

Clackamas County

Supportive Housing Services

Extended Annual Report to Metro

Fiscal Year 24-25



1. Executive Summary

As we reflect on the cumulative impact of Supportive Housing Services to Clackamas County, we are heartened by the tenacity and compassion of the service providers who are profoundly changing the lives of the people we serve. Over four years of SHS implementation, 2,873 people who have faced homelessness in the county have been housed through permanent supportive housing and rapid rehousing. Regional Long-term Rent Assistance, combined with Supportive Housing Case Management, is actively supporting 1,698 people in the county in retaining their housing to permanently end their homelessness. This year also marked the early accomplishment of the county's ten-year commitment to connect 1,065 households to permanent supportive housing and 2,130 households to housing stabilization through eviction prevention and rapid rehousing; the county surpassed both goals, in total placing 1,111 households in permanent supportive housing and 3,741 households in rapid rehousing or eviction prevention. **For several thousand people in Clackamas County, home was made possible by SHS.**

To date we have created and sustained 238 transitional and shelter units—189 of which operate year-round. In this fiscal year we opened Clackamas Village, a 24-pod village staffed to provide behavioral health support, wraparound services, recovery, and permanent housing transition. New programs this year included Resource Navigation, working directly with people on the By Name List at coordinated entry to find housing and diverting dozens of people from chronic homelessness; the community paramedic, providing outreach and basic health care to homeless individuals; and City-Led Initiatives, fully launched in FY 24-25 to provide local solutions to homelessness and housing insecurity.

Key areas of growth in FY 24-25 included health-housing integration and the expansion of rural programming. Health-Related Social Needs programming launched this year, paving the way for Medicaid dollars to pay for short-term housing assistance. The Long-term Rental Assistance (LTRA) voucher program also launched, providing housing assistance pathways outside of the Urban Growth Boundary. Our SHS programming continued to grow in two key service components: eviction prevention (serving 1821 households this fiscal year, an increase of 593 households from last fiscal year) and outreach (engaging 1,155 people this fiscal year, doubling our outreach engagements from last fiscal year). We increased the number and depth of professional development opportunities for our providers and threaded racial equity work intentionally throughout our programming.

Our FY 24-25 Annual Work Plan set forth 12 qualitative goals across four functional areas—advancing racial equity, capacity building for service providers, capacity building for systems infrastructure, and Local Implementation Plan goals. Clackamas County fulfilled all of these commitments over the fiscal year. We additionally set quantitative goals at the outset of the fiscal year and met all of them with the exception of the goal to place 275 households into Permanent Supportive Housing. When Metro's mid-year SHS tax collection forecast showed significant revenue decline, Clackamas County took the necessary steps to mitigate any immediate negative effects to services, including the indefinite pause on issuing new Regional Long-term Rent Assistance (RLRA) vouchers. While this preserved uninterrupted service provision for current RLRA voucher holders, the county understood at the time this decision was made that it would not meet its goal to house all 275 households as stated in its Annual Workplan. It should be noted that even in underperforming on our annual goal, the county has already exceeded its SHS Measure ten-year goal to connect 1,065 households to permanent supportive housing.

Clackamas County continues to collaborate with Metro, Multnomah County, and Washington County to advance regional goals. This year, under the landlord recruitment and retention goal area, Clackamas County stood up an RLRA risk mitigation program to reimburse extraordinary costs to landlords and incentivize landlord participation in RLRA. Work was also done under the coordinated entry goal area to align assessment questions and regionalize approaches to case conferencing and prioritization to advance racial equity. Under the healthcare system alignment goal, health-housing staff worked toward medically enhanced shelter models and regionalized cross-system care coordination and data sharing. Under employment recruitment and retention, the counties worked with Metro to execute a regional wage survey and deliver a plan to the TCPB in September 2025.

In addition to surpassing ten-year commitments more than five years early, for permanent supportive housing and housing stabilization, Clackamas County continued to deliver on the priorities of our Local Implementation Plan, including advancing racial equity; enhancing inclusive community engagement; intentional investment in the growth of grassroots service providers through continued technical assistance, capacity building, and professional development opportunities; and investment in internal county infrastructure to support access to coordinated entry.

As we reflect on the sum of the work of FY 24-25, we also take note of the backdrop against which it stands: increasing revenue volatility, a hazy economic forecast, state funding decreases, and continued inflow into our system representing new individuals experiencing housing crises in the county. Looking ahead to next year, we therefore continue to fund eviction prevention services to stem the flow of homelessness, as well as Resource Navigation, to work with individuals experiencing homelessness and prevent cycles of chronic homelessness before they start. We also look to balance our continuum of services, strategize on cost containment, and prioritize nimbleness, fluidity, and flexibility of services.

2. Housing and Services

Permanent supportive housing capacity and need

Methodological guidance: For households in need of PSH, include the # of Population A households in Coordinated Entry, Emergency Shelter, Street Outreach, Transitional Housing, and By-Name Lists. The 2021 baseline does not need to be resubmitted unless you have recalculated it since the year 3 report.

Permanent supportive housing (PSH) creates a stable living situation for people who have experienced long-term homelessness by combining long-term rental assistance and ongoing supportive services to help achieve housing stability. PSH is the most effective type of housing for households identified as Population A in the SHS Measure: people with extremely low incomes and one or more disabling conditions who are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness. The 181 households (363 people) placed into PSH this year were a combination of households added to Regional Long-term Rent Assistance program and households placed into project-based supportive housing units at sites like Good Shepherd Village, Las Flores, Mercy Greenbrae, and Renaissance Court. In four years, SHS has created 1,162 new PSH units in the county, surpassing the county's commitment to place 1,065 households into permanent supportive housing, part of a tri-county regional goal to create 5,000 new permanent supportive housing units over the ten-year lifetime of the SHS measure.

Figure 1: Permanent supportive housing capacity and need		
Number of permanent supportive housing units created and total capacity	# of SHS-funded PSH units/vouchers added since July 1, 2021	1,162
	# of SHS-funded PSH units/vouchers added in year 4	232
Households in need of permanent supportive housing	# of households in need of PSH in 2021 (baseline)	997
	# of households in need of PSH in year 4	1,606

Housing placements and preventions

Methodological guidance: Follow the year 4 quarterly reporting template methodology (see Appendix A).

Rapid rehousing (RRH) assists households who are recently or on the verge of homelessness. This programming includes housing search assistance, case management, and short-term rent assistance to help households move from temporary housing or homelessness into permanent housing. Rapid re-housing is typically utilized for households identified as Population B in the SHS Measure: people who are experiencing homelessness or have substantial risk of experiencing homelessness. Clackamas County placed 191 households into RRH programs this fiscal year.

Additionally, SHS-funded eviction prevention programs kept 1,821 households (3,793 people) in their own homes this year. These services and rental assistance provide stability for households before they lose their housing.

