tax brackets (as it is at the Federal level) or proportionally with a flat tax rate (as is the case in many states). Similarly, a gross receipts tax could be considered either regressive or progressive depending on what businesses have to pay the tax.

Key Takeaways

We identified the following key takeaways:

- Any revenue-raising option should account for equity and regressivity. A decision-making framework driven by careful analysis of disparate impacts on different demographic and geographic groups must be part of any revenue-raising measure. Revenue raising should not worsen circumstances for marginalized community members.
- Raising revenue across the tri-county area will lead to greater coordination, and a firm commitment for all relevant actors; however, greater levels of coordination will take more time to implement. Note that Metro's boundaries do not extend to all of the counties' boundaries.
- There are multiple ways for localities to raise revenue. We focused on eleven possible tax options. The summary table of those options follows:

Table 3.1: Revenue-raising options summary

Tax Policy	Description	Relevant examples	Tax Base	Tax Rate/Fee to reach $100 Million
Corporate Tax	A tax on business profits	Exists in Oregon, Multnomah County, and Portland	Clackamas and Washington County Business Profits	$91.5 million by expanding Multnomah BIT to Clackamas and Washington
Business License Tax or Fee	A fee charged per establishment	City of Portland Business License Tax	Business Fee	$1,755.54
Gross Receipt Tax	A tax on business revenue	City of Portland and San Francisco	Business Revenue	0.055% (0.056% excluding groceries)
Sales Tax	A tax on a good or service levied at the point of sale	Does not exist in Oregon, but most other states	Price of Purchased Goods	1.45%
Individual Item Tax/Luxury Tax	A tax on a specific good, levied at the point of sale	Exists in Oregon in the form of sin taxes	Retail Price of the Good (Unit or Ad Valorem)	Varies significantly by good (see pg. 107 for details)
Flat Rate Tax	A tax on individual income	Portland Art	Tax filers	$119.78 per taxpayer
Payroll Tax	A tax on wages paid out by all businesses	TriMet Payroll and Self-Employment Tax	Payroll Wages	0.176%
Income Tax on the Highest Earners	Increases in income tax rate for top earners	California "Millionaire's Tax"	Tax filers with AGI over $250 thousand	0.505% of adjusted gross income
Bond Measure	Funded through an increase in property taxes	Metro Affordable Housing Bond Measure	Assessed Property Values	----------
Reset Assessment of Commercial Assessed Values	Increase in taxable property value	----------	Commercial Properties	$352 million in revenue from Multnomah County alone

Real Estate Transfer Tax	A tax on property sales and transfers	Washington County Transfer Tax	All Property Sales	$6.52 per $1,000 in sale value

What Constitutes Revenue

Before discussing potential revenue streams, it is important to define what counts as revenue in the context of this report. The revenue streams discussed below only work for the costs of homelessness assistance or rent burden relief. Tax revenue policies that include funds for multiple uses, such as K-12 or parks and recreation, might gain greater political support. Rather, we address taxes which have a specific expenditure requirement in Oregon—e.g. gasoline taxes. This report only includes those revenue streams that could be applied to homelessness. Policies or programs that do not explicitly raise revenue—such as a declaration of a public health emergency—are also excluded.

Revenue Sources

Of the revenue sources available to regional and regional governments, taxes provide the most revenue,[175] and are the focus of this report. Pertinent taxes include:

- Corporate income taxes
- Gross receipt taxes
- Sales taxes
- Individual item taxes (e.g. Coffee tax)
- Income taxes
- Property Taxes and Bond measures

These are broken down in more detail below; however, it is important to note that many of these forms of taxes exist in the Portland Metro area and its constituent counties already. This highlights a challenge: coordinating additional taxes and spending across Clackamas, Multnomah and Washington counties under the constraints of various legal requirements placed upon Oregon's governing bodies.

Governance

Governing revenue-raising effects is an important part of administering how raised revenue is spent. There are several ways the three Portland Metro counties can go about raising revenue. First, each county could act independently. This requires the least coordination which makes it the most easily adoptable strategy, and would allow programming and services for all parts of

[175] Theoretically, any source of revenue could provide enough revenue, however fees or taxes on relatively few individuals would require a prohibitively high value to generate the $100 million objective (e.g. business license fees/jewelry tax).

the county. Unfortunately, this lack of coordination makes it more difficult to coordinate the spending side and raises the possibility that enough revenue is raised in one county but not enough in another. Second, the region's local governing body—Metro—could raise the revenue and operate the spending program for the three counties. This removes the coordination problem, but may require a charter review of Metro's scope and will not serve all of the counties' geographies.[176] Lastly, the three counties could form a new Special Service District to address homelessness; however, special districts can only be for specific services (housing or homelessness is not listed as an option).[177] The requirements for creating a special district are many, and would likely take some time to fulfill.[178]

Revenue Sources

This section describes eleven potential revenue sources with a focus on how various governing bodies have utilized them and estimates for what the rate/fee would have to be to reach $100 million in tax revenue (for feasible sources).

Corporate Income Taxes

Corporate taxes are taxes on business profits (net income). Oregon's state government exacts a corporate tax on C-corporations and, more pertinently, the City of Portland and Multnomah County also exact corporate taxes (on C-corporations and other business types).[179] The income that Portland and Multnomah treat as taxable is based on the business's proportion of gross receipts in the area, relative to its activities everywhere else, and the tax is paid based on net-income (profit).[180] Portland's rate of 2.2% and Multnomah County's rate of 1.45% generated $134 million[181] and $93.4 million[182] in fiscal year 2018, respectively. Businesses with less than $50,000 in gross receipts from all activities everywhere are exempt from this tax.

176 Metro's district boundary does not match county boundaries. The affordable housing bond can only be spent within the boundaries.
177 Oregon Secretary of State Bev Clarno. (n.d.) *Special service districts.* Retrieved from https://sos.oregon.gov/blue-book/Pages/local/other-special.aspx
178 Oregon Legislature. (2017). *Chapter 198. Special districts generally miscellaneous matters 2017 edition: Special districts generally.* Retrieved from https://www.oregonlegislature.gov/bills_laws/ors/ors198.html
179 Portland's corporate tax is called the City of Portland Business License Tax, while Multnomah's is called the Multnomah Business Income Tax (https://www.portlandoregon.gov/revenue/article/216081). Despite the different names, they operate similarly.
180 Wingard, R. & Freeman, C. (2013). *Portland and Multnomah Business Tax.* Retrieved from: https://www.osbplf.org/assets/in_briefs_issues/Portland%20Multnomah%20Business%20Tax%20April%202016%20In%20Brief.pdf
181 Rinehart, T. & Cooperman, J. (2018). *Comprehensive annual financial report for the fiscal year ended*. Bureau of Revenue and Financial Services, p 3. Retrieved from https://www.portlandoregon.gov/omf/article/701632
182 Multnomah County, Oregon. (2018). *Comprehensive annual financial report*, p 6. Retrieved from https://multco.us/file/77203/download

Options for generating revenue through a corporate income tax include: 1) the adoption of a similar corporate tax in Clackamas and Washington Counties; 2) increasing the corporate taxes in Multnomah and Portland; or, 3) some combination of both. However, there are a few problems in adopting this approach. Currently corporate taxes are not earmarked for particular spending in Multnomah or Portland, and there is no guarantee new revenue would be spent on homelessness unless the current law was changed, or the new tax structure was treated independently. Similarly, it would be difficult to coordinate both the new corporate tax system and spending on homelessness without the direction of Metro or another new Special Service District, since each of the counties would have to pass and manage the legislation separately. This could lead to businesses locating to the county with the smallest corporate tax rate.[183] However, there are certain revenue generation structures—such as the urban renewal districts—that have dedicated special funds.[184] In these cases, expenditures are earmarked very specifically, which can be beneficial from the standpoint of political accountability; however, the restrictions remove flexibility.

Since a corporate tax already exists for Multnomah County, adopting a corporate tax in Washington and Clackamas Counties has slightly less revenue potential. To generate an estimate of the extra revenue from expanding Multnomah's Business Income Tax to the other two counties, we first assume that any additional revenue would be proportional to the wages paid out in that county. In other words, if the wages in one county are 50% of the wages of Multnomah, then that county would generate 50% of the business income tax revenue of Multnomah County. Using this method, we estimate that expanding the Business Income Tax of 1.45% to Clackamas and Washington Counties would result in $91.5 million in revenue.

Another option is to charge a flat business license tax (or fee) to businesses above a certain level of revenue. Revenue and establishment counts for Oregon are aggregated for the entire state. To focus the counts to the three counties, we assume that establishments are distributed according to wage payments. In other words, since 59.1% of Oregon wages are paid within the area, we assume the three counties also account for 59.1% of Oregon business establishments. This amounts to around 57,000 of the state's over 96,000 establishments. The table below shows the rates required to generate the desired $100 million in tax revenue, broken down by level of sales. To generate $100 million in annual revenue for homelessness spending, each business would need to be charged $1,755 per year, with payments dramatically increasing if only charged to businesses with higher sales (see figure below). Because businesses above this level of sales are likely to be more concentrated within Multnomah, Clackamas, and Washington Counties, the higher business license fees are likely to be overestimates to some degree.

[183] Papke, L. (1991). Interstate business tax differentials and new firm location: Evidence from panel data. *Journal of Public Economics*, 45(3), 47-68.
[184] Prosper Portland. (2019). Urban Renewal [web page]. Retrieved from https://prosperportland.us/what-we-do/urban-renewal/

Table 3.2: Business License Fees

Business License Tax Base	Fee per Business
All Corporations	$1,755.54
Corporations with over $25 million in revenues	$99,542.86
Corporations with over $50 million in revenues	$199,437.88
Corporations with over $100 million in revenues	$428,160.31

Gross Receipt Taxes

Like corporate taxes, gross receipt taxes are also charged to businesses. The key difference is that instead of taxing profits, the tax is on total revenue. This leads to a different group of business being taxed. Under a corporate tax, industries with large profit margins (such as the financial industry) tend to bear more of the burden. Under a gross receipts tax this is flipped, and low-margin industries (such as the retail industry) tend to carry more of the weight.

In 2018, the City of Portland passed the Portland Clean Energy Community Benefits Initiative which "requires large retailers (those with gross revenues nationally exceeding $1 billion, and $500,000 in Portland) to pay a surcharge of 1% on gross revenues from retail sales in Portland, excluding basic groceries, medicines, and health care services. This is expected to generate between $54 million and $71 million in revenue annually once the program is underway. Since its funds are already earmarked for community-level energy efficiency programs, it cannot be expanded upon to raise revenue to combat homelessness. However, this policy does provide a framework for a new tax as well as an idea of how much revenue could potentially be generated.

The Oregon Corporate Activity Tax (CAT) provides a recent example of a gross receipts tax reserved for specific use. Passed in May 2019, the CAT levies a fee of $250 plus 0.57% of all taxable commercial activity over $1 million. This is estimated to secure roughly $1 billion annually for early learning and K-12 education statewide. It is important to note that this bill may preclude specific forms of GRTs for localities, and that this analysis offers no interpretation of what types of policies are currently allowed.

The City of San Francisco recently passed a gross receipts tax on businesses with more the $50 million of revenue in San Francisco. It is estimated that 300–400 businesses will be subject to the tax, and that it would raise $250 million–$300 million and is operative as of January 1st,

2019.[185] [186] Notably, these funds are specifically earmarked to combat homelessness. One concern for reproducing such a tax in the Portland Metro region would be that the two areas have vastly different corporate tax bases, and so the revenue threshold would need to be lowered to achieve a significant source of funding at the same tax rate.

Similar to the business license fee estimates above (page 108), we assume 59.1% of sales revenue occurs within the area to pare down Oregon Department of Revenue aggregate sales revenue to the local level. To generate $100 million, the three counties would need to charge a rate of 0.055% if applied to all corporations.

Table 3.3: Gross Receipt Taxes

Gross Receipts Tax Base	**Gross Receipts Tax Rate**
All Corporations	0.055%
Corporations with over $25 million in revenues	0.084%
Corporations with over $50 million in revenues	0.098%
Corporations with over $100 million in revenues	0.120%

If only corporations with over $50 million in revenue, as in San Francisco, the required rate would be 0.098% of gross revenue. This could be an overestimate, as businesses with higher revenues may be more concentrated within Multnomah, Clackamas, and Washington Counties.

[185] City and County of San Francisco. (2018). *Homelessness gross receipts tax.* Retrieved from https://sfcontroller.org/sites/default/files/Documents/Economic%20Analysis/hgrt_economic_impact_final.pdf

[186] City and County of San Francisco Treasurer and Tax Collector. (2019). *Homelessness gross receipts tax*. Retrieved from https://sftreasurer.org/homelessness-gross-receipts-tax-ordinance

Sometimes groceries are exempt from gross receipt taxes. Using the national ratio of grocery store revenue to all revenue from 2017 (2.1%)[187] and assuming that all grocery retailers gross over $100 million in revenue, NERC estimated that the tax rate on all corporations would be 0.056% to reach $100 million.

Table 3.4: Gross Receipt Taxes (excluding groceries)

Gross Receipts Tax Base (Excluding Groceries)	**Gross Receipts Tax Rate (Excluding Groceries)**
All Corporations	0.056%
Corporations with over $25 million in revenues	0.086%
Corporations with over $50 million in revenues	0.102%
Corporations with over $100 million in revenues	0.125%

Sales Taxes

A sales tax is a tax on the price of a good or service that, unlike a gross receipts tax, is levied at the point of sale. Oregon is one of five states with no sales taxes and has voted down potential sales taxes nine times.[188] However, there is no law preventing local jurisdictions from adopting a sales tax, even if the state has no such structure. The range of potential revenue raised by a new sales tax is large and is dependent on the size of the base (how many counties or municipalities participate) and the tax rate.