The county partners with Impact NW, Home Forward, and the Mental Health & Addiction Association of Oregon to provide ongoing peer support services for residents in programs and properties managed by the Housing Authority of Clackamas County (HACC). Peer support specialists work closely with HACC resident services staff to identify residents in need and intervene with supportive services to prevent evictions or other loss of housing. Additionally,

peer support specialists plan and coordinate community events for residents, create and implement resident initiatives, and assist residents with resource referrals and systems navigation.

This year the county's Housing and Community Development Division partnered with the county's Social Services Division to provide \$5M in SHS funding for rental assistance to households in the Metro jurisdictional boundary experiencing housing instability and at risk of losing their housing. Funds paid for rent and rent arrearages for households in need. Households facing eviction can also participate in SHS-funded landlord-tenant mediation through Clackamas County Children, Family, and Community Connections.

Figure 2: Housing placements and preventions		
Permanent supportive housing placements	# of households placed in PSH in year 4	181
	# of people placed in PSH in year 4	363
Rapid rehousing placements	# of households placed in RRH in year 4	191
	# of people placed in RRH in year 4	423
Housing with services placements	# of households placed in Housing with Services in year 4	--
	# of people placed in Housing with Services in year 4	--
Housing only placements	# of households placed in Housing Only in year 4	--
	# of people placed in Housing Only in year 4	--
Eviction/homelessness prevention	# of households served with prevention services in year 4	1,821
	# of people served with prevention services in year 4	3,793
Total housing placements and preventions	Total (unduplicated) # of households placed in PSH, RRH, Housing with Services, Housing Only or served with prevention services in year 4	2,193
	Total (unduplicated) # of people placed in PSH, RRH, Housing with Services, Housing Only or served with prevention services in year 4	4,579
Regional long-term rent assistance (subset of housing placements)	RLRA vouchers issued in year 4	139
	Households newly leased up using RLRA in year 4	212
	People newly leased up using RLRA in year 4	442

	Total households in housing using RLRA in year 4	964
	Total people in housing using RLRA in year 4	1,829
	Total households housed using an RLRA voucher since July 1, 2021	1,024
	Total people housed using an RLRA voucher since July 1, 2021	1,913

Safety on and off the streets

Methodological guidance:

- *Emergency shelter capacity: total inventory is the sum of the bed inventory in congregate shelters + unit inventory in non-congregate or semi-congregate settings. This should match HIC plus include non-HUD shelters such as safe parking programs.*
- *Emergency shelter households/people served and outreach engagements: Follow the year 4 quarterly reporting template methodology (see Appendix A).*

Our street outreach to people experiencing homelessness is carried out by seven service providers, including two grassroots and two culturally specific outreach providers. Outreach workers connect with our community members experiencing homelessness, provide essential and survival supplies such as food, laundry, and showers, and connect people with emergency shelter and the county's coordinated entry system for permanent housing placement. This year, 1,155 people received homeless outreach.

Working with evidence-based Built for Zero methodology, we are tracking each individual who enters and exits homelessness by name, and reaching out to each person as many times as it takes to support their journey to housing, with the goal of making homelessness in Clackamas County rare, brief, and non-recurring. Outreach services are delivered through a combination of site-based, in-reach, pop-up events, and mobile methods. In-reach is conducted at Clackamas Service Center, a safe and welcoming access point for services like laundry, showers, groceries, meals, clothing, and connections to health services and rental assistance.

During the February freeze this year, our outreach team activated to provide life-saving supplies and identify highly vulnerable individuals for temporary inclement weather shelter. In addition to 49 units of emergency shelter for extreme weather during dangerous hot and cold temperatures, Clackamas County operates 189 units of year-round shelter. SHS resources sheltered 1,426 people this year through seven shelter operator partners.

Everyone who enters these shelters is connected to services to find permanent housing. Many of these emergency and transitional shelter units are dedicated to supporting specific populations, such as families, veterans, survivors of domestic violence, and youth. Casa Esperanza, operated by Northwest Family Services, is a dedicated space for Latina survivors of violence. Veterans Village, a pod-based transitional shelter village, welcomes homeless veterans. Auntie's Place, or k'wat yaka haws in the Chinook Wawa language, is the first culturally specific shelter program in the Portland metro region for indigenous families experiencing homelessness. This year we also opened Clackamas Village, a transitional housing village with onsite recovery-oriented services.

Figure 3: Safety on and off the streets

Emergency shelter capacity	Total inventory of emergency shelter beds/units created or	238
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	sustained with SHS funds in year 4	
Emergency shelter households/people served	# of households served in emergency shelter beds/units in year 4	1,006
	# of people served in emergency shelter beds/units in year 4	1,426
Street outreach capacity	# of organizations supported with SHS funds to conduct street outreach	7
	# of street outreach teams supported with SHS funds	6
In-reach capacity	Describe the in-reach conducted in access centers, shelters, etc.	See narrative
Outreach engagements (street outreach and in-reach)	# of people engaged in year 4	877

3. Housing Stability

Our Permanent Supportive Housing program boasted a housing retention rate of 95% this year. This means that 95% of formerly homeless families placed into PSH have not returned to homelessness in 12 months. In rapid rehousing programs, the retention rate was 89%. The benchmark for successful housing retention is 85%, meaning that Clackamas County is well on its way to realizing a community where homelessness is rare, brief, and non-recurring. Housing retention is calculated at 12 months after initial placement, and for people who have been in housing programs longer than a year, every 12 months thereafter.

A high housing retention rate is indicative of the overall success of a housing services system in which the goal is to permanently end homelessness for people once moved into housing. One factor in housing retention in the county is the success of our Supportive Housing Case Management programs, dedicated to ensuring participants remain in their housing long-term. Intensive, relationship-based, and trauma-informed one-on-one case management is focused on housing stabilization and lease compliance and is offered with highly flexible services tailored to meet the needs of each household.

Ongoing housing support

Methodological guidance: This measure is intended to capture SHS investments in ongoing support for households (through services and/or rent assistance), including for households placed in housing in year 4 and those placed in previous years that continued to receive support in year 4. Commonly referred to as "active households," this should include any households that were enrolled in SHS-funded housing programs and received services and/or rent assistance in those programs at any point during year 4.

Figure 4: Ongoing housing support		
Total households in housing utilizing PSH	# of households in PSH that received SHS-funded rent assistance and/or services in year 4	1,035
	# of people in PSH that received SHS-funded rent assistance and/or services in year 4	1,914
Total households in housing utilizing RRH	# of households in RRH that received SHS-funded rent assistance and/or services in year 4	350
	# of people in RRH that received SHS-funded rent assistance and/or services in year 4	779
Total households in housing utilizing Housing with Services	# of households in Housing with Services that received SHS-funded rent assistance and/or services in year 4	--
	# of people in Housing with Services that received SHS-funded rent assistance and/or services in year 4	--
Total households in housing utilizing Housing Only	# of households in Housing Only that received SHS-funded rent assistance and/or services in year 4	--
	# of people in Housing Only that received SHS-funded rent assistance and/or services in year 4	--
Housing support capacity	# of service providers contracted to provide ongoing housing support (i.e.	18

	housing retention services) in year 4 across all of the above programs	
	Optional: # of households the contracted providers have the capacity to provide with ongoing housing support (i.e. housing retention services) in year 4	1526

Housing retention rates

Methodological guidance:

- Overall rate: % of households placed into SHS-funded PSH/RRH who retained housing at 12 months.
- Disaggregated by race/ethnicity: of the total people in each race/ethnicity who were placed into SHS-funded PSH/RRH, the % who retained housing at 12 months.

Figure 5: Housing retention rates		
12-month housing retention rate in PSH (households)	% of households placed into PSH who retained housing at 12 months	95.0%
	# of households placed into PSH who retained housing at 12 months	1,055
12-month housing retention rate in PSH (people)	% of people placed into PSH who retained housing at 12 months	96.1%
	# of people placed into PSH who retained housing at 12 months	1,765
12-month housing retention rate in PSH disaggregated by race/ethnicity (people)	American Indian, Alaska Native or Indigenous	95.6%
	Asian or Asian American	100.0%
	Black, African American or African	93.2%
	Hispanic or Latina/e/o	98.1%
	Middle Eastern or North African	--
	Native Hawaiian or Pacific Islander	100.0%
	White	98.6%
	Non-Hispanic white	96.8%
12-month housing retention rate in RRH (households)	% of households placed into RRH who retained housing at 12 months	89.4%
	# of households placed into RRH who retained housing at 12 months	110
12-month housing retention rate in RRH (people)	% of people placed into RRH who retained housing at 12 months	89.1%
	# of people placed into RRH who retained housing at 12 months	269
12-month housing retention rate in RRH disaggregated by	American Indian, Alaska Native or Indigenous	76.9%

race/ethnicity (people)	Asian or Asian American	100.0%
	Black, African American or African	92.9%
	Hispanic or Latina/e/o	91.7%
	Middle Eastern or North African	--
	Native Hawaiian or Pacific Islander	100.0%
	White	90.9%
	Non-Hispanic white	88.6%

System inflow and outflow

Methodological guidance: Use the Built for Zero methodology for measuring Functional Zero, using a monthly inflow/outflow procedure. Provide an average of the monthly inflow and outflow, with outflow only to HUD 'Permanent' destinations.

Figure 6: System inflow and outflow		
Average monthly inflow #s (people)	Average number of people entering the homeless services system per month	582 people 399 households
Average monthly outflow #s (people)	Average number of people exiting the homeless services system to permanent housing per month	332 people 225 households

Length of time homeless

Methodological guidance: Use HUD system performance measures 1a and 1b: Average length of time between Approximate Date This Episode of Homelessness Started (HMIS Element 3.917.3) and Housing Move-In Date.

Figure 7: Length of time homeless		
Length of time homeless (households)	Average number of years homeless for households served in SHS programs	1.78 years
	Average number of years homeless for all households served in county's homelessness programs	1.96 years

Length of time in program before being housed

Methodological guidance: Use HUD system performance measures 1a and 1b: Average number of days between first Project Start Date until Housing Move-In Date.

Figure 8: Length of time in program before being housed		
Length of time in program before being housed (households)	Average number of days spent in SHS programs before being housed	53 days
	Average number of days spent in all county's homelessness programs before being housed	80 days

Returns to homelessness

Methodological guidance: Percentage of households exiting the homeless services system to a permanent housing destination who returned to the homeless services system within 24 months of exit. Use HUD system performance measure 2. Denominator is the number of households who have received or retained housing. Of the above households, numerator is the number of households with a new project start date after Housing Move-In Date (for RRH/PSH) or Project Exit Date (for Prevention), into a project indicating the client experienced homelessness again.

Figure 9: Returns to homelessness		
% of households exiting to permanent housing that returned to homeless service system within 24 months	Average rate of returns to homelessness for households served in SHS programs	14%
	Average rate of returns to homelessness for all households served in county's homelessness programs	12%
% of people exiting to permanent housing that returned to homeless service system within 24 months	Average rate of returns to homelessness for people served in SHS programs	14%
	Average rate of returns to homelessness for all people served in county's homelessness programs	12%

4. Populations Served

The following tables summarize key demographic information of the populations served in SHS housing placements, eviction prevention, and shelter. Clackamas County has centered equity through its implementation of SHS programming, with a strong focus on reducing racial disparities in homelessness and enhancing access to services for Communities of Color. Please see Section 10 for the county's 2025 racial equity analysis across SHS programs.

Permanent supportive housing placements

Methodological guidance: Follow the year 4 quarterly reporting template methodology (see Appendix A).

Figure 10: Permanent supportive housing placements			
Metric	Data	#	%
Total PSH placements	Households	181	
	People	363	
Population A & B (households)	Households in Pop A placed in PSH	143	79.0%
	Households in Pop B placed in PSH	38	21.0%
	Households without Pop A/B data	--	--
Race & ethnicity (people)	American Indian, Alaska Native or Indigenous	48	13.2%
	Asian or Asian American	5	1.4%
	Black, African American or African	47	12.9%
	Hispanic/Latina/e/o	108	29.8%
	Middle Eastern or North African	--	--
	Native Hawaiian or Pacific Islander	6	1.7%
	White	298	82.1%
	Non-Hispanic White (subset of White category)	184	50.7%
	Client doesn't know	--	--
	Client prefers not to answer	1	0.3%
Disability status (people)	Data not collected	4	1.1%
	Persons with disabilities	130	63.4%
	Persons without disabilities	68	33.2%
Gender identity (people)	Disability unreported	7	3.4%
	Woman (Girl, if child)	102	49.8%
	Man (Boy, if child)	98	47.8%
	Culturally specific identity	--	--
	Non-binary	--	--
	Transgender	--	--
	Questioning	--	--
	Different identity	--	--
	Client doesn't know	--	--
	Client prefers not to answer	1	0.5%
	Data not collected	4	2.0%

Rapid rehousing placements

Methodological guidance: Follow the year 4 quarterly reporting template methodology (see Appendix A).