One example of how sales taxes have been used to combat homelessness is Los Angeles County's Measure H. This bill raised sales taxes by one quarter of a cent which, due to the size of the tax base in Los Angeles, is estimated to bring in about $355 million a year.[189] This tax, which went into effect October 2017, is on all sales and the revenue it generates will be used to provide services for the homeless.

Using sales tax data from Texas, a rich source of tax revenue data, we scale the sales tax revenue per person within Austin, to provide an estimate of the revenue from a potential local sales tax. Austin was chosen as its income levels are relatively similar to those of the Metro area, and charges a 1% sales tax on top of Texas's rate of 6.25%. Within the three counties, a sales tax rate of 1.45%, or 1.45 cents per $1, would generate $100 million in tax revenue.

[187] United States Census Bureau. (2017). *Annual retail trade survey.* Retrieved from https://www.census.gov/data/tables/2017/econ/arts/annual-report.html
[188] Oregon's long history of saying no to sales tax. (2019). *Oregon Public Broadcasting*. Retrieved from https://www.opb.org/news/widget/oregons-history-with-sales-tax/
[189] Chiland, E. (2017). Updated: LA County voters approve Measure H: Here's how higher taxes will help the homeless. *Curbed LA.* Retrieved from https://la.curbed.com/2017/3/8/14855430/los-angeles-election-results-ballot-measure-h

Individual Item Taxes

Specific goods can also face a tax through either a unit excise tax (per unit) or an ad valorem excise tax (based on percentage). One type of individual item tax is known as a "sin tax." A sin tax has the dual purpose of both raising revenue and, since the associated goods are typically seen as harmful, curbing consumption of the good. Tobacco, alcohol, and marijuana are examples of goods with sin taxes. Over the 2016–2017 fiscal year in Oregon, the cigarette tax raised over $205 million, taxes on beer and wine raised over $18 million, and the tax on marijuana raised over $74 million.[190]

However, an individual item tax does not need to be on a harmful good. For example, the Oregon Legislature briefly considered a coffee tax in 2017.[191] One difficulty with individual item taxes is that legislatures often seek to tie the source of revenue to the purpose for raising it. For example, the Portland Gas Tax is used for road repairs, pedestrian safety, and the like.[192] The amount of revenue generated by an individual item tax can range from inconsequential to very significant, depending on the good, the tax base, and the tax rate. One specific example is the sugary drink tax that is now in place in a number of cities. For example, Philadelphia's tax of sweetened beverages at a rate of $0.015 per ounce produced $78.8 million over 2018.[193]

To give a ballpark figure for how much an individual item tax could raise in Portland, consider a $0.05/unit excise tax on coffee. Assuming that every adult in the tri-counties (1,459,274 as of July 2018)[194] buys on average one cup of coffee a week, then that would generate $3.8 million in revenue on an annual basis.

Luxury Taxes

Luxury taxes are a subset of individual item taxes levied only on goods deemed non-essential. This typically take the form of an ad-valorem tax and is passed to the consumer at the point of sale. For example, the U.S. imposed a nation-wide 10% luxury tax in 1990 on several products including private boats, jewelry and furs. Each good was only considered a luxury item after a

190 Legislative Revenue Office. (2018). *2018 Oregon Public Finance: Basic Facts*, Retrieved from https://www.oregonlegislature.gov/lro/Documents/2018%20FINAL%20-1.pdf
191 CBS News. (2017). Oregon legislature considers coffee tax, officials say. *CBS.* Retrieved from https://www.cbsnews.com/news/oregon-legislature-considers-coffee-tax/
192 Njus, E. (2018, February). Portland gas tax brings in more than expected. *The Oregonian.* Retrieved from https://www.oregonlive.com/commuting/2018/02/portland_gas_tax_collects_more.html
193 Burdo, A. (2018, January). First full year of soda tax revenue puts city $13M+ short of goal. *Philadelphia Business Journal.* Retrieved from https://www.bizjournals.com/philadelphia/news/2018/01/26/philly-beverage-tax-soda-tax-pbt-2017-year-revenue.html
194 Population Research Center. (2019). Population estimates and reports. Portland State University, College of Urban and Public Affairs. Retrieved from https://www.pdx.edu/prc/population-reports-estimates

certain value (i.e. jewelry and furs costing over $10,000).[195] However, these taxes were collectively repealed by 2002.

Today, there are few remaining states with outright luxury taxes. New Jersey implemented a Luxury and Fuel Inefficient Vehicle Surcharge in 2006. Under this tax, new vehicles priced over $45,000 or that have an EPA rating less than 19 miles per gallon are charged an additional 0.4%.[196] Some states, like California, tax luxury items such as boats and aircraft as property based on market value of the vessel.[197] There is little uniformity among "luxury taxes" and most states do not collect revenue data from their luxury items separate from their general sales and use taxes. This makes any quantitative analysis of the revenue potential difficult. Moreover, there is little evidence that any state without a general sales tax has successfully imposed a luxury item tax. Montana came the closest with their 2017 "Ferrari tax" which would have imposed a 0.08%–1.0% tax on all new vehicles sales over $150,000. However, this version of the bill did not actualize and instead was settled with an increase in vehicle registration fees. As of today, none of the five states without a statewide sales tax have imposed a luxury item tax.

Keeping the above challenges in mind, we calculated the rate a potential luxury item tax would need to be charged to reach $100 million in revenue using Illinois Department of Revenue Sales Tax Statistics for fiscal year 2018.[198] The data is divided by standard industrial classification (SIC) codes, of which we analyzed several goods that fall reasonably into the definition of luxury (jewelry, recreational vehicles, motorcycles, etc.). First, we analyzed jewelry stores, as this industry had the highest state sales tax revenue of all the "luxury" industries in FY 2018. We took the roughly $32 million in state tax revenue, scaled it up by the 6.25% state tax rate, and then proportioned it down to what might be feasible to generate within Clackamas, Multnomah, and Washington counties—this came out to roughly $74 million. In order to generate enough revenue to meet our $100 million goal, all goods within this industry would need to be charged a 135.2%.

Next, we combined the revenue for each "luxury" good industry and performed a similar analysis. These industries are: jewelry, aircraft, boats, motorcycles, and R.V.s. This resulted in an estimated $136 million in sales for the tri-county area. Again, to reach our target revenue this would require a tax rate estimated at 73.6%. We emphasis that spending patterns on these items vary state by state and that this analysis is based on rough data that does not account for the consumer response to higher prices (which would be significant).

[195] United States General Accounting Office. (1992). *Tax policy and administration: Luxury excise tax issues and estimated effects* [PDF file]. Retrieved from https://www.gao.gov/assets/220/215770.pdf
[196] State of New Jersey. (2017). *Luxury & fuel inefficient vehicle surcharge*. Retrieved from https://www.state.nj.us/treasury/revenue/njbgs/luxvehs.shtml
[197] Los Angeles County. (2019). Boats and aircraft: Other property [web page]. Retrieved from https://assessor.lacounty.gov/boats-and-aircraft/
[198] Illinois Revenue. (2018). *Sales tax statistics by annual year.* Retrieved from https://www2.illinois.gov/rev/research/taxstats/SalesTaxStatistics/SitePages/SalesTaxYear.aspx?rptYear=2018

Income Taxes

Oregon is one of the many states that taxes income, which provides the primary source of revenue for the state government. One of the key methods for implementing an income tax is withholdings, which is managed through the payroll system. Counties or other jurisdictions have the option of increasing revenue by adding onto the current payroll tax, much like Multnomah County did in the early 2000s to increase funding for schools after state budget cuts.[199] Passed in 2003, this measure raised an estimated $128 million annually for three years through a 1.25% income tax.[200]

Flat Rate Income Tax

A flat tax (or head tax) on income taxes individuals at a constant rate. A true flat rate taxes all individuals at the same level regardless of their income. In order to generate $100 million in revenue using a head tax, each household in Clackamas, Multnomah, and Washington counties would be charged $119.78, tacked on to their annual income filing. If levied at the individual level, the fee drops to $54.38. Using Oregon Department of Revenue's 2017 report on income tax statistics, we calculated the household fee by dividing the $100 million target revenue with the total number of returns filed for the three counties, and used the total population in similar process for the per capita head tax. The individual head tax would disproportionately affect families as each tax-filing member's fee would be multiplied how many dependents they claim. For example, a joint-filing family of five would pay a total of $271.90 under this option.

Additionally, this tax is regressive as it taxes lower income individuals at higher rates than their higher earning counterparts. Under the household case, the bottom 20% of earners would pay an average of 0.70% more of their income than the top 20%, whereas the middle quintile would be responsible for 0.12% more than the top earners.

Proportional Income Tax

To mitigate these discrepancies we also analyze the case of a proportional tax (i.e. a head tax that varies across income levels). For this analysis we use U.S. Census Bureau's income quintile distribution for each county, alongside the Oregon income tax statistics employed in the previous section. We calculated a rate for each county that, when applied to the mean household income for each quintile, sum to generate the desired $100 million across the tri-county area.

[199] Dillon, S. (2003). Portland voters approve Oregon's only county income tax, aiding schools. T*he New York Times*. Retrieved from https://www.nytimes.com/2003/05/22/us/portland-voters-approve-oregon-s-only-county-income-tax-aiding-schools.html

[200] Multnomah County. (2003). *May 2003 special election - Multnomah County - Measure No. 26-48*. Retrieved from https://multco.us/elections/may-2003-special-election-multnomah-county-measure-no-26-48

To illustrate using Multnomah County, each household would be charged 0.14% of the mean income for their respective quintile. This amounts to a $17.15 tax for the bottom 20%, $84.98 charged to the middle 20%, and a $299.82 flat tax levied on those in the top income group. The rates are similar for Clackamas and Washington counties, each requiring a 0.13% income tax to produce their share of the target revenue. While this proportional flat tax remains regressive within each quintile group, it negates the variation between income quintiles seen in the analysis of a true flat tax.

Income Tax on Highest Earners

In 2010, Oregon voters passed two referenda, Measure 66 and 67, that increased taxes for businesses and high-earning households. Measure 66 increased the tax rate to 9.9% for joint-filers earning more than $250,000 and for single-filers with an income higher than $125,000 in order to help make up for the state budget deficit following the recession.[201] Along this line of thinking, we have calculated how much the tax rate on top earners would need to increase in order to cover $100 million in revenue for homelessness projects. Using Oregon Department of Revenue's 2017 Personal Income Tax Statistics, we found the aggregate adjusted gross income of those earning more than $250,000 across the three counties was just over $19.8 billion. To reach the target revenue this figure would be taxed at a rate of 0.505%, meaning the rate on the 33,770 top earning households across the tri-county would need to increase to roughly 10.41%.

California is one state leading the charge on aggressive tax hikes for high income earners. Their "millionaires' tax," passed in 2005, increased their highest rate to 10.3% for those in the top income threshold. This rate was further increased to 13.3% in 2012, the highest rate in the country. This increase raised an estimated $8.1 billion for budget year 2018–2019[202].

Payroll Tax

Payroll taxes are paid by employers based on their employees' wages. The TriMet Payroll and Self-Employment Tax is an example of a local application of a payroll tax. Currently, employers pay 0.7637% of wages toward mass transit district funds.[203] While the TriMet Tax applies only to businesses within their service area, applying the payroll tax to the three counties expands the tax base, allowing for relatively lower tax rates. A payroll tax of 0.176% on wages paid within Clackamas, Multnomah, and Washington Counties would raise the desired revenue for

[201] State of Oregon. (2009). *Measures 66 and 67*. Legislative Revenue Office. Retrieved from https://www.oregonlegislature.gov/lro/Documents/11-19-09%20RR%206-09%20Measures%2066-67.pdf
[202] Tharpe, W. (2019, 7 February). Raising state income tax rates at the top a sensible way to fund key investments. *Center on Budget and Policy Priorities.* Retrieved from https://www.cbpp.org/research/state-budget-and-tax/raising-state-income-tax-rates-at-the-top-a-sensible-way-to-fund-key#_ftn1
[203] Oregon Department of Revenue. (n.d.) Payroll tax basics: Understanding basic requirements for reporting and paying Oregon payroll taxes [PowerPoint slides]. Retrieved from https://www.oregon.gov/DOR/programs/businesses/Documents/PayrollSlideshow.pdf

homelessness programs. Using 2017 QCEW data, we assume the shares of wages by establishment size for the entire US is representative of the local area. The table below displays our estimates of this rate if only applied to establishments above a certain size. For example, a tax of 0.264% charged on the payroll of establishments with 50 or more employees would generate $100 million in homelessness project revenue.

Table 3.5: Payroll Taxes

Establishment Size Tax Base	Payroll Tax Rate
All Establishments	0.176%
Establishments with 5 employees or more	0.186%
Establishments with 10 employees or more	0.198%
Establishments with 20 employees or more	0.219%
Establishments with 50 employees or more	0.264%
Establishments with 100 employees or more	0.319%
Establishments with 250 employees or more	0.446%
Establishments with 500 employees or more	0.612%
Establishments with 1,000 employees or more	0.881%

To generate the desired revenue, a tax of wages only at establishments with 50 employees or more would require a rate of 0.264%, while a tax of wages at only the largest classification of establishments would require a rate of 0.881%, or $8.81 per $1000 in wages.

Property Taxes and Bond Measures

Property taxes are the primary source of revenue for local governments in Oregon, and can be used to generate revenue through bond measures such as Oregon Metro's Affordable Housing Bond.[204] This bond raises $653 million in revenue, which will be used to provide affordable housing within the Metro region (for more information, see the previous section). To pay for the bond, property taxes were raised by $0.24 per $1,000 in assessed value (which comes out to about $60 for every $250,000 of assessed home value (AV)).[205] A major piece of legislation that allowed for this bond was Measure 102, which amends the state constitution to allow government entities to use revenue from affordable housing bonds toward public-private development partnerships.