Figure 11: Rapid rehousing placements

Metric	Data	#	%
Total RRH placements	Households	191	
	People	423	
Population A & B (households)	Households in Pop A placed in RRH	49	25.7%
	Households in Pop B placed in RRH	142	74.3%
	Households without Pop A/B data	--	--
Race & ethnicity (people)	American Indian, Alaska Native or Indigenous	28	6.6%
	Asian or Asian American	5	1.2%
	Black, African American or African	69	16.3%
	Hispanic/Latina/e/o	103	24.3%
	Middle Eastern or North African	--	--
	Native Hawaiian or Pacific Islander	7	1.7%
	White	281	66.4%
	Non-Hispanic White (subset of White category)	180	42.6%
	Client doesn't know	--	--
	Client prefers not to answer	--	--
	Data not collected	8	1.9%
Disability status (people)	Persons with disabilities	166	39.2%
	Persons without disabilities	237	56.0%
	Disability unreported	20	4.7%
Gender identity (people)	Woman (Girl, if child)	259	61.2%
	Man (Boy, if child)	154	36.4%
	Culturally specific identity	--	--
	Non-binary	3	0.7%
	Transgender	1	0.2%
	Questioning	1	0.2%
	Different identity	--	--
	Client doesn't know	--	--
	Client prefers not to answer	1	0.2%
	Data not collected	4	0.9%

Housing with services placements

N/A

Housing only placements

N/A

Preventions*Methodological guidance: Follow the year 4 quarterly reporting template methodology (see Appendix A).***Figure 14: Preventions**

Metric	Data	#	%
Total preventions	Households	1,821	

	People	3,793	
Population A & B (households)	Households in Pop A served with preventions	171	9.4%
	Households in Pop B served with preventions	1,650	90.6%
	Households without Pop A/B data	--	--
Race & ethnicity (people)	American Indian, Alaska Native or Indigenous	146	3.8%
	Asian or Asian American	74	2.0%
	Black, African American or African	435	11.5%
	Hispanic/Latina/e/o	747	19.7%
	Middle Eastern or North African	1	0.1%
	Native Hawaiian or Pacific Islander	133	3.5%
	White	2,725	71.8%
	Non-Hispanic White (subset of White category)	1,445	38.1%
	Client doesn't know	4	0.1%
	Client prefers not to answer	61	1.6%
	Data not collected	92	2.4%
Disability status (people)	Persons with disabilities	1,087	28.7%
	Persons without disabilities	2,321	61.2%
	Disability unreported	385	10.2%
Gender identity (people)	Woman (Girl, if child)	2,168	57.2%
	Man (Boy, if child)	1,505	39.7%
	Culturally specific identity	--	--
	Non-binary	14	0.4%
	Transgender	12	0.3%
	Questioning	--	--
	Different identity	--	--
	Client doesn't know	3	0.1%
	Client prefers not to answer	27	0.7%
	Data not collected	64	1.7%

Shelter

Methodological guidance: Follow the year 4 quarterly reporting template methodology (see Appendix A).

Figure 15: Shelter

Metric	Data	#	%
Total served in shelter	Households	1,006	
	People	1,426	
Population A & B (households)	Households in Pop A served in shelter	603	59.9%
	Households in Pop B served in shelter	403	40.1%
	Households without Pop A/B data	--	--
Race & ethnicity (people)	American Indian, Alaska Native or Indigenous	168	11.8%
	Asian or Asian American	35	2.5%
	Black, African American or African	118	8.3%
	Hispanic/Latina/e/o	357	25.0%
	Middle Eastern or North African	1	0.1%

	Native Hawaiian or Pacific Islander	30	2.1%
	White	851	59.7%
	Non-Hispanic White (subset of White category)	734	51.5%
	Client doesn't know	1	0.1%
	Client prefers not to answer	15	1.1%
	Data not collected	8	0.6%
Disability status (people)	Persons with disabilities	612	42.9%
	Persons without disabilities	566	39.7%
	Disability unreported	248	17.4%
Gender identity (people)	Woman (Girl, if child)	618	43.3%
	Man (Boy, if child)	771	54.1%
	Culturally specific identity	--	--
	Non-binary	11	0.8%
	Transgender	1	0.1%
	Questioning	2	0.1%
	Different identity	1	0.1%
	Client doesn't know	--	--
	Client prefers not to answer	13	0.9%
	Data not collected	9	0.6%

5. Provider Partnerships

Procurement Processes

To steward SHS funding through an equitable and transparent process, the Housing and Community Development Division contracting team created an open and competitive procurement process that reduces the chance of collusion, minimizes political pressures, and offers the opportunity to capture significant benefit and value for both the county and the public. In our approach, all solicitations (Request for Proposals, Program Offers, etc.) are posted in Oregon Buys for anyone to review and Bid Locker for solicitation submissions. All bid solicitations include a scope of work, evaluation criteria, and questions and answers, so everyone receives the same information throughout the process and notifications of successful bids. Following each procurement, we provide opportunities for debriefings for unsuccessful applicants to provide feedback about their scores and identify opportunities for future improvement.

Partnership Expansions

Throughout SHS implementation, Clackamas County has provided technical assistance and capacity building support to its service providers using a variety of strategies, including capacity building grants, one-on-one technical assistance with county staff, and consultant-driven organizational development. As our homeless services system has grown, so too has the need for a broader pool of consultants. To that end, Metro, with cooperation from the three regional counties, issued a Request for Qualifications (RFQu) to stock a pool of proposers with a variety of resources, skills, and experience. The RFQu generated 268 proposals across 14 disciplines from homeless services best practices to data research and evaluation. Several dozen organizations were qualified and ranked, deepening regional resources for targeted support and tailored capacity building.

This fiscal year Clackamas County also expanded the breadth of its partnerships to reinforce capacity and culturally responsive care across the continuum. CHA staff engaged with a wide network of organizations, including Clackamas County Veterans Services, Project Access Now, IRCO, Rent Well, and others, to improve referral pathways, ensuring smooth service delivery. New contracts were established with providers such as Community Vision, Just Compassion, Sunstone Way, and City-Led Initiative partners like Heart of the City and Wilsonville Community Sharing. Expanding services with existing providers, SHS is also supporting contracts to embed housing supports within health systems, with providers like Northwest Family Services—funding new housing case manager positions to support Clackamas County Behavioral Health Crisis Clinic and Mobile Crisis—and The Father’s Heart Street Ministry, who is developing and launching a medical respite program. Intra-county collaboration work also served to stand up the new CHA Resource Navigation program within the Social Services Division.

Case conferencing, a collaborative, multi-provider, problem-solving forum for early intervention and staffing complex cases, also presented opportunity to deepen county-partner engagement. Foci included veterans, families, single adults, youth, health and housing, and coordinated entry. Contracted service providers attended these meetings alongside school liaisons, behavioral health specialists, law enforcement, recovery services providers, and the Oregon Department of Human Services. Staff attended a regional case conferencing workshop to align approaches across the three counties, and an internal workgroup of case conferencing facilitators met for continuous improvement efforts. The team developed a new process for requesting case conferencing, and work is underway to enhance accessibility of case conferencing for culturally specific providers.

SHS funded programs

See attachment for Figure 16.

SHS service provider contracts

Methodological guidance: Provide contract amounts for services to be delivered July 1, 2024 to June 30, 2025.

See attachment for Figure 17.

6. Provider Capacity Building

In FY 24-25 Clackamas County supported capacity building efforts for our contracted service providers through technical assistance, dedicated capacity building allocations, and a series of training initiatives.

Technical Assistance: An allocation of \$1.0M per year supports our service providers in developing and improving their operations for human resources, fiscal business services, strategic planning, program design and implementation, and policies and procedures. These services have been utilized by four service providers, two of which are culturally specific. Contracted service providers will have access to technical assistance services through the end of FY 26-27.

Capacity Building Allocations: Clackamas County prioritized capacity building allocations for service providers during years 1-3 to help providers scale their programs quickly and to help grassroots providers establish formal administrative capacity to manage large contracts. In year 4, Clackamas County provided capacity building funds to the Native American Youth and Family Center (NAYA), a culturally specific provider, as they were standing up the region's first Native American family shelter. NAYA received \$84,285 to complete minor renovations to the shelter and upgrade security.

Training: Each year Clackamas County provides multiple training opportunities on a variety of topics to support the development of contracted service provider staff, share best practices, and ensure consistent practices are utilized throughout the housing services system.

Housing Problem-Solving: Clackamas County allocated \$24,700 for a series of new Housing Problem-Solving training sessions. In June, 51 front-line staff from 13 service providers, including three culturally specific providers, attended two days of training, which focused on proactive, trauma-informed, and equity centered housing problem-solving interventions that prevent homelessness and promote creative solutions outside of traditional housing resources. Housing Problem-Solving is a national best practice that can make a huge impact by quickly resolve housing crises, improve housing stability, reduce homelessness, and potentially lower healthcare costs. It achieves these outcomes by empowering individuals to find housing solutions using their strengths and community resources, which makes our system more efficient and less reliant on traditional, costly assistance programs.

Housing First Response: Clackamas County hosted four Housing First Response training sessions, attended by 113 individuals across 31 service providers, six of which were culturally specific agencies. Housing First Response offers an overview of how the county's Coordinated Housing Access system works, diversion training on how to support people experiencing a housing crisis, and solutions to language and cultural barriers many program participants face.

HMIS Boosters: The HMIS Admin Team hosted monthly supplemental HMIS booster training sessions, which provided opportunities for 56 HMIS users from multiple service providers, including four culturally specific providers, on best practices for handling critical HMIS data elements such as Move-In Dates and Households, as well as processes such as referrals and reporting.

Assertive Engagement: Clackamas County partnered with WalRhon Psychological Services to host two eight-hour sessions on assertive engagement, which included in-depth training on motivational interviewing and trauma informed care. 30 attendees from 21 agencies, five of which were culturally specific, participated in the training.

Following these initial training sessions, county staff organized an Assertive Engagement Train-the-Trainer Cohort, which includes four partner agencies: Clackamas Women's Services, Catholic Charities, Northwest Family Services, and El Programa Hispano Católico—a culturally specific agency. The cohort began their train-the-trainer sessions in September of 2025. Additional 2-hour sessions will be offered monthly, with a mix of virtual and in-person training, covering various assertive engagement topics and offering a deep dive to help strengthen the understanding of core assertive engagement concepts with a focus on skill development.

Racial Equity Training Series: Clackamas County partnered with the Athena Group to lead a three-part training series, which introduced strategies to address harm and microaggressions and build inclusive practices rooted in accountability and belonging. The series provided tools to lead equity-centered conversations in attendees' organizations and explored peer-to-peer planning around creating a Community of Practice to move the conversations and work forward. 73 participants from 13 providers, four of which were culturally specific, attended the three-part series.

Equity Connections Lunch & Learn Series: This year county staff launched a new Lunch & Learn series designed to build community, deepen equity learning, and inspire cultural connection through storytelling, reflection, and shared lived experiences. This series is an intentional space for equity learning, healing, and movement-building, which strengthens cross-sector relationships and embeds equity into workplace culture and service delivery. 22 participants from six providers, two of which were culturally specific, attended the kickoff luncheon, and there is strong interest from the provider community to continue this new series into FY 25-26.

Equitable Service Delivery

In FY 24-25, Clackamas County advanced its commitment to equitable service delivery by embedding anti-racist, gender-affirming, and culturally responsive practices across teams and provider networks. This work ensured the integration of equity standards into training, policy development, contract oversight, and direct technical assistance.

- Quarterly Data Quality Provider Meetings incorporated bilingual resources and trainings designed to enhance cultural responsiveness. Highlights included hosting Rent Well with bilingual handouts and distributing educational materials supporting inclusive engagement with diverse populations.
- By ensuring broad representation in Program Policy Workgroup meetings, equity is incorporated into policy development, reflecting diverse perspectives and lived experiences.
- Equity work is further habituated through standard contract language, that requires providers to ensure staff participation in professional development focused on inclusion, accessibility, and continuous learning.
- For positions directly interacting with participants, such as at coordinated entry, bicultural and bilingual staff are prioritized in recruitment, broadening access for people whose preferred language is not English.
- Staff also participated regularly in Metro's virtual inclusion and cultural competency training sessions, in-person county-sponsored training sessions, and engaged with the Health, Housing & Human Services Department Equity Toolkit for new programs and projects.

For a detailed account of Clackamas County's efforts to advance racial equity in FY 24-25, see Section 10.

Contract Administration

As SHS-funded programs have continued to see massive growth year-over-year, internal county processes such as invoice processing have at times struggled to maintain pace with the growth of programming. In Q1 of FY 24-25, just 52% of invoices were processed within 30 days of receipt as a lack of internal capacity contributed to backlog. In response to this, two new accountants were added to the HCDD Finance team, and by Q4, 86% of all invoices were processed within 30 days of receipt.

A new programmatic review process for invoices, in addition to the existing fiscal review, was implemented to ensure that invoices and their supporting documentation were accurate and consistent with the program's activities for that month. Program staff reviewed billed personnel and flex funds to ensure they matched the information highlighted by quarterly contract monitoring and that flex funds were used on eligible expenses.

HCDD also updated its advance policy for services contracts in FY 24-25. As programs have quickly grown, many service providers, particularly grassroots providers, have struggled with maintaining adequate cash flow. To help alleviate this burden, the advance policy in all SHS-funded services contracts was amended so that service providers could receive up to one-sixth of their total contract value, equal to two months of services, up front at the beginning of the fiscal year. Service providers were required to reconcile their advances no later than April and May of the same fiscal year.

Workforce Recruitment and Retention

Supportive Housing Services cannot succeed without the specialized skills of its workforce: the people who perform the difficult and essential work of helping neighbors experiencing homelessness get the services they need. In Clackamas County, wage survey data indicated client-facing staff of service providers in shelter, outreach, housing liaison, and case manager roles were paid an average of \$55,000 to \$65,000 per year in FY 23-24, with annual salaries ranging from \$30,000 to \$70,000. Based on state occupational wage data, homeless services organizations in the region were often competing to recruit and retain employees who can earn as much or more money waiting tables as they can earn supporting high-acuity, chronically homeless clients.