[204] Metro. (2018). Affordable homes for greater Portland [web page]. Retrieved from: https://www.oregonmetro.gov/public-projects/affordable-homes-greater-portland
[205] Oregon Live. (2018). $653 million Metro affordable housing bond passes: Election results 2018. *The Oregonian*. Retrieved from https://www.oregonlive.com/politics/2018/11/2018_metro_affordable_housing_bond.html

Calculating Property Taxes

Calculating the actual tax due for a household can be complicated due to the multiple rates and valuation methods. The calculation begins with the comparison of two values, based on a property's AV and RMV. The Measure 5 cap is 1.5% of current RMV (1% for general government taxes and 0.5% for educational taxes). Based on its location in various taxing districts, each property will have a limited government tax rate and a limited education tax rate. The sum of these rates is then multiplied by the AV to calculate the base tax. If the calculated base tax exceeds the Measure 5 cap, any temporary voter-approved property tax measure for specific services (such as increased funding for public safety, libraries or schools) is reduced first, all the way to $0 if necessary. If the taxes still exceed Measure 5 caps, each permanent tax rate component within the base tax is then compressed proportionally such that the base tax will equal the Measure 5 cap.

In order to calculate final taxes, the bonded general government and bonded education rates, which fund capital construction projects, such as new buildings or equipment, are multiplied by the AV and added to the base tax. These bonded rates are not subject to the property tax caps.

Typically property taxes are capped at 1.5% of the property's real market value (RMV) due to Measure 5. However, Measure 5 does not apply voter-approved bond levies used for capital construction.[206] It is also possible to directly raise property taxes through a local option instead of going through a bond measure. This tax scheme also requires voter-approval and, unlike bonds used for capital construction, would be subject to Measure 5 and Measure 50. Since some properties are already at the 1.5% cap, not all properties will be subject to the full rate increase—a phenomena known as compression. For more information on Measures 5 and 50, see the sidebar.

Resolving a portion of the difference between the AV and RMV of select properties is one potential method of raising the required revenue. As of 2017, commercial buildings in Multnomah County are only taxed on 37% of their current RMV due to the taxable value growth limits imposed by Measure 50. Increasing the taxable values of these properties alone to their RMV would raise, an extra $352 million in tax revenue, after accounting for compression. While extending this estimate to all three counties is difficult due to the concentration of commercial properties within Multnomah County, it is clear that resetting just a fraction of the taxable value difference would generate considerable revenue. However, implementing the policy would require a regional waiver from the Measure 50, likely putting the issue to a vote.

Another option is to adopt a real estate transfer tax similar to that imposed within Washington County. Currently, the county taxes property sales and transfers at a rate of $1 per $1,000 of sale price, split between the buyer and seller. In the 2017-18 tax year, this generated $6.5

[206] Oregon Department of Revenue. (n.d.). How property taxes work in Oregon [web page]. Retrieved from https://www.oregon.gov/dor/programs/property/pages/property-taxes.aspx

million in revenue.[207] Using this data, 2017 Multnomah County Assessor data, and extrapolating to Clackamas County proportionally using QCEW wages, we estimate that $15.3 billion in properties were sold in 2017. According to this estimate, the region would need to tax transfers at a rate of $6.52 per $1,000 in sale price to generate the desired revenue, or around $652 per $100,000 in home value. Unfortunately, implementing such a tax is not likely feasible, as Measure 79 of Oregon's constitution, passed in 2012, prohibits state and local governments from imposing transfer taxes, except those in effect at the end of 2009.

Similar to Metro's Affordable Housing Bond, Los Angeles County's Measure HHH was a $1.2 billion bond measure to fund affordable housing, that increases property taxes by an average of about $33 per year.[208] We summarize the tax options below.

Table 3.6: Revenue-raising options summary

Tax Policy	Description	Relevant examples	Tax Base	Tax Rate/Fee to reach $100 Million
Corporate Tax	A tax on business profits	Exists in Oregon, Multnomah County, and Portland	Clackamas and Washington County Business Profits	$91.5 million by expanding Multnomah BIT to Clackamas and Washington
Business License Tax or Fee	A fee charged per establishment	City of Portland Business License Tax	Business Fee	$1,755.54
Gross Receipt Tax	A tax on business revenue	City of Portland and San Francisco	Business Revenue	0.055% (0.056% excluding groceries)
Sales Tax	A tax on a good or service levied at the point of sale	Does not exist in Oregon, but most other states	Price of Purchased Goods	1.45%
Individual Item Tax/Luxury Tax	A tax on a specific good, levied at the point of sale	Exists in Oregon in the form of sin taxes	Retail Price of the Good (Unit or Ad Valorem)	Varies significantly by good (see pg. 107 for details)
Flat Rate Tax	A tax on individual income	Portland Art	Tax filers	$119.78 per taxpayer
Payroll Tax	A tax on wages paid out by all businesses	TriMet Payroll and Self-Employment Tax	Payroll Wages	0.176%
Income Tax on the Highest Earners	Increases in income tax rate for top earners	California "Millionaire's Tax"	Tax filers with AGI over $250 thousand	0.505% of adjusted gross income

[207]Washington County Oregon. (2019). *Proposed budget detail program Fiscal Year (FY) 2019-2020*. [PDF file]. Retrieved from https://www.co.washington.or.us/Support_Services/Finance/CountyBudget/upload/19-20-Proposed-Budget-Program.pdf

[208] Chiland, E. (2016). Measure HHH: Angelenos ok $1.2 billion bond to tackle homelessness. *Curbed Los Angeles.* Retrieved from https://la.curbed.com/2016/11/9/13574446/homelessness-ballot-measure-hhh-housing-bond-pass

Bond Measure	Funded through an increase in property taxes	Metro Affordable Housing Bond Measure	Assessed Property Values	----------
Reset Assessment of Commercial Assessed Values	Increase in taxable property value	----------	Commercial Properties	$352 million in revenue from Multnomah County alone
Real Estate Transfer Tax	A tax on property sales and transfers	Washington County Transfer Tax	All Property Sales	$6.52 per $1,000 in sale value

Further Research and Conclusion

This has been a review of the various means local jurisdictions can raise revenue to address homelessness. This report did not delve into the various economic impacts of any of these tax policies. Doing so would require a specific policy from which the impacts could be modeled. Given the multiple additional burdens marginalized communities experience, and that these communities experience homelessness at higher rates, examining the equity impacts or regressiveness of any revenue measure is essential.

Policy does not happen in a vacuum. While each of these taxes are discussed in the context of homelessness, there also exists the option of coordinating with other priorities—such as increasing K-12 education funding—to establish new revenue streams. Further, decisions about what revenue measures to pursue, and how to structure them should take place in a transparent and inclusive manner. This section provides information and data about how to structure such a measure.

IV. CONCLUSIONS

In this report we examined approaches to collaborative and regional governance to address homelessness in the Portland tri-county region, costs to support people experiencing homelessness and housing insecurity, and possible revenue options for Oregon localities to explore. The purpose of this report was to provide community members, organizations, businesses, and governments with some of the building blocks to create a path forward in addressing homelessness and housing insecurity. This report does not provide answers to some of the most important questions, such as how do we make sure we do not end up in this situation again. Rather, the information in the report helps articulate how we create some stability for people while we also make plans to understand the underlying structural issues that shape our region. We look forward to creating those plans with the Portland region.

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Appendix - Glossary

Affordable Housing

Affordable housing can refer to a wide range of housing types and pathways to housing. In this report, we define housing as affordable when households pay less than 30% of their income on housing costs. Affordable housing may be developed and owned by the government, subsidized by the government and built by a private developer, or obtained through rent assistance to lease units on the private market. Some buildings might have a mix of market rate units and other units that are designated for specific moderate to lower income groups. Other affordable housing is "naturally occurring," meaning it is affordable to people with lower incomes without any type of intervention. Our focus is on whether community members can attain safe and quality housing based on their income at a level that promotes housing stability, and not on a particular type of affordable housing or unit type.

Chronic homelessness

HUD defines chronic homelessness as "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or has had at least four episodes of homelessness in the past three years."[209]

Continuum of Care

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

Doubled Up

Families or individuals who live doubled up with friends or family members due to the loss of housing or economic hardship are considered homeless. Sometimes described as the hidden homeless, this population is not counted in Point-in-Time but included in Department of Education counts for unaccompanied youth or youth in families. Neither count includes doubled-up adult households. Doubled up can refer to a range of complex living arrangements.

Homeless

Government agencies employ multiple definitions of homelessness. For instance:

[209] National Low Income Housing Coalition. (2019). HUD publishes final rule on definition of "chronic homelessness" [web page]. Retrieved from https://nlihc.org/resource/hud-publishes-final-rule-definition-chronic-homelessness

- HUD: To be described as homeless for HUD[210] reporting, an individual must fall into one of four categories. Those categories include: 1) an individual who lacks a fixed, regular, and adequate nighttime residence; 2) an individual who will imminently lose their primary nighttime residence; 3) unaccompanied children and youth or those in families who meet another federal statute's definition for homelessness and, 4) an individual fleeing domestic violence. While these 4 categories may sound somewhat broad, each category includes sub-criteria creating significant restrictions in being defined as homeless.[211]

- Department of Education: The DOE focuses on youth who are with families or unaccompanied. Under the McKinney-Vento Act, the first part of the definition starts out similarly to the HUD definition where homeless "means individuals who lack a fixed, regular, and adequate nighttime residence" (https://nche.ed.gov/mckinney-vento-definition/). The second part of the definition includes all of the categories within the HUD definition as well as unaccompanied youth or children or those in families who: 1) are sharing someone else's housing due to economic hardship, loss of housing, etc. (commonly referred to as doubling up); and, 2) migratory children living in any of the situations described by HUD or the MVA (https://nche.ed.gov/mckinney-vento-definition/).

- Health Resources and Services Administration: "an individual who lacks housing (without regard to whether the individual is a member of a family), including an individual whose primary residence during the night is a supervised public or private facility that provides temporary living accommodations and an individual who is a resident in transitional housing."[212]

Housing cost or rent burdened

According to HUD, "Families who pay more than 30% of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care." In addition to rent or mortgage payments, housing cost burden includes housing costs such as insurance and utilities.

Housing First

HUD defines Housing First as an "approach to quickly and successfully connect individuals and families experiencing homelessness to permanent housing without preconditions and barriers to

[210] U.S. Department of Housing and Urban Development [HUD]. (n.d.) Homeless definition [PDF file]. Retrieved from https://files.hudexchange.info/resources/documents/HomelessDefinition_RecordkeepingRequirementsandCriteria.pdf

[211] HUD does allow for people who are doubled up, or at risk of imminently losing their housing under several limited circumstances; however, the documentation required to demonstrate this are onerous.

[212] U.S. Health Resources & Service Administration [HSRA]. (n.d.). Health center program terms and definitions [PDF file]. Retrieved from https://www.hrsa.gov/sites/default/files/grants/apply/assistance/Buckets/definitions.pdf

entry, such as sobriety, treatment or service participation requirements. Supportive services are offered to maximize housing stability and prevent returns to homelessness as opposed to addressing predetermined treatment goals prior to permanent housing entry."[213]

Housing insecurity

In the American Housing Survey (AHS), a joint venture between HUD and the US Census Bureau, housing insecurity "encompasses several dimensions of housing problems people may experience, including affordability, safety, quality, insecurity, and loss of housing".[214]

Median income

Median income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groupings of people such as different geographies, family size, household size, race, etc. In this report, we use median family income (MFI) in our calculations. Determining who is described as low-income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be concerned low- or moderate- income.

Permanent Supportive Housing

HUD defines permanent supportive housing as permanent housing with indefinite leasing or rental assistance paired with supportive services to assist homeless persons with a disability or families with an adult or child member with a disability achieve housing stability.[215]

Point-in-Time Count

"The Point-in-Time Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January"[216] in part to capture which individuals are unwilling or unable to access shelter. The count must be completed every two years by jurisdictions over a single night to avoid double counting. The guidelines for conducting the PIT Count differentiate between sheltered and unsheltered individuals, and require basic demographic breakdown.

[213] U.S. Department of Housing and Urban Development [HUD]. (2019). Continuum of Care program eligibility requirements [web page]. Retrieved from https://www.hudexchange.info/programs/coc/coc-program-eligibility-requirements/

[214] U.S. Department of Housing and Urban Development [HUD]. (n.d.) Measuring housing insecurity in the American Housing Survey [web page]. Retrieved from https://www.huduser.gov/portal/pdredge/pdr-edge-frm-asst-sec-111918.html

[215] U.S. Department of Housing and Urban Development [HUD]. (2019). Continuum of Care program eligibility requirements [web page]. Retrieved from https://www.hudexchange.info/programs/coc/coc-program-eligibility-requirements/

[216] U.S. Department of Housing and Urban Development [HUD]. (2019). CoC homeless populations and subpopulations reports [web page]. Retrieved from https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/

Unsheltered Homeless

HUD defines unsheltered homeless as people experiencing homelessness "who sleep in places not meant for human habitation (for example, streets, parks, abandoned buildings, and subway tunnels) and who may also use shelters on an intermittent basis."[217]

[217] U.S. Department of Housing and Urban Development [HUD]. (2008). *A guide to counting unsheltered homeless people* [PDF file]. Retrieved from https://files.hudexchange.info/resources/documents/counting_unsheltered.pdf

Appendix N:

REGIONAL SUPPORTIVE HOUSING SERVICES
Tri-County Data Scan

Photo credit: Andrii Yalanskyi, Dreamstime.com

Prepared by
Kristina Smock Consulting
for

Metro

November 2020

Table of Contents

Introduction	p. 3
Public Funding	p. 4
System Capacity	p. 9
Outcome Metrics	p. 13
Cost Analysis	p. 16

Introduction

In May 2020, voters approved a measure to raise money for supportive housing services for people experiencing homelessness or at risk of homelessness in Multnomah, Clackamas and Washington counties. The regional Supportive Housing Services (SHS) program will fund a range of homeless and housing services, including supportive housing, rapid rehousing, rent assistance, homelessness prevention, and wraparound clinical and social service supports.