This fiscal year, Clackamas County staff collaborated with Metro to develop an Employee Recruitment and Retention plan, providing feedback, participating in stakeholder engagement sessions, and sharing challenges and opportunities. Together we developed a plan to implement two main strategies: 1) improvement of contracting policies and procedures, and 2) the establishment of a roadmap to achieve livable compensation rates. The strategies were presented to Metro's Tri County Planning Body in September of 2025 and are poised for adoption in the upcoming fiscal year. To regionalize the approach to workforce recruitment and retention, Metro engaged Focus Strategies to conduct the FY 24-25 regional wage study for consistency across survey questions, compensation data, and analysis.

Acknowledging the difficulty of the daily work of our service providers, we continue to promote resilience and self-care through compassionate programming. Following the death of a program participant—whether by suicide, accident, illness, or other cause—structured support for staff has been implemented. This support has included outreach by mental health professionals and on-site or virtual debriefing sessions for impacted individuals. These sessions hold space for verbal processing, emotion identification, and recognition of shared experiences and

challenges. Employee Assistance Programs, therapy, and other resources are shared for ongoing support.

Wage equity survey

For year 4, wage equity survey data will be provided through a regional survey and report conducted by Focus Strategies in collaboration with the counties. See Attachment for Figure 20.

7. County Infrastructure

Staffing Capacity

Clackamas County's Housing and Community Development Division continued to expand in the first half of FY 24-25 to support SHS program growth. In Q1 and Q2 the division underwent significant developments.

- The Health & Housing Integration team more than doubled, from 2 to 5 FTE, to support a growing health systems integration body of work.
- The Finance team added two new accountants, accommodating increased invoice volume from new and expanded programs.
- Two new data analysts, one of whom is bilingual/bicultural, were added to augment support for HMIS training, technical assistance, documentation, as well as quality and process improvement.
- Existing administrative staff were centralized, and a new Administrative Services Manager was hired and now leads the newly formed Business Operations team. This team is overhauling and streamlining personnel onboarding, records management, technology management, and much more to enhance division-wide efficiency in day-to-day work.
- Following the December 2024 freeze on the issuance of new RLRA vouchers, two vacant occupancy specialist positions were eliminated, as the team no longer needed the additional staff support.

Coordinated Entry

In 2024 CHA (Coordinated Housing Access) was the recipient of the NACo Achievement award. The NACo Achievement Awards Program recognizes innovative county government programs, which are judged on innovation and creativity, measurable results and effectiveness, and enhanced level of citizen participation in, or the understanding of, government programs. CHA connects people in a housing crisis with a trained, compassionate assessor who listens intently and pinpoints immediate needs while drawing upon local resources to find the right program fit. The CHA Housing Assessment is finely tuned to match people with the precise level of support needed.

In FY 24-25, enhancements to the CHA phone tree and phone system significantly increased our ability to answer live calls, from approximately 60% to 85%. This was a much-needed improvement, as CHA has experienced substantial call volume and growth since the pandemic, from approximately 3,000 calls in 2020 to nearly 24,000 calls in 2024. The increase in calls coincides with CHA's accessibility improvements, outreach efforts to make CHA a known pathway to assistance in the county, and trends indicating growing community need. CHA staff continue to use trauma-informed practices with every call, focusing on dignity and respect, and relying on a network of partnerships to ensure resources are up-to-date, appropriate, and effective.

Progress was also made to connect CHA callers to Health Related Social Needs (HRSN) services upon the Medicaid Waiver launch, with full implementation planned in the future. Additionally, the team gained access to two key data systems, supporting Oregon Health Plan enrollment and future HRSN service delivery.

Another major development for our coordinated entry system this year was the full implementation of Resource Navigation, in which staff worked directly with individuals on the By Name List to resolve housing crises. Resource Navigators use Housing Problem-Solving, a national best practice that empowers individuals to find housing solutions using their strengths and community resources. At an individual level, the impact of Housing Problem Solving is seen

through quick resolution of housing crises, improvement in housing stability, and, in some cases, lowered health care costs. Housing Problem Solving also has an outsize impact on systems, reducing community homelessness and decreasing reliance on traditional, costly assistance programs. In FY 24-25, Resource Navigators successfully problem-solved with 73 homeless individuals, navigating them into housing. This critical work diverts people from chronic homelessness and frees housing resources for other community members in need.

Data Systems

In FY 24-25 Clackamas County's SHS Data team invested significant time and effort toward Project UNICORN: Unified Network for Integrated Comprehensive Operations, Reporting, and Navigation. UNICORN will create a centralized tool for data-informed decision making, quality assurance, and accountability. Once integrated into the quarterly contract check-in process with service providers, UNICORN will provide a standardized framework for tracking progress and measuring performance across contracted service providers. UNICORN will also warehouse data, acting as a centralized source for reporting to funders and fulfilling ad hoc requests for data and information, providing timely and accurate responses whenever possible. Project UNICORN is currently in phase two, integrating additional data sources and implementing security controls, and developing dashboards to support decision-making. The Data team is also working on integration of a BNL dashboard into UNICORN, as well as adding test users.

Throughout this fiscal year, county staff have collaborated with housing services providers to improve data quality in our Homeless Information Management System (HMIS). Core strategies to support service providers included the development of a work instructions library, stocked with step-by-step visual guides for data entry, reporting, and compliance; regular Data Quality Provider Meetings for shared learning, troubleshooting, and co-designed tools reflecting provider needs and real-world application; and 1:1 technical assistance for individualized support to resolve data-related questions. Across all SHS programs in this fiscal year, the average data quality for the 12 HUD-required Universal Data Elements at program entry has improved to 93.95%, up from 93.14% from last fiscal year, showing clear year-over-year improvement. Notable completeness and accuracy improvements were reflected in key HMIS entry fields including race, ethnicity, gender, residence prior to entry, and relationship to head of household.

To expand HMIS technical support, two full-time, limited duration staff have been added, one of whom is bilingual/bicultural and co-developing trainings with culturally specific providers in Spanish. To meet a wider range of learning styles and cognitive needs, staff are building a suite of neurodiversity-inclusive and accessible tools, including podcast-style audio guides, mind maps that visually connect contract, administrative, and federal requirements, a friendly monthly newsletter with plain-language content (launched in July of 2025), and high-quality voiceover HMIS demonstration videos. These tools aim to reduce cognitive load and make learning feel more approachable.

A new Data Information and Request Tracker (DIRT) launched in February to streamline support for internal and external HMIS data and reporting needs. Additionally, HMIS-related policies and procedures, such as those for referrals, de-duplication, assessment overrides, and inactivity, were aligned with the four Coordinated Entry Core Elements: Access, Assessment, Prioritization, and Referral.

Monitoring and Evaluation

This year Clackamas County took deliberate steps to enhance compliance and quality improvement functions for contract oversight. We implemented a standardized, Excel-based tool

to drive discussions during our quarterly check-ins with each contracted service provider. The tool summarizes key performance indicators: households served compared to contracted capacity, total invoiced compared to contracted budget, and data quality and completeness. The tool also documents invoicing progress, qualitative program benchmarks, staffing allocated to each contracted service, and caseloads by case manager. This uniform approach ensured data-informed conversations at each quarterly check-in, as well as comprehensive performance assessment coupled with proactive problem-solving.

The quarterly check-ins provided valuable space for providers and our Housing Services team to build trust, address provider questions, and clarify contractual obligations and real-time performance. The tool was shared with providers in advance, with key sections completed by both parties. By including open-ended questions such as “provider concerns” and highlighting benchmarks, we facilitated two-way communication and created more opportunities for provider success. Notably, data quality and performance outcomes improved significantly for our culturally specific and grassroots providers.

Monitoring and feedback loops for immediate training and ongoing boosters were implemented for all areas of data quality—completeness, accuracy, validity, and timeliness. A complete cycle of participant file reviews was completed for the Supportive Housing Case Management program. Programmatic reviews of invoices provided an extra level of review to assure appropriate use of funding. Throughout the fiscal year, the use of the standardized check-in tool elevated performance management, drove continuous improvement, and developed the county’s capacity as the lead agency to be an agile, proactive, and collaborative partner in administering contracted services.

Addressing Challenges

The most significant challenge facing Clackamas County’s homeless services system is that of declining and uncertain revenue as we continue to try to meet the needs of our community; the number of people entering our homeless services system per month continues to exceed that of the number exiting. The updated SHS revenue forecast published in December 2024 severely hampered our planned growth for programs and county infrastructure. In response to the lower forecast, we issued an immediate pause to the issuance of all new RLRA vouchers and froze all new programs which were scheduled to launch later that fiscal year. Internally, an immediate hiring freeze on all SHS-funded positions was initiated.

RLRA has historically been the largest and most expensive SHS program. With decreased revenue forecasted for the next several years, the county has had to pivot from its original plans for further RLRA expansion and begin decreasing the total number of households enrolled in the program to ensure long-term budget stability. In FY 25-26 we are launching the Housing 4 Success Program which is a three-year rental assistance program with supportive services to help approximately 100 Population B households develop income, become self-sufficient, and transition off permanent rental assistance.

Accompanying the decreased SHS forecast, the new administration in the federal government immediately indicated that sweeping changes would be coming to the management and distribution of federal dollars for housing and homelessness programs. The uncertainty of such a longstanding and major funding source can only exacerbate capacity issues, as staff may now need to contemplate the loss of long-existing federally funded programs, which could in turn limit the further expansion of SHS programmatic capacity and corresponding county infrastructure.

8. Cross-Sector Work

Partnerships across sectors enrich SHS programming and have been a standard practice throughout SHS implementation.

Haven House, in close partnership with Clackamas County Sheriff's Office of Parole & Probation, accommodates 12 guests at a time in their transition from incarceration or residential treatment back into the community. This fiscal year, the Haven House facility was renovated with SHS and non-SHS funds (including CDBG) to provide a new roof, improve drainage, and install new ADA accessible bathrooms. Peer and supportive services are provided by Bridges to Change.

Across Clackamas County, **City-Led Initiatives** realized local, innovative approaches to address housing insecurity and homelessness. \$2.4M of SHS funds were invested in FY 24-25, part of \$6.8M total planned for City-Led Initiatives over three fiscal years, through FY 26-27. Food assistance and food pantries in Gladstone, Lake Oswego, West Linn, and Tualatin are receiving funding. A new peer support and specialty court program in Oregon City is helping people facing low level charges stemming from drug addiction to redirect away from jail and into housing and treatment.

We continued our partnership with the **Children, Family, and Community Connections** department of the county, whose Landlord-Tenant Mediation program provides no-cost mediation and conflict resolution services for both housing providers and renters. Trained mediators facilitate communications, provide helpful framing of the issues, help both parties set realistic expectations, find common ground, and facilitate parties to enter into stipulated agreements for fair resolutions. Mediation avoids the cost of eviction for both housing providers and renters.

Other programmatic cross pollination efforts this fiscal year included ASSIST (social security benefits assistance), the Rent Well education program, energy assistance, the Housing Rights and Resources program, Oregon Department of Human Services mandatory reporting, Aging and Disability Resource Connection of Oregon, Clackamas County Mobile Crisis Response, and the Money Management Program with Social Services Division. The county also hosted a Workforce and Housing Symposium to strengthen connections between workforce and housing services and highlighted the work of Clackamas Workforce Partnership.

Health and Behavioral Health Integration

In FY 24-25, Clackamas County advanced health and behavioral health integration within SHS programming through the expansion of direct service delivery and strengthened cross-sector collaboration.

Community Paramedic

The county's new community paramedic, onboarded in the fall of 2024, significantly enhanced low-barrier access to healthcare for individuals experiencing homelessness and augmented our outreach programming. Over the year, the community paramedic served 126 individuals, treated more than 150 wounds, distributed more than 100 doses of Narcan, and facilitated 200 Uber transports, including 16 to hospitals, 24 to substance use disorder inpatient or outpatient treatment, and 40 to primary care appointments. Now recognized as a trusted provider by many neighbors experiencing homelessness, the community paramedic collaborates with outreach providers like The Father's Heart Street Ministry and LoveOne, health system providers, the

county's Mobile Crisis Response Team, and law enforcement partners, illustrating a coordinated and compassionate approach to meeting urgent health needs.

Health & Housing Integration Initiatives

The Health & Housing Integration team more than doubled its capacity this fiscal year and advanced a variety of initiatives in FY 24-25.

One major milestone this year was the launch of the **Medicaid 1115 Demonstration Waiver** for Health Related Social Needs (HRSN) services. Under the waiver, Medicaid dollars can pay for rental assistance, improving both health and housing stability outcomes for assisted individuals. The role of the county under the waiver was established as a technical assistance provider, and as we developed expertise, we also shared knowledge with colleagues in Multnomah and Washington counties to support the rollout of the waiver across the Metro region. The Health & Housing Integration team also provided planning and technical assistance to other teams and divisions within Clackamas County to facilitate participation in HRSN services.

Clackamas County received two Community Capacity Building Grants from Health Share and Trillium, totaling approximately \$1.6M. Grant funds were used to establish waiver-specific services such as outreach and engagement, providing technical support for the waiver through weekly technical assistance calls, and assisting with the development of policies and procedures for sequencing services to maximize housing stability.

Another accomplishment was the pilot of **health care case conferencing**, improving access to housing for specific populations with complex health needs: seniors 65 and older, individuals with behavioral health needs, and individuals with intellectual and developmental disabilities. Health care case conferencing served 93 individuals this fiscal year, and its success prompted expansion to include RLRA voucher participants, other individuals receiving other housing assistance, coordination with Veterans Affairs, and hospital discharge planning for people experiencing or at risk of homelessness.