Metro worked with its jurisdictional partners in June and July 2020 to compile baseline data from across the three counties to support regional planning for SHS implementation. County staff gathered and shared data on public funding, system capacity, outcome measures and programmatic cost estimates for homeless services in their counties. Additional information was compiled from each county's Continuum of Care applications, Housing Inventory Counts and Annual Performance Reports.

This report provides a cross-county summary analysis of the data. The analysis includes the entire scope of each county's homeless services, not just the area within Metro's service district. It offers a snapshot of the region's current homeless services landscape as a starting point to help inform further information gathering, analysis and decision making. It is intended as an internal document to support Metro and its jurisdictional partners in their SHS program planning work.

Public Funding

Each county was asked to provide data on the sources (federal, state or local) and amounts of all public funding for supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs in their jurisdiction. The analysis in this section shows the funding data provided by each county, broken out by program area.

The public funding across all three counties totals to more than $112 million:

Public Funding	Multnomah	Washington	Clackamas	Total
Supportive Housing	$38,628,151	$5,769,658	$4,239,884	$48,637,693
Rapid Rehousing & Prevention[1]	$34,188,197	$1,963,541	$2,209,027	$38,360,765
Emergency Shelter	$17,041,310	$3,016,174	$1,337,805	$21,395,289
Transitional Housing	$1,333,565	$2,045,234	$232,726	$3,611,525
Total	**$91,191,223**	**$12,794,607**	**$8,019,442**	**$112,005,272**

These figures primarily reflect the public funding that flows through each county's Continuum of Care and homeless services department. Counties also worked to compile data on relevant funding allocated through their local Community Action Agencies and Housing Authorities. Funding that is paid directly to service providers or reimbursed through Medicaid billing is not fully reflected in the data. None of the funding or system capacity data in the report includes COVID-related funding or programming.

The main sources of public funding captured in the data include:

Federal:

- *Housing and Urban Development (HUD)*: Continuum of Care (CoC), Housing Choice Vouchers, Project Based Vouchers, Community Development Block Grant, Housing Opportunities for Persons with AIDS, Emergency Food and Shelter Program, Emergency Solutions Grant, Family Unification Program Vouchers
- *HUD-Veterans Affairs*: Veterans Affairs Supportive Housing, Supportive Services for Veteran Families
- *Health and Human Services*: Runaway and Homeless Youth

State:

- *Oregon Housing and Community Services:* Emergency Housing Assistance, State Housing Assistance Program, Elderly Rental Assistance
- *Oregon Health Authority*: Medicaid, Medicare, State Mental Health Services Fund
- *Oregon Department of Human Services*
- *Oregon Department of Justice*

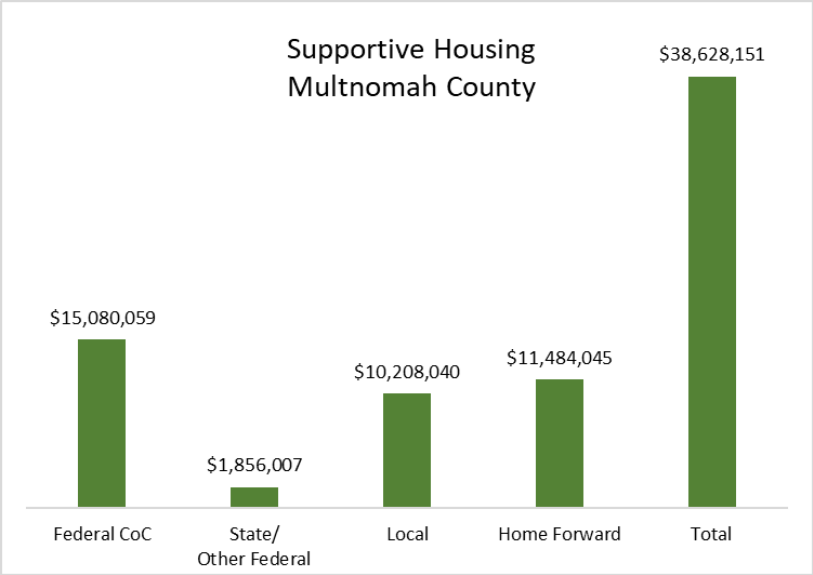
Local:

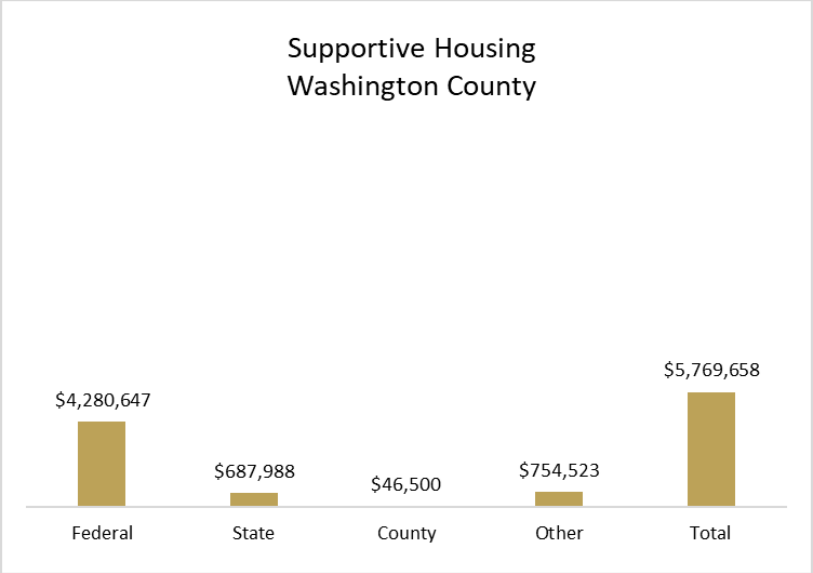
- *County:* Multnomah, Washington and Clackamas County General Funds, Washington County Safety Levy
- *City:* City of Portland General Fund

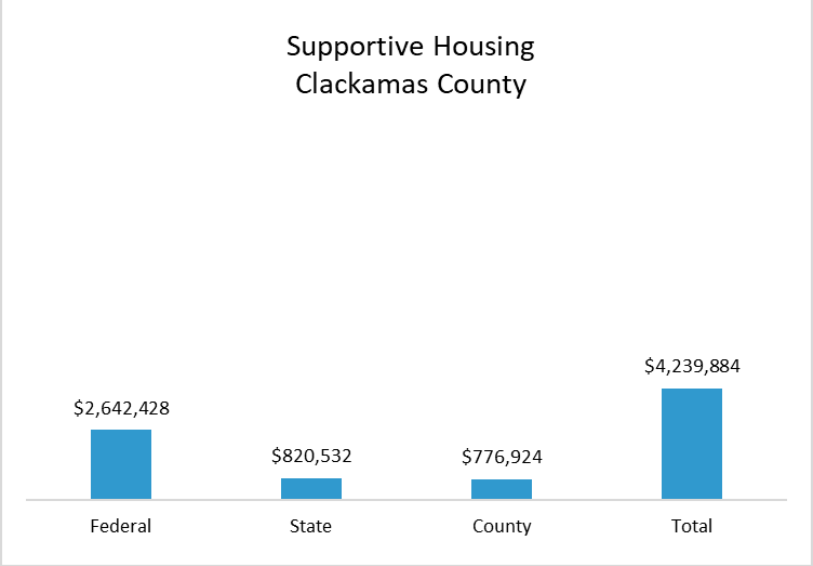
The charts on pages 5-8 show the amounts of federal, state and local funding by county for each program area.

[1] Multnomah County combines rapid rehousing and homelessness prevention services into the same budget category. For consistency, funding information for these two program areas has been combined into one category for all three counties. Washington County's rapid rehousing funding is $1,151,926 and prevention funding is $811,615. Clackamas County's rapid rehousing funding is $1,656,715 and prevention funding is $552,312.

Supportive Housing

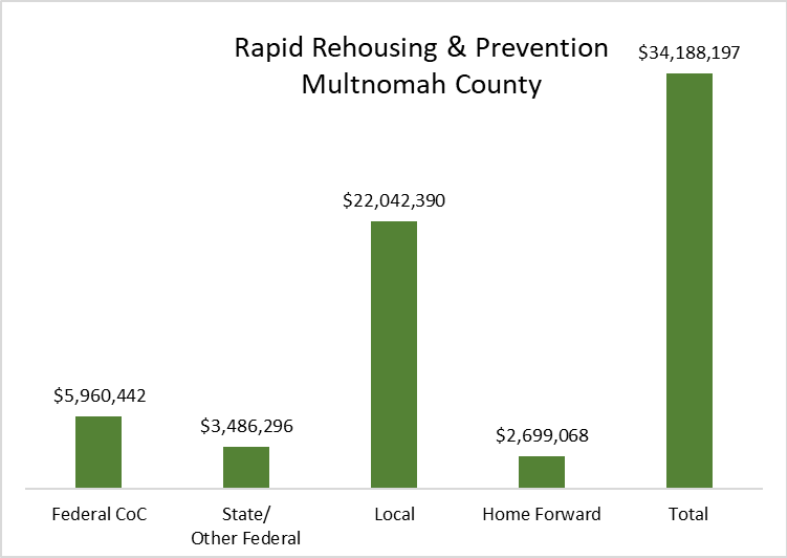


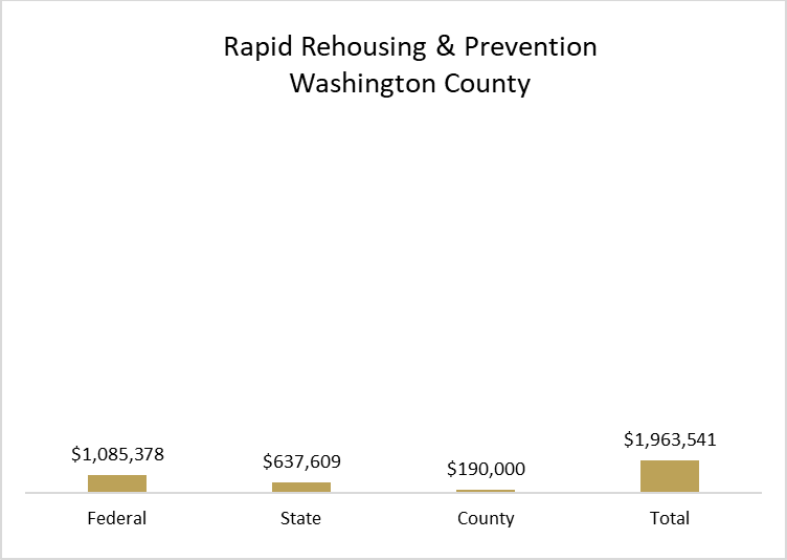




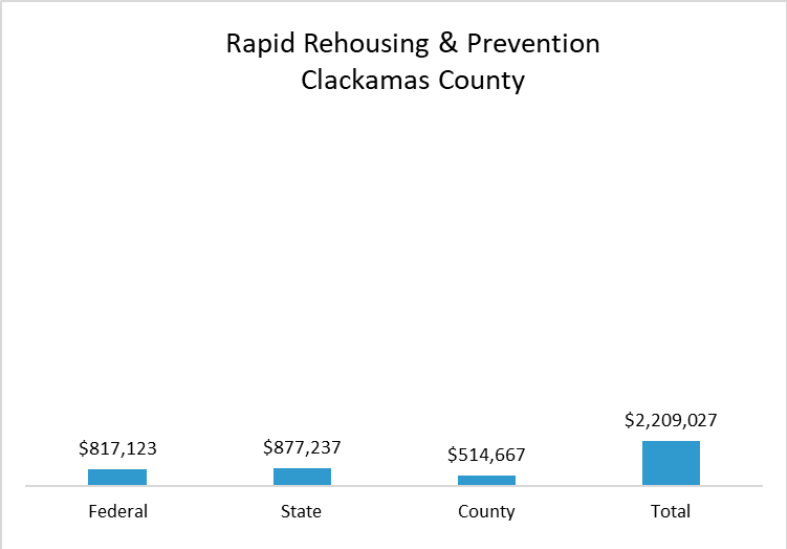
Total Tri-County Public Funding for Supportive Housing:
$48,637,693