This year the county executed two contracts for **health and housing liaisons**, filling a critical gap in services for individuals with intellectual and development disabilities who are experiencing homelessness or housing crisis. Funds are supporting four liaisons from Northwest Family Services and Community Vision, Inc. to serve up to 100 people per year. Improved integration of disability services for some of our most vulnerable neighbors is part of the larger effort to increase coordination across systems and leverage all available resources to address housing instability.

The Health and Housing Integration team also worked with the county's Behavioral Health Division this year to develop a new **behavioral health retention team**. This team will support housed individuals with complex behavioral health needs to prevent housing loss.

Throughout FY 24-25, Clackamas County worked to pilot a **medical respite** program, offering post-hospitalization care for people experiencing homelessness. In Q1 of FY 25-26, we executed a contract with The Father's Heart Street Ministry to open five new medical respite beds, with the goal of expanding to 20. Guests in medical respite will be attended by professional medical staff (a nurse or certified medical assistant) and receive three meals per day. Person-centered planning and service delivery will ensure medical needs are met or coordinated by the program.

Behavioral Health Coordination

SHS also directly funds three behavioral health case managers in the county's Health Centers Division. The case managers assist individuals experiencing homelessness or housing instability who require higher levels of behavioral and mental health support to find and remain in permanent housing. They provide housing navigation, break down barriers for health clinic patients to access housing, provide eviction prevention services, participate in case conferencing meetings, advocate for referrals to housing programs, and provide case management for participants who require significant behavioral health support. The team collaborates extensively with the county's Social Services Division, Coordinated Housing Access, the Behavioral Health Division, Veterans Services, as well as internal partners like Treatment Court Services, Integrated Behavioral Health at Primary Care, Adult Integrated Treatment Team, Sandy Behavioral Health, Child and Family Team, Zero Suicide Team, and Psychiatric Medical Services.

Additional behavioral health collaborations this year included working with behavioral health units within law enforcement departments across the county to identify vulnerable individuals and coordinate with outreach workers and case managers, as well as consultation with mental health, behavioral health, and public health efforts around crisis de-escalation and suicide prevention efforts.

Metro affordable housing bond and SHS alignment

See Attachment for Figure 18.

9. Regional Coordination

The homelessness crisis represents a multifaceted challenge that cannot be addressed by any single individual, organization, or jurisdiction in isolation. Solving this issue demands a collective, coordinated approach across the entire Metro region. This work happens in multiple ways, through county-led efforts and efforts to support the Tri-County Planning Body.

Tri-County Planning Body Efforts

The TCPB, serving as the strategic leadership body that defines regional priorities for Supportive Housing Services (SHS), has been instrumental in expanding coordination and aligning program efforts across the region. The TCPB identified six regional goal areas: landlord recruitment, healthcare system alignment, employee recruitment and retention, coordinated entry, and training and technical assistance. To advance these goals, the TCPB approves regional implementation plans developed through close collaboration between Metro and county partners, with counties providing local insight and all parties proposing viable strategies. This sustained collaboration, reinforced by regular leadership convenings and jurisdictional work groups, has been vital in aligning programmatic efforts, promoting shared regional approaches, and driving meaningful progress in addressing homelessness. In FY 2024-25, The TCPB approved implementation plans and Regional Investment Fund (RIF) expenses for two goal areas: coordinated entry and healthcare systems alignment. Funding for goal areas is primarily sourced from each county's RIF, which are held within each county. Actual RIF budget spending numbers can be found in the Financial Review sections. The following section highlights the key elements of this ongoing regional collaboration, and the impact over the past year, by goal area.

Coordinated Entry

Regional Goal: Make Coordinated Entry more accessible, equitable and efficient for staff and clients.

Coordinated entry (CE) is the system through which people experiencing homelessness connect with housing programs. Metro, Clackamas, Multnomah and Washington Counties are working toward alignment across all three county's CE systems, so that both people seeking services and service providers have a similar quality of experience with CE, regardless of which county they are in. In October 2024, the TCPB approved an implementation plan for this goal area. The strategies within that plan and FY 2024-25 progress highlights are below.

Strategy	Regional Progress Highlight
Regionalize visibility of participant data	Created final draft of visibility changes for consideration by participant data system (HMIS) governing bodies.
Align assessment questions	Gathered and mapped detailed data on all existing County assessment questions and developed plan for Domestic Violence and Veteran sub-groups for regional question alignment.
Regionalize approaches to prioritization for racial equity	Developed framework for prioritization informed by demographic data and building from existing county racial equity analysis processes and strategies.
Regionalize approach to case conferencing	Created work group of case conferencing specialists, who identified alignment opportunities and a shared purpose for case conferencing across the region.

Since the approval of the implementation plan, Metro and counties have continued to work in collaboration to advance these strategies.

Landlord Recruitment

Regional Goal: Increase the availability of readily accessible and appropriate housing units for service providers.

Because of the lack of affordable housing in our region, a key way SHS supports people in their housing journey is through rental assistance vouchers that participants can use in the private rental market. For this strategy to work, we must recruit and retain landlords to partner in housing people who often have rental screening barriers and barriers to maintaining their housing. Our regional approach to this work has focused on addressing these barriers, expediting housing placement and expanding both tenant and landlord resources. In March 2024, the Tri-County Planning Body approved an implementation plan for this goal area. The strategies within that plan and FY 2024-25 progress highlights are below.

Strategy	Regional Progress Highlight
Develop a communication and education plan	Established regional workgroup and designed a landlord education campaign.
Align financial incentives	Conducted landlord landscape analysis, developed incentive alignment recommendations, and launched an incentives web page.
Improve on tracking and access to unit inventory	Weekly vacancy list operationalized, improved property connector HUB.
Prioritize quality problem-solving services	Conducted preliminary planning, identified regional needs and created topic-specific workgroups.
Investigate needs for property management	Property management needs identified through national research, regional key informant interviews, community engagement; recommendations memo developed.

The Landlord Recruitment implementation plan was approved prior to the start of the FY 2024-25 fiscal year. Since plan approval, Metro and counties have continued to work in collaboration to advance these strategies within this goal area.

Healthcare System Alignment

Regional Goal: Greater alignment and long-term partnerships with healthcare systems that meaningfully benefit people experiencing homelessness and the systems that serve them.

There is an inextricable, reciprocal link between housing status and health outcomes. Deep silos between health and housing systems often contribute significantly to barriers for people experiencing and at risk of homelessness to access the services they need. Our region's housing and homeless response and health care systems must coordinate across the region to facilitate referrals and connections to people engaging with multiple systems in multiple counties.

In April 2025, the Tri-County Planning Body approved an implementation plan for this goal area. The plan built upon work that had been underway between counties and Health Share of Oregon, the region's largest Coordinated Care Organization for Medicaid. The strategies within that plan and FY 2024-25 progress highlights are below.

Strategy	Regional Progress Highlight
Develop Regional Plan for Medically Enhanced Housing and Shelter Models	Regional workgroup launched with focus on medical respite/recuperative care
Establish Regional System for Cross-System Care