Rapid Rehousing and Prevention

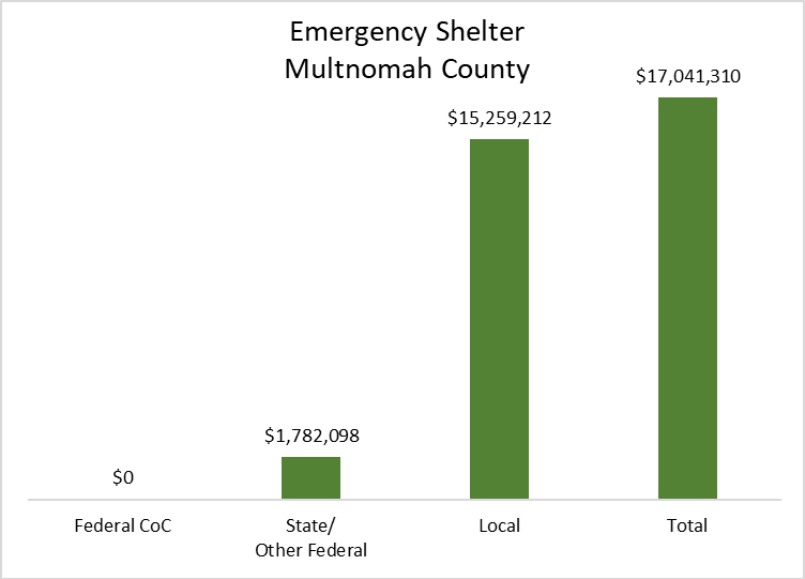


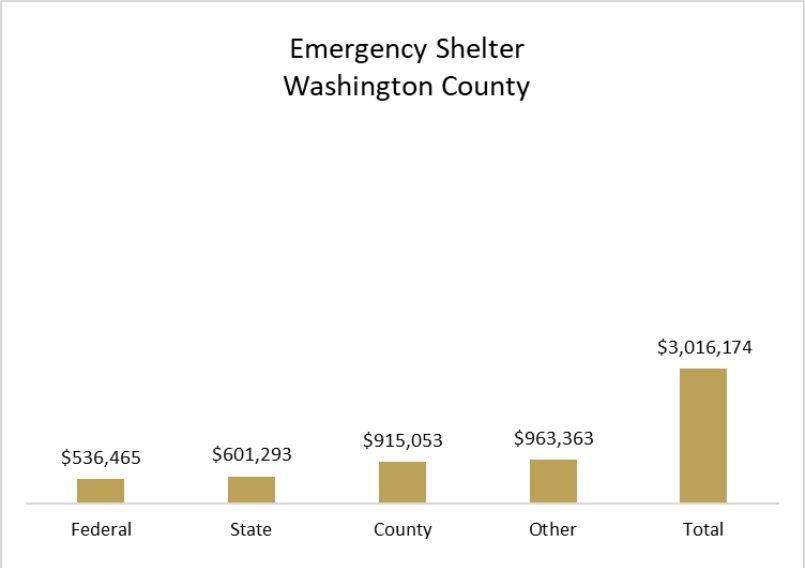


Total Tri-County Public Funding for Rapid Rehousing & Prevention:
$38,360,765

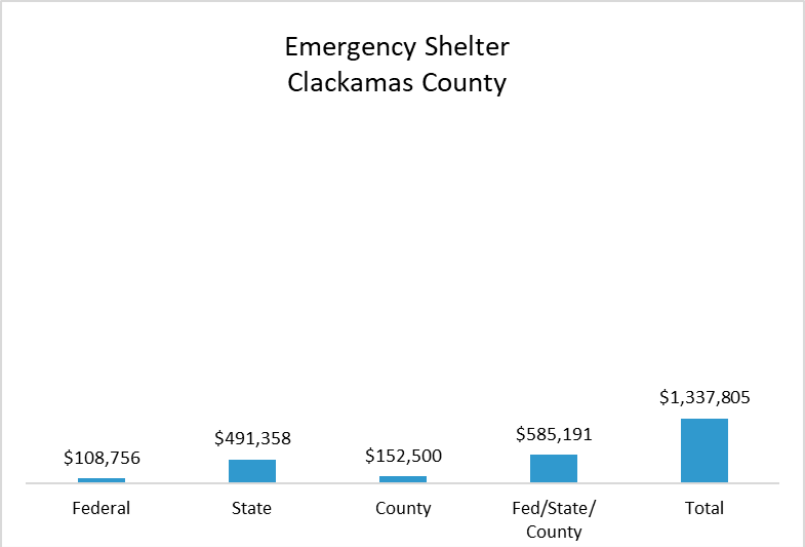


Emergency Shelter

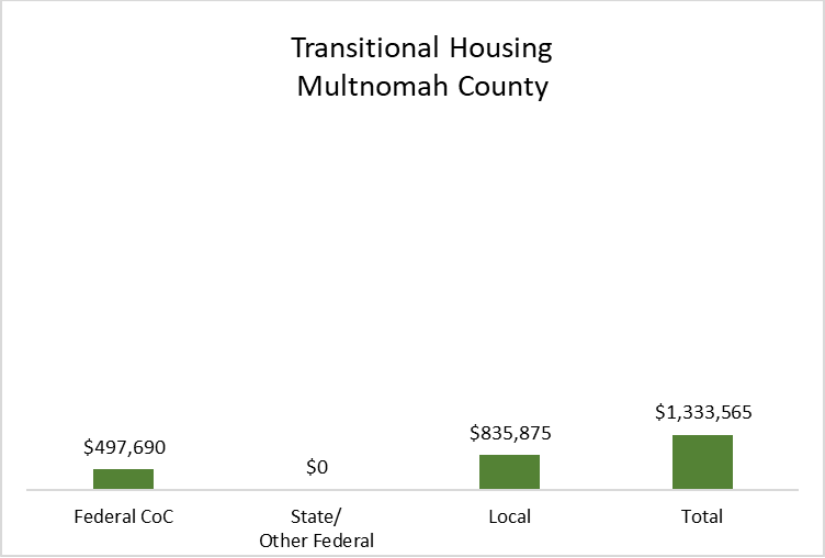


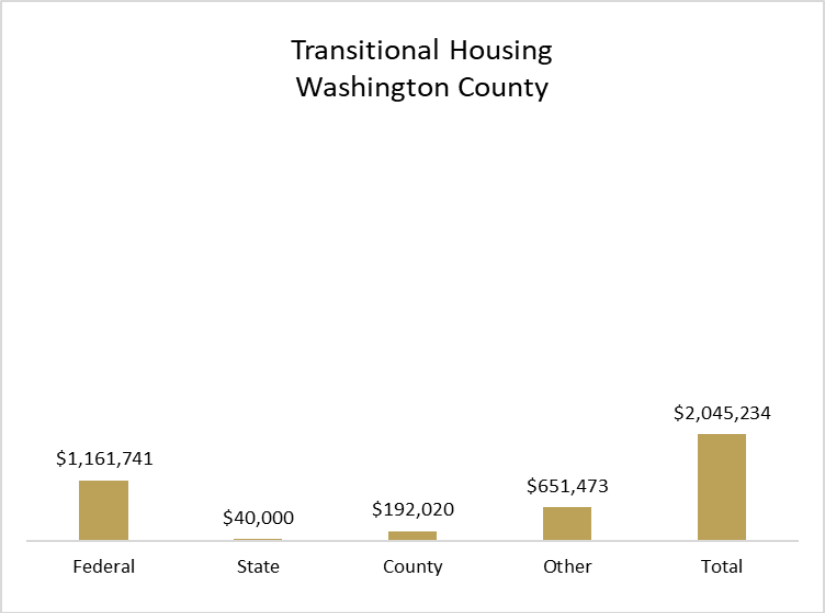


Total Tri-County Public Funding for Emergency Shelter:
$21,395,289

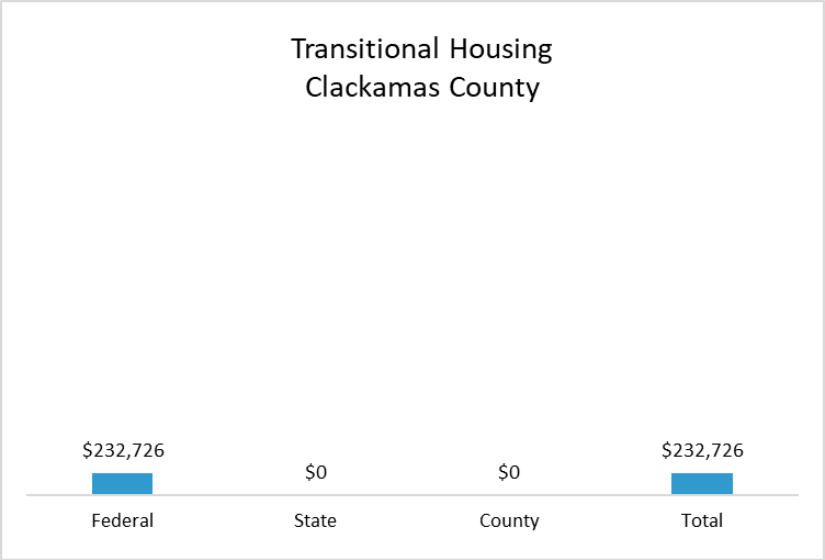


Transitional Housing





Total Tri-County Public Funding for Transitional Housing:
$3,611,525



System Capacity

The regional scan of homeless service system capacity focuses on supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs. The first part of this section summarizes bed capacity for each program area based on point-in-time data. The second summarizes the number of households served annually within each program area.

Bed Capacity (Point-in-Time Data)

The Housing Inventory Count (HIC) provides a comprehensive snapshot of each county's bed capacity on a single night. It includes publicly funded programs as well as those that don't receive any public funding and don't participate in the county's Homeless Management Information System (HMIS). The data in this section are based on each county's 2020 HIC, which was conducted on January 23, 2020.

The HIC is a useful way to understand system capacity at a single point in time, but it also has limitations that need to be kept in mind:

- The HIC shows how many people the system can serve on a given night, but not how many people are served over the course of a year. (The section on households served provides that information.)
- The HIC doesn't include everyone being served via rapid rehousing on a given night due to the way the data are collected, and it doesn't include homelessness prevention programs at all.
- The HIC doesn't systematically capture seasonal and severe weather emergency shelter beds. Those beds are included in the *Total Bed Capacity* chart below, but they are not guaranteed from year to year.

Total Bed Capacity (Point-in-Time 2020)		**Multnomah**	**Washington**	**Clackamas**	**Total**
Supportive Housing	Total beds	4947	509	401	5857
Rapid Rehousing	Total beds	2186	231	159	2576
Emergency Shelter	Year-round beds	1607	125	99	1831
	Seasonal & severe weather	284	109	209	602
Transitional Housing	Total beds	746	126	35	907

The HIC provides information on how bed capacity is allocated by certain HUD-defined sub-populations and household types on the night of the count. The allocations may shift over time, particularly for programs that are not facility based. The sub-population categories that are tracked in the HIC do not capture the full range of populations served or all of the populations that are prioritized for services by specific programs, so the insights they offer are limited. The sub-populations are not mutually exclusive, and households can be counted in more than one category.

Bed Capacity by Population and Household Type (Point-in-Time 2020)	**Multnomah**	**Washington**	**Clackamas**	**Total**
Supportive Housing Beds				
Total beds for households with children	1734	166	180	2080
Total beds for households without children	3213	343	221	3777
Beds for veteran households with children	124	117	69	310
Beds for veteran households without children	680	140	128	948
Domestic violence program beds	74	0	7	81
Unaccompanied youth beds	67	0	0	67

Bed Capacity by Population and Household Type (Point-in-Time 2020)	Multnomah	Washington	Clackamas	Total
Rapid Rehousing Beds				
Total beds for households with children	1717	211	126	2054
Total beds for households without children	461	20	33	514
Beds for veteran households with children	11	12	14	37
Beds for veteran households without children	86	7	23	116
Domestic violence program beds	265	18	21	304
Unaccompanied youth beds	181	0	3	184
Emergency Shelter Beds				
Total beds for households with children	379	117	77	573
Total beds for households without children	1297	6	22	1325
Beds for veteran households with children	0	0	0	0
Beds for veteran households without children	110	0	15	125
Domestic violence program beds	111	24	54	189
Unaccompanied youth beds	68	3	0	71
Transitional Housing Beds				
Total beds for households with children	44	39	27	110
Total beds for households without children	698	87	8	793
Beds for veteran households with children	0	27	0	27
Beds for veteran households without children	112	66	0	178
Domestic violence program beds	0	8	0	8
Unaccompanied youth beds	80	10	22	112

Households Served (Annual Data)

Data on the number of households served in each program area over the course of a year provide another lens for understanding system capacity. Compared with point-in-time data, annual data provide a more complete picture of how many people the system can serve. The data on households served also include homelessness prevention programs, which are an important part of the regional system that aren't captured in the HIC. One limitation of the data on households served is that programs that don't participate in HMIS (or don't consistently enter their program data into HMIS) may not be reflected in these data.

The data in the *Total Households Served* chart below are based on the most recently available annual data from 2019 and 2020. (The specific data years within 2019-20 vary from county to county.)

Total Households Served (Annual 2019-20)	Multnomah	Washington	Clackamas	Total
Supportive Housing	3540	393	346	4279
Rapid Rehousing	4000	135	152	4287
Prevention	3430	335	145	3910
Emergency Shelter (year-round beds)	5490	233	n/a[2]	n/a
Transitional Housing	1290	206	17	1513

[2] Recent data on the number of households served in year-round emergency shelter for Clackamas County aren't available because one of the county's year-round shelters was demolished and rebuilt, and a full year of data aren't yet available.

The *Households Served by Population and Household Type* chart below provides data on households and people served, broken out by certain HUD-defined sub-populations and household types. These data are from each county's Continuum of Care Annual Performance Reports (APRs) for FY 2018-19, so they are less current than the data in the *Total Households Served* chart above. APRs for FY 2019-20 are not yet available.

As with the HIC, the population categories collected and reported on in the APRs are limited and don't capture the full range of populations that are served by the region's homeless services system. The categories also aren't mutually exclusive, and individuals and households can be counted in more than one category.

Households Served by Population and Household Type (Annual FY 2018-19)	Multnomah	Washington	Clackamas	Total
Supportive Housing				
Total households served	3392	385	261	4038
Households with children and adults	517	42	53	612
Households without children	2874	343	208	3425
Households with only children[3]	1	0	0	1
Total persons served	4828	543	391	5762
Veterans	888	138	113	1139
Chronically homeless persons	1792	175	180	2147
Persons fleeing domestic violence	90	16	23	129
Youth under age 25	80	1	3	84
Rapid Rehousing				
Total households served	3507	115	159	3781
Households with children and adults	1151	89	129	1369
Households without children	2319	26	30	2375
Households with only children	8	0	0	8
Total persons served	6563	355	476	7394
Veterans	602	32	36	670
Chronically homeless persons	1285	14	70	1369
Persons fleeing domestic violence	359	25	47	431
Youth under age 25	393	11	10	414
Homelessness Prevention				
Total households served	2869	242	141	3252
Households with children and adults	1198	167	48	1413
Households without children	1629	75	92	1796
Households with only children	2	0	1	3
Total persons served	6501	741[4]	255	6756
Veterans	486	33	45	564
Chronically homeless persons	445	5	4	454
Persons fleeing domestic violence	127	34	4	165
Youth under age 25	264	15	21	300

[3] "Households with only children" refers to households comprised only of persons under age 18, including unaccompanied minors, adolescent parents and their children, and adolescent siblings.
[4] Additional households were served through the Emergency Food and Shelter Program.

Households Served by Population and Household Type (Annual FY 2018-19)	Multnomah	Washington	Clackamas	Total
Emergency Shelter				
Total households served	4480	231	660	5371
Households with children and adults	168	140	11	319
Households without children	4156	34	649	4839
Households with only children	92	57	0	149
Total persons served	5136	573	688	6397
Veterans	473	2	76	551
Chronically homeless persons	1501	26	146	1673
Persons fleeing domestic violence	642	54	16	712
Youth under age 25	695	93	47	835
Transitional Housing				
Total households served	1242	185	17	1444
Households with children and adults	29	32	13	74
Households without children	1207	153	1	1361
Households with only children	4	0	3	7
Total persons served	1291	278	44	1613
Veterans	350	114	0	464
Chronically homeless persons	360	14	0	374
Persons fleeing domestic violence	62	17	1	80
Youth under age 25	144	18	22	184

Outcome Metrics

The counties were asked to share the outcome metrics that they currently report on for each program area. This information was supplemented with data from the counties' Continuum of Care applications and Annual Performance Reports (APRs). This section summarizes the primary outcome metrics that are currently collected for each program area. It is intended to provide baseline information as a starting point for the development of regional outcome metrics.

Each county prioritizes specific outcome metrics for each program area (and in some cases for individual projects within a program area). There is some overlap, but there are also some outcome metrics that are only gathered by one county. The outcome metrics that are gathered consistently across all three counties are those that are required by HUD as part of the Continuum of Care reporting. This section begins with some of these shared outcome metrics and then lists additional outcome metrics that are used by individual counties (or specific projects within a county) but are not collected consistently across all three counties.

Many of the outcome metrics in this section could be disaggregated by race and other demographic data as part of regional SHS outcome reporting. Additional outcome metrics could be developed for SHS reporting that draw upon HUD-required universal data elements (UDE) that are currently collected in HMIS by all three counties. There are also opportunities to develop new outcome metrics that expand upon the HUD-required data fields.

Cross-County Outcome Metrics

These are the primary HUD-required outcome metrics that are collected consistently across all three counties. The performance data are based on FY 2018-19 APRs and FY 2019 Continuum of Care applications.

Outcome Metrics	Multnomah	Washington	Clackamas
Supportive Housing (PSH)			
% of persons served who remained in PSH or exited to permanent housing	94%	95%	94%
% of adults who gained or increased total income from entry to annual assessment or exit	46%	60%	62%
% of adults who gained or increased employment income from entry to annual assessment or exit	11%	9%	13%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	37%	55%	53%
Rapid Rehousing (RRH)			
% of persons exiting RRH to permanent housing	91%	82%	83%
% of persons served in RRH who moved into housing	85%	75%	81%
Average length of time between RRH start date and housing move-in date, in days	36	40	43
% of adults who gained or increased total income from entry to annual assessment or exit	11%	43%	32%
% of adults who gained or increased employment income from entry to annual assessment or exit	7%	28%	19%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	5%	23%	15%

Outcome Metrics		Multnomah	Washington	Clackamas
Homelessness Prevention (HP)				
% of persons served in HP who remained in permanent housing or exited to permanent housing		94%	99%	84%
% of adults who gained or increased total income from entry to exit		8%	3%	9%
% of adults who gained or increased employment income from entry to exit		6%	3%	6%
% of adults who gained or increased non-employment cash income from entry to exit		3%	1%	4%
Emergency Shelter (ES)				
% of persons served in ES who exited to permanent housing[5] *(see footnote 5 for limitations of this measure)*		21%	46%	3%
% of adults who gained or increased total income from entry to exit		7%	15%	7%
% of adults who gained or increased employment income from entry to exit		4%	8%	3%
% of adults who gained or increased non-employment cash income from entry to exit		3%	9%	3%
Transitional Housing (TH)				
% of persons served in TH who exited to permanent housing		60%	77%	100%
% of adults who gained or increased total income from entry to annual assessment or exit		37%	28%	63%
% of adults who gained or increased employment income from entry to annual assessment or exit		26%	17%	63%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit		12%	14%	0%
Returns to Homelessness				
% of persons who exited the homeless services system to a permanent housing (PH) destination and returned to the homeless services system in:				
<6 months	Exit was from PH (includes PSH and RRH)	9%	0%	0%
	Exit was from ES	22%	5%	5%
	Exit was from TH	9%	1%	0%
6-12 months	Exit was from PH (includes PSH and RRH)	8%	3%	3%
	Exit was from ES	11%	7%	0%
	Exit was from TH	7%	0%	0%
2 years	Exit was from PH (includes PSH and RRH)	28%	5%	3%
	Exit was from ES	45%	15%	8%
	Exit was from TH	26%	2%	0%

[5] There are several limitations to this measure: (a) Multnomah and Clackamas have high rates of missing data on exit destinations (55% and 95%), which is a common issue for shelters that exit clients in HMIS after they do not return for a period of time; (b) some of the data, particularly for Clackamas, include warming centers that are not intended to help participants transition to permanent housing. For families with children in Clackamas (a data set that better reflects exits from year-round shelters with services), 60% exit to permanent housing (with a missing data rate of only 12%).

Additional Outcome Metrics

This section lists the metrics in addition to those in the above chart that are used by at least one county (or in some cases by specific projects within a county) to measure outcomes.

Supportive Housing
People/households newly placed or retained
Bed utilization
Housing stabilization period
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
Resource connections
Engagement in trackable onsite or offsite services
Connections to health insurance, primary care and mental health services
6-month and 12-month housing retention
Rapid Rehousing
People/households newly placed or retained
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
Prevention
People/households newly placed or retained
Prevent homelessness for extremely low and low-income households
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
Emergency Shelter
People/households served
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
Transitional Housing
People/households newly placed or retained
Bed utilization
Participants enrolled in education program
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
System-Level Metrics
Inflow and outflow reporting

Cost Analysis

The data scan gathered information on current program costs to provide a starting point for Metro and its jurisdictional partners to work together to develop a methodology for determining SHS cost projections. The intent of the cost analysis was to better understand the range of costs for different program models as well as the factors that influence whether a specific project is at the low end or high end of the range. The analysis also aimed to assess what we can learn from the available data, and the gaps and limitations of that data, in order to provide a baseline to help inform further research and planning.

Recognizing that public funding covers only a portion of the total costs of most projects, the counties worked to gather more complete budget data for their programs. This was a significant undertaking with a short turnaround time, and the comprehensiveness of the budget data that could be collected varied by project and program area. As a result, the analysis of average costs reflects some but not all of the additional costs to programs beyond the public share. The analysis also doesn't capture providers' full administrative costs or any of the administrative costs to the jurisdictions, but those costs will need to be incorporated into SHS budget projections.

Even if the budget information for the analysis was complete, there are some inherent limitations to using current cost data to inform SHS program costs. Some existing projects are under-funded, so their budgets don't necessarily capture what it would actually cost to implement sustainable programs that reflect best practices. In addition, many projects rely on a wide array of leveraged services, some of which are not reflected in their budgets and are impossible to fully quantify. As the region scales up its programming, these leveraged services may not be able to meet the increased demand unless they are also funded.

The cost analysis has additional methodological limitations that should be kept in mind:

- Varying levels of completeness in the budget data across projects contribute to some of the variations in each county's average costs.
- Since the analysis relied on relatively small sample sizes, in some cases the average costs were distorted by a single program with disproportionately high costs related to unique features of its program model or disproportionately low costs due to incomplete budget information. When the outliers significantly skewed the averages, they were excluded from the calculations.
- Due to data inconsistencies and limitations in a few of the data sets, the analysis of average costs sometimes required the use of estimates and extrapolations.
- In a few cases, insufficient data made it impossible to develop a reasonable estimate. These are noted in the chart below with "n/a" and explanatory footnotes.

Average Costs

Cost Category	Multnomah	Washington	Clackamas
Supportive Housing			
Rent: average annual cost per unit	$10,808	$13,172	$15,008
Supportive services: average annual cost per unit	$4,775	$10,714	$6,914
Average total annual cost per unit (rent+services+admin)	$17,076	$24,886	$23,048
Rapid Rehousing			
Rent: average annual cost per household served	$6,207	$4,103	$5,232
Supportive services: average annual cost per household served	$4,500	$3,477	$4,846
Average total annual cost per household (rent+services+admin)	$12,303	$8,029	$11,366

Cost Category	Multnomah	Washington	Clackamas
Homelessness Prevention			
Average annual cost per household served	$1,993[6]	$2,373[7]	$3,009
Emergency Shelter[8]			
Average annual cost per household served	$3,104[9]	$13,808	n/a[10]
Average annual cost per bed	$12,274	$17,818	$4,756[11]
Transitional Housing			
Average annual cost per household served	n/a[12]	$11,537	$13,690
Average annual cost per unit	n/a	$20,928	$19,394

Factors Influencing Costs

Within each program area, there is typically a range of costs, with some projects costing less than the average and some costing significantly more. This section summarizes the most common program-related factors that influence whether costs are at the low end or high end of the range for each program area.

It should be noted that while the factors listed in this section are important to consider when planning for future program costs, some projects were on the low end of the cost range for this analysis because the available cost data did not include the project's full costs.

Supportive Housing

- Household type and size
- Acuity of need of population served
- Service model – e.g. Intensive Case Management and Assertive Community Treatment are more expensive than support services that primarily focus on connecting tenants to other resources
- Availability of clinical services – these services are often not reflected in the project's budget data if they are provided by partners or funded through Medicaid billing, but they affect the overall costs
- Availability of flexible funding to cover direct costs for specific services tailored to each household
- Staff to client ratios – underfunded programs often have ratios that are higher than best practice guidelines, which can limit the effectiveness of the supportive services
- Operating model – e.g. upfront costs for developed units are higher than for leased units, but ongoing costs are lower; services are more expensive to provide at scattered sites than a single site

Rapid Rehousing

- Household type and size

[6] This figure is a rough extrapolated estimate due to limited data.
[7] This estimate excludes one outlier program with an average cost per of $41,352 per household; if that outlier is included in the estimate, the average cost is $8,870.
[8] A goal for this analysis was to determine an average cost for housing placements out of shelter, but that wasn't possible for several reasons: (a) funding to support housing placement out of shelter is often budgeted as rapid rehousing and isn't part of the shelter budget; (b) there is a high percentage of missing data on housing placements out of shelter, as noted earlier in this report; (c) not all shelters are designed or funded to support housing placement.
[9] Due to limited data, this figure is only based on public costs for emergency shelter.
[10] Insufficient data were available to calculate average costs per household for emergency shelter for Clackamas County.
[11] Due to limited data, this is a rough extrapolated estimate that reflects the average operating costs of church-run shelters combined with the average public cost for case management.
[12] Insufficient data were available to calculate average costs for transitional housing for Multnomah County.

- Acuity of need of households served
- Length and intensity of housing retention support and wrap-around services provided
- Staff to client ratios
- Average length of service

Prevention

- Household type and size
- Level and duration of rent assistance provided
- Level of other financial assistance provided
- Availability and level of case management or other support services
- Average length of service

Emergency Shelter

- Household type and size
- Acuity of need of population served
- Operating model – e.g. shelters on church property run by volunteers are less costly (but also more limited) than facility-based shelters
- Availability and level of case management or housing placement support
- Type of programming – e.g. domestic violence and youth shelters often have higher costs than those without such specialized services

Transitional Housing

- Household type and size
- Acuity of need of population served
- Operating model – e.g. facility-based vs. scattered site transition-in-place
- Type and level of case management and programming provided
- Average length of service

Comparisons to Other Available Cost Data

Supportive Housing

Corporation for Supportive Housing (CSH) Estimates

Nationally, CSH calculates average costs for tenancy support services at $7,200 per household per year, with costs ranging as high as $17,000 for Assertive Community Treatment services. For the 2019 tri-county CSH report,[13] CSH worked with local stakeholders to develop an estimated annual service cost of $10,000 per household based on a survey of actual costs from a sample of local providers. The estimate is based on a ratio of one case manager to 10 clients for scattered site and one case manager to 15 clients for single site. It also includes flexible service funding for direct costs not covered by community-based and Medicaid-paid services.

Average annual costs per household		**Individuals**	**Families**
Supportive Services		$10,000	$10,000
Rent Assistance	Private market unit	$13,000	$19,600
	Regulated affordable housing unit	$7,000	$7,000

[13] "Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness." Corporation for Supportive Housing. 2019.

CSH's cost estimate for rent assistance for private market units is based on HUD's 2018 fair market rents (FMR) and does not include the gap between FMRs and actual rental costs in the market. The estimate for regulated affordable housing units is based on costs from a sample of local projects.

Portland State University (PSU) Estimates

PSU's Homelessness Research and Action Collaborative's 2019 report[14] provides cost estimates that are similar to CSH's but are based on cost ranges rather than a single figure for each cost category:

Average annual costs per household		**Individuals**	**Families**
Supportive Services		$8,800-$10,000	$8,800-$10,000
Rent Assistance	Private market unit	$11,352-$18,960	$14,904-$41,000
	Regulated affordable housing unit	$6,000-$8,000	$6,000-$8,000

The low end of PSU's service cost estimates is based on an analysis of Multnomah County's spending dashboard; the high end is based on CSH's estimate. PSU's rent assistance cost estimate for private market units is based on HUD's 2017 FMR and hypothetical small area FMR zip code max as well as Portland's 2017 State of Housing report. The regulated affordable housing unit estimate is based on CSH's estimate and Multifamily NW's 2019 Apartment Report.

Rapid Rehousing

HUD's Family Options Study,[15] which is one of the most rigorous national studies of housing interventions for homeless families, found the average monthly cost per household of rapid rehousing was $880, which translates into an annual cost of $10,560. (Actual annual costs per household would be lower since not all households served in a given year receive 12 months of services.) Housing costs constituted 72% of the total average costs while supportive services constituted 28%.

Prevention

A HUD study of the Homelessness Prevention and Rapid Rehousing Program[16] found an average cost of $897 per person and $2,252 per household for homelessness prevention assistance. Financial assistance (including rent assistance, utility payments and moving costs) constituted 73% of average costs while supportive services constituted 27%.

Emergency Shelter

HUD's Family Options Study found an average monthly per household cost of $4,819 for emergency shelter, which translates into an annual cost of $57,828. Actual annual costs per household served would be lower since few households remain in emergency shelter for 12 months, but the annual cost estimate provides a proxy for the annual operating costs of shelter space for one family. Supportive services made up 63% of the average costs, and shelter costs made up 37%.

Transitional Housing

HUD's Family Options Study found an average monthly per household cost of $2,706 for transitional housing, which translates into an annual cost of $32,472. The annual cost estimate provides a proxy for the annual operating costs of one unit of transitional housing for families. Supportive services constituted 42% of program costs, on average, and housing costs constituted 58%.

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[14] "Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region." Portland State University. 2019.

[15] "Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families." HUD. 2016.

[16] "Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 3 & Final Program Summary." HUD. 2016.

Potential Next Steps

This initial cost analysis offers a starting point for SHS cost planning that will need to be supplemented with additional research. Possible next steps could include:

- Asking a sample of service providers representing a range of models in each program area to provide full budget data for their programs to support a more complete analysis of costs.
- Working with service providers to identify what it would actually cost to implement their programs with fidelity to best practices.[17]
- Determining the proportion of housing units within each relevant program area that will be developed vs. leased in order to more accurately estimate housing costs.
- Applying an annual inflation factor to all costs to more accurately project SHS costs over time.[18]

[17] For example, CSH's Services Staffing and Budget Tool enables supportive housing providers to combine actual program data with best practice guidelines to develop cost estimates: https://cshcloud.egnyte.com/fl/KibC8XSZTs#folder-link/.

[18] The CSH tri-county report suggests using inflation factors of 1.5% for operating costs, 1.5% for rental assistance, and 2% for services.

Appendix O:

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Memorandum

To: Joshua Bates, Joint Office of Homeless Services
From: Marisa A. Zapata, PhD, PSU – HRAC
Date: November 26, 2020
Regarding: Local Implementation Plan Unsheltered Survey Results

Overview

As part of the 2020 Metro Supportive Housing Services fund, Multnomah County is writing a Local Implementation Plan (LIP). I worked with the Joint Office of Homeless Services and Shannon Singleton[1] to write a survey of people living unsheltered. The survey design explicitly focused on the experiences of Black, Indigenous, and other People of Color (BIPOC). Street Roots staff members administered the survey, and I analyzed it.

The survey findings highlight important differences in the experiences and needs of BIPOC experiencing homelessness such as the role of racism in shaping daily life, more generally, and who utilized tents when sleeping on the street, more specifically. In order to feel more supported in community the next week, Native Americans selected "fewer experiences of racial discrimination" almost as frequently as "food." Black respondents identified living in mixed race housing, or experiencing racism from property managers as top concerns for staying in their housing. Latinos indicated the importance of having someone speak like them when receiving services.

There were important findings across the survey for all racial groups. People experienced and worried about discrimination because they experienced homelessness. The top concern about moving into housing was losing that housing again. Across multiple survey items, people indicated the importance of human connections. Friends and family were often the top sources of comfort and needs. After having their own bathroom and kitchen, having their friends and family visit them freely was the most identified need in their housing for people experiencing homelessness. BIPOC imagined how a therapist, healthcare provider, or case worker could support them, defying the stereotype that people living unsheltered do not want to work with service providers. They may not have simply met the right one, or the right one may not have had the time to put into the relationship.

Going forward, policy and program recommendations should carefully consider how racism – interpersonal, institutional, and structural – shapes the daily lives, concerns, and needs of BIPOC. For all people, building and/or supporting relationships will be integral to the success of the work being done. Considering that people's

[1] Ms. Singleton participated in her capacity as a private citizen, and not as part of her current employment.

second most frequently selected concern for moving into housing was following the rules, any rules that restrict the freedom of friends and family to visit may add considerable stress to people moving into housing. The importance of friendship and family show up over and over in the survey. Identifying ways to support and continue those structures should be explored. Housing units that have their own bathroom and kitchen should be given priority. Program and policy designers and implementers should consider building on the activities that people enjoy doing when that is not already done such as music, exercise, or spiritual connections. More details for each question follow. Additional research would allow for better understanding of the rationale for selected items.

The survey was developed and deployed quickly to meet the deadline of the LIP. The findings should be used in conjunction with other input to confirm, better understand, or question findings, and not as a stand-alone means to dictate policy and program development. Because of the rapidness of data collection, entry, and analysis, there may be remaining errors in the reporting; however, the general trends should be consistent overall. Where the differences between an option are just 1-2 people, these answers should be considered as similar in preference or importance.

Background

In addition to the findings from the questions presented here, there were open-ended questions asked of respondents. Those questions revealed limited additional insight, and are not presented here.

Three hundred and four people took the survey. I analyzed 383 surveys. One record was excluded as they were not experiencing homelessness. Twenty-four percent of respondents were BIPOC. People who reported a White alone were 61% of the survey respondents. About 7% reported an "other" identity such as human, alien, or pizza.

Black (15%) and Native American (11%) respondents were the two largest subgroups of BIPOC who participated in the survey. Mixed race was the next largest; however, the majority of mixed-race people selected Black, Latino, Native American, or Asian in combination with something else (mostly White). Only 11 people stated a mixed identity only. Because of the small number of mixed-race only respondents, I am not including their disaggregated data here. Total BIPOC counts include those 11 people. The subpopulation counts for Asian and to some extent Latino are not as robust as Black or Native American. I would be cautious in overinterpreting these survey results, and discuss the findings with culturally specific providers and community members to ensure the survey matches their understanding or experiences.

Results

Below, I present summary data for each question. Note that people could choose all that applied for questions. This was not a ranking or trade-off activity.

In the last week, where did you sleep most often?

In the last week, where did you sleep most often?														
	BIPOC										White Alone		Total Respondents	
	All BIPOC		Black		Latino		Native American		Asian					
Street	33	26%	11	19%	5	20%	12	29%	6	33%	24	11%	61	16%
Street Tent	31	24%	13	22%	6	24%	10	24%	1	6%	57	**27%**	95	25%
Hotel	17	13%	9	16%	2	8%	3	7%	2	11%	18	8%	35	9%
Shelter	11	9%	2	3%	2	8%	1	2%	3	17%	42	**20%**	54	14%
Tiny village	11	9%	5	9%	1	4%	3	7%	3	17%	28	**13%**	43	11%
Car	9	7%	1	2%	4	16%	2	5%	0	0%	10	5%	18	5%
Other	9	7%	6	10%	2	8%	3	7%	1	6%	8	4%	13	3%
Transit	4	3%	3	5%	1	4%	0	0%	0	0%	3	1%	7	2%
Building	2	2%	1	2%	0	0%	1	2%	0	0%	5	2%	9	2%
Day center	1	1%	1	2%	0	0%	0	0%	0	0%	1	0%	2	1%
Transit Stop	0	0%	0	0%	0	0%	0	0%	0	0%	2	1%	3	1%

Overall, all but Asian BIPOC slept on the street or in a tent on the street most often. This sleeping pattern occurred in such strong numbers that it drove the total population count to reflect these categories. Meanwhile, the White alone population included people reporting shelter stays 20% of the time, compared to only 9% of BIPOC. White alone people reported sleeping on the street without a tent 11% of the time compared to 26% of all BIPOC. This question produced some of the largest differences in frequencies of what was chosen when disaggregated based on race. Of the top 3 selected, Whites selected the same option only 1 time (on the street with a tent) as BIPOC, and the most frequent place BIPOC reported sleeping (on the street in general) was just the 4th most common location for Whites.

These findings confirm that BIPOC are indeed experiencing unsheltered homelessness differently than Whites. When policies or programs cater to people living unsheltered those should be developed with clear understanding that the visible population sleeping in tents are not reflecting the BIPOC who are also sleeping on the street without tents.

How long have you been homeless?

All but one sub group reported homelessness for over 12 months. Note that multiple respondents reported exactly 12 months (and some 11). Notably, 61% of Native Americans reported homelessness for longer than 12 months. Asians reported somewhat less time homeless with 39% of their population reporting homelessness for 12 months or less.

How long have you been experiencing homelessness?														
	BIPOC										White Alone		Total Respondents	
	All BIPOC		Black		Latino		Native American		Asian					
12 months+	69	48%	27	47%	13	52%	25	61%	6	33%	102	48%	190	50%
Not reported/not known	39	27%	15	26%	6	24%	10	24%	5	28%	63	30%	108	28%
0-12months	35	24%	16	28%	6	24%	6	15%	7	39%	47	22%	84	22%

How do you describe your race or ethnicity?

				Total	**% of Total**	**% of BIPOC**
Total				383		
	BIPOC			143	24%	
		Black		58	15%	41%
		Latino		25	7%	17%
		Native American		41	11%	29%
		Asian		18	5%	13%
		Mixed		40	10%	28%
			Mixed alone	11	3%	8%
	White alone			213	61%	
	Other (e.g., human, pizza)			25	7%	

How old are you?

Most respondents were between the ages of 25-49. Black respondents were evenly split between the ages of 25-49 and 50 and older.

How old are you?														
	BIPOC										White Alone		Total Respondents	
	All BIPOC		Black		Latino		Native American		Asian					
<18	1	1%	0	0%	1	4%	0	0%	0	0%	0	0%	1	0%
18-24	6	4%	1	2%	1	4%	2	5%	2	11%	13	6%	21	5%
25-49	83	58%	28	48%	17	68%	23	56%	11	61%	122	57%	220	57%
50+	50	35%	27	47%	6	24%	16	39%	5	28%	76	36%	131	34%

How would you describe your gender?

The Black and Latino communities have much higher percentages of men who responded. Of the 138 BIPOC who responded and were not "mixed alone," only 5 reported a non-cisgender identity. Only 8 did in the White alone group.

How would you describe your gender?														
	BIPOC										White Alone		Total Respondents	
	All BIPOC		Black		Latino		Native American		Asian					
Male	95	66%	41	71%	18	72%	24	59%	10	56%	128	60%	237	62%
Female	38	26%	14	24%	7	28%	13	32%	6	33%	72	34%	114	30%
Trans Woman	0	0%	0	0%	0	0%	0	0%	0	0%	4	2%	5	1%
NonBinary	5	3%	0	0%	0	0%	3	7%	2	11%	4	2%	12	3%
Additional Genders	0	0%	0	0%	0	0%	0	0%	0	0%	0	0%	2	1%

Household type

With the exception of Native Americans, all other racial groups lived alone more often. Note that there are fairly wide variations in the rate of living alone, living with other adults, and living with children by racial subgroup. Black and Latino communities have much higher rates of living alone. Native Americans reported the lowest rates of living alone when compared to the other racial groups; however, living alone was still most common.

Household Type														
	BIPOC										White Alone		Total Respondents	
	All BIPOC		Black		Latino		Native American		Asian					
Alone	91	63%	42	72%	19	76%	20	49%	10	56%	143	67%	247	64%
Other adults	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0~~
With Children	8	6%	3	5%	0	0%	6	15%	0	0%	4	2%	13	3%

*A data error prevented summing of "living with other adults"; however, the percentages are evident based on the sum of the other two categories.

Have you experienced racism recently?

The high nonresponse rate to this question makes interpretation of this question problematic. We can say that around a quarter of BIPOC reported experiencing racism "recently." Black and Native Americans were the only two BIPOC groups that reported racism at a greater rate of "yes" than "no."

	BIPOC									
	All BIPOC		Black		Latino		Native American		Asian	
Yes	33	23%	19	33%	2	8%	14	56%	2	8%
No	43	30%	17	29%	12	48%	10	40%	3	12%
No response/I don't know	67	47%	22	38%	11	44%	17	68%	13	52%

For BIPOC: How do you know if an organization can effectively serve you?

Overall, the top responses were similar across BIPOC. Most respondents selected "not experiencing" racism or discrimination first. However, Native American respondents chose "feeling accepted" at a much higher rate.

	All BIPOC		Black		Latino		Native American		Asian	
People who work there look like you	38	31%	21	38%	6	23%	11	34%	4	25%
People who work there talk like you	28	23%	11	20%	7	27%	10	31%	3	19%
People who work there openly talk about racism	17	14%	11	20%	4	15%	6	19%	2	13%
Wall art and photos feature people who look like you	19	16%	12	22%	4	15%	7	22%	2	13%
Your culture is reflected on the walls and on paper materials	19	16%	10	18%	6	23%	7	22%	3	19%
You feel accepted for who you are	41	34%	20	36%	10	38%	16	50%	3	19%
You do not see people who look like you being treated differently from others	27	22%	16	29%	5	19%	8	25%	5	31%
You do not have to code switch	19	16%	13	24%	4	15%	4	13%	5	31%
You do not experience racism or discrimination because of your ethnic or racial group	53	44%	30	55%	15	58%	6	19%	13	81%
Your concerns about how you are treated because of your race or ethnicity are acted on	21	17%	13	24%	3	12%	10	31%	4	25%
People who work there believe your stories about racism	14	12%	8	15%	5	19%	6	19%	1	6%

Latinos were fairly evenly split between people looking like them and talking like them. Native Americans and Asians were also close between those two options. For Black people, "talk like you" was ranked much lower overall, but 20% of respondents did select this option (compared to 19% of Asians).

Asians selected two options in their top three that none of the other groups picked: not seeing people being treated differently, and not having to code switch. While not coming in their top 3, 24% of Black community members selected not having to code switch.

What made you feel more supported in community in the last week?

The three top options are the same across all demographic groups. However, there are noteworthy differences in how many people in a given group select those options. A closer look at the ranking of the whole list may reveal more insights. There are wide variations across the entire list that could be meaningful, as well as similarities. For instance, nearly half of Native American respondents reported feelings supported by having a stable place to rest or sleep. The other BIPOC groups reported that rate at 28% and below. Whites only reported this 38% of the time.

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Food	75	54%	28	48%	14	52%	22	54%	8	42%	118	57%
Access to Bathrooms	66	47%	25	43%	11	41%	23	56%	6	32%	114	55%
Friendship	63	45%	25	43%	10	37%	24	59%	5	26%	120	58%
Stable place to rest/sleep	47	34%	16	28%	7	26%	20	49%	1	5%	80	38%
Earning income	42	30%	17	29%	5	19%	15	37%	5	26%	54	26%
Family	42	30%	12	21%	6	22%	17	41%	6	32%	42	20%
Romantic love	37	27%	16	28%	5	19%	12	29%	5	26%	0	0%
Peer support	35	25%	14	24%	4	15%	15	37%	2	11%	58	28%
Seeing or spending time with people from my own racial group	35	25%	20	34%	4	15%	9	22%	2	11%	19	9%
Fewer incidents of other types of discrimination other	30	22%	9	16%	5	19%	14	34%	1	5%	35	17%
Positive neighbor interaction	28	20%	10	17%	1	4%	11	27%	4	21%	36	17%
Fewer incidents of racial discrimination	28	20%	8	14%	3	11%	11	27%	3	16%	25	12%
Case Worker	26	19%	7	12%	5	19%	9	22%	2	11%	41	20%
Pet	25	18%	7	12%	2	7%	11	27%	4	21%	30	14%
Religious of spiritual connection	24	17%	10	17%	4	15%	9	22%	2	11%	31	15%
Healthcare Provider	19	14%	5	9%	1	4%	8	20%	1	5%	24	12%
Exercising	18	13%	6	10%	2	7%	8	20%	1	5%	24	12%
Positive police interactions	15	11%	4	7%	2	7%	8	20%	0	0%	17	8%
Positive other first responder interactions	14	10%	6	10%	2	7%	8	20%	0	0%	17	8%
Group Therapy	12	9%	6	10%	1	4%	5	12%	1	5%	24	12%
Therapist	11	8%	5	9%	0	0%	5	12%	0	0%	12	6%

What would make you feel more supported in community in the next week?

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Stable housing	71	52%	27	49%	8	30%	30	77%	5	26%	138	66%
Access to Bathrooms	62	46%	21	38%	10	37%	26	67%	3	16%	101	48%
Stable place to rest/sleep	62	46%	18	33%	10	37%	26	67%	5	26%	81	39%
Earning income	58	43%	21	38%	8	30%	17	44%	6	32%	90	43%
Friendship	51	38%	16	29%	11	41%	19	49%	4	21%	58	28%
Food	50	37%	15	27%	12	44%	21	54%	2	11%	60	29%
Fewer incidents of racial discrimination	48	35%	18	33%	6	22%	20	51%	4	21%	29	14%
Fewer incidents of other types of discrimination	43	32%	11	20%	5	19%	19	49%	6	32%	38	18%
Romantic	40	29%	15	27%	5	19%	15	38%	7	37%	49	23%
Family	39	29%	11	20%	7	26%	18	46%	5	26%	33	16%
Positive neighbor interaction	38	28%	14	25%	6	22%	15	38%	2	11%	51	24%
Peer support	37	27%	13	24%	9	33%	12	31%	1	5%	45	21%
Religious	33	24%	9	16%	4	15%	16	41%	2	11%	41	20%
Pet	32	24%	9	16%	4	15%	17	44%	2	11%	38	18%
Healthcare Provider	30	22%	8	15%	5	19%	12	31%	1	5%	41	20%
Positive other first responder interactions	30	22%	10	18%	3	11%	13	33%	2	11%	29	14%
Therapist	30	22%	11	20%	3	11%	10	26%	4	21%	28	13%
Case Worker	29	21%	5	9%	7	26%	14	36%	2	11%	46	22%
Group Therapy	27	20%	9	16%	5	19%	9	23%	4	21%	24	11%
Seeing or spending	25	18%	11	20%	5	19%	15	38%	0	0%	39	19%
Exercising	22	16%	6	11%	4	15%	11	28%	1	5%	30	14%
~~Positive police interactions~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0%~~	~~0~~	~~0~~

Not surprisingly, stable housing was the top choice for all respondents. Access to bathrooms was a top choice for all but Asian survey respondents. There was a lot of variation across the three largest racial groups that responded to the survey (Black, Native American, and White).

BIPOC did not feel supported by a therapist last week, but do believe one could help them. Similar trends were noted for other service providers. People can imagine, and want to, work with service providers who can meet their needs as they envision them.

Other opportunities for meeting the needs of people include things like ensuring BIPOC see people who are like them, creating opportunities for exercise and spiritual connections, and promoting relationships with neighbors.

What do you enjoy doing?

People have a lot of things they enjoy doing, and even where there is similarity programming or relationship development in those areas would need further examination. However, music and eating were universal wins. Each activity received at least 20% of respondents expressing interest. Combined with the previous questions, participation in religious or spiritual activities or communities may also be worth exploring more. The role of animal love and companionship may also be an area worth pursuing more. I would not expect "advocating" to show up this frequently on a survey of housed people, generally, and this may highlight an important strength and capacity of unhoused community members when compared to housed populations.

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Music	85	62%	29	53%	17	61%	27	66%	7	37%	140	68%
Eating	80	58%	32	58%	16	57%	20	49%	10	53%	109	53%
Talking	67	49%	27	49%	11	39%	24	59%	3	16%	116	56%
Exercise	51	37%	17	31%	11	39%	18	44%	1	5%	59	29%
Art	50	36%	16	29%	10	36%	18	44%	2	11%	72	35%
Reading	46	34%	17	31%	7	25%	18	44%	3	16%	81	39%
Religion	45	33%	24	44%	8	29%	12	29%	2	11%	39	19%
Pets	43	31%	13	24%	6	21%	20	49%	4	21%	64	31%
Walking	42	31%	15	27%	4	14%	18	44%	3	16%	81	39%
Advocating	42	31%	20	36%	3	11%	13	32%	4	21%	57	28%
Writing	37	27%	12	22%	5	18%	12	29%	5	26%	55	27%

What worries you about moving into housing?

Losing housing was the largest concern for respondents by wide margins. Living with people from a different race was a concern for nearly half of Black respondents. The responses across the population vary quite a bit, and even options that aren't in the top three or ranking often received a lot of picks. Not surprisingly concerns about discrimination were high about race and being homeless.

For people to want to move into housing, their concerns must be addressed. Housing First programs offer relief for the two issues. Supportive housing rules should be revisited.

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Losing housing	79	59%	33	58%	13	23%	24	42%	8	14%	110	51%
Rules	47	35%	18	32%	8	14%	20	35%	5	9%	77	36%
Mixed race living	45	34%	26	46%	6	11%	9	16%	3	5%	26	12%
Isolation	42	32%	16	28%	5	9%	17	30%	3	5%	79	37%
Experiencing racism	36	27%	20	35%	5	9%	8	14%	3	5%	21	10%
Leaving friends	32	24%	11	19%	5	9%	10	18%	4	7%	49	23%
Change routine	30	23%	13	23%	5	9%	11	19%	2	4%	47	22%
Noises/smells	25	19%	9	16%	5	9%	7	12%	3	5%	30	14%
New transportation	18	14%	8	14%	3	5%	5	9%	1	2%	38	18%
Changing doctor	11	8%	4	7%	0	0%	6	11%	0	0%	13	6%

What are your top five priorities for your housing?

This was the only question where respondents were asked to pick a set of options (5). Some selected more; however, most stuck to the 5 or fewer requested. The top two choices were having their own kitchen or bathroom. Single room occupancy or kitchenettes will not meet this preference. Considering previous questions where accessing bathrooms, food, eating, and cooking ranked highly there is a recurring pattern of prioritizing hygiene and nourishment in different but complementary ways. Family and friends being able to visit freely was a top choice for most racial subgroups, especially Native Americans. Living without experiencing racial discrimination shows up here again. Issues such as not being able to hear your neighbors may be related to managing health needs and should be examined in more detail (this may also apply for the other preferences as well).

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Own Kitchen	107	77%	46	79%	21	75%	28	70%	12	63%	174	81%
Own Bathroom	105	76%	47	81%	20	71%	25	63%	12	63%	176	82%
Friends & family can visit freely	83	60%	33	57%	17	61%	28	70%	9	47%	108	50%
Laundry in building	61	44%	32	55%	8	29%	14	35%	6	32%	101	47%
Can't hear your neighbors	53	38%	16	28%	9	32%	17	43%	11	58%	92	43%
Laundry in unit	39	28%	12	21%	8	29%	16	40%	4	21%	69	32%
Sober living	39	28%	16	28%	5	18%	12	30%	6	32%	49	23%
Can't smell odors outside your apartment	35	25%	11	19%	7	25%	5	13%	9	47%	58	27%
Outdoor space	32	23%	13	22%	4	14%	11	28%	4	21%	56	26%
Living someplace without racial discrimination	29	21%	18	31%	3	11%	1	3%	7	37%	11	5%
Place without other types of discrimination	27	19%	13	22%	3	11%	9	23%	2	11%	27	13%
Laundry on your floor	20	14%	8	14%	1	4%	8	20%	3	16%	33	15%
Rec room	19	14%	6	10%	3	11%	5	13%	1	5%	28	13%
Gym	18	13%	5	9%	4	14%	7	18%	3	16%	23	11%
Comp lab	17	12%	6	10%	3	11%	7	18%	1	5%	33	15%

What do you need to move into housing?

Money being the top choice is not surprising. The second top choice for all BIPOC was having a landlord who did not discriminate against you for being homeless. Most answers received at least 20% of respondents indicating them as needs. Though several types of health support were chosen less often than most other choices, general help managing health symptoms and specifically physical health support were requested fairly often. People may be grouping all of their health needs under "general" health needs.

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Money	90	66%	34	60%	19	68%	24	60%	13	23%	146	68%
No discrimination based on being homeless	80	58%	29	51%	19	68%	3	8%	1	2%	~~0~~	~~0%~~
Cook	71	52%	28	49%	12	43%	20	50%	10	18%	96	45%
Furniture	70	51%	28	49%	12	43%	22	55%	10	18%	105	49%
Accepts criminal history	68	50%	25	44%	12	43%	19	48%	11	19%	71	33%
No discrimination based on race	64	47%	30	53%	10	36%	15	38%	11	19%	37	17%
Stable housing while waiting	62	45%	25	44%	11	39%	24	60%	6	11%	83	39%
Accepts poor credit history	58	42%	19	33%	8	29%	20	50%	10	18%	96	45%
No discrimination based on other factors	55	40%	21	37%	7	25%	19	48%	8	14%	73	34%
Accessible unit	54	39%	21	37%	10	36%	18	45%	5	9%	72	34%
Someone to advocate for me	54	39%	21	37%	10	36%	18	45%	5	9%	72	34%
Support for my physical health	30	22%	11	19%	3	11%	12	30%	3	5%	48	22%
Support health (general)	27	20%	10	18%	4	14%	8	20%	1	2%	44	21%
Help moving	22	16%	7	12%	2	7%	10	25%	3	5%	41	19%
Support mental health symptoms	18	13%	8	14%	3	11%	3	8%	1	2%	19	9%
Support for addiction	17	12%	8	14%	2	7%	3	8%	1	2%	17	8%

What do you need to stay in housing?

Again, money is identified most frequently. Friends and family visiting freely comes in second. Considering that people's second most frequently selected concern for moving into housing was following the rules, any rules that restrict the freedom of friends and family to visit may add considerable stress to people moving into housing. The importance of friendship and family show up over and over in the survey. Identifying ways to support and continue those structures should be explored.

Having someone to advocate for you falls into the top four needs for all but Native Americans (and there it's 5th). Black people express concern about the need to address discrimination from property managers at a much higher rate than other BIPOC, but Latinos and Native Americans are also concerned. While health supports were not in the top, they were present in all groups at about 20% or higher with the exception of Asian respondents.

	BIPOC										White Alone	
	All BIPOC		Black		Latino		Native American		Asian			
Pay rent	83	60%	34	61%	11	39%	28	70%	11	20%	132	62%
Family and family can visit freely	70	51%	22	39%	15	54%	26	65%	7	13%	108	50%
Some to advocate for you	49	36%	19	34%	8	29%	14	35%	5	26%	83	39%
Property manager does not discriminate based on race	46	33%	24	43%	7	25%	12	30%	4	7%	22	10%
Property manager does not discriminate for other reason	41	30%	12	21%	6	21%	15	38%	5	9%	74	35%
Support health needs	40	29%	12	21%	5	18%	13	33%	4	7%	69	32%
Transportation	38	28%	18	32%	3	11%	16	40%	2	4%	49	23%
Sober living	28	20%	7	13%	6	21%	7	18%	5	9%	33	15%
Support PH	21	15%	7	13%	2	7%	7	18%	1	2%	19	9%
Support MH	21	15%	8	14%	3	11%	5	13%	1	2%	28	13%
Support Addiction	17	12%	7	13%	2	7%	3	8%	1	2%	25	12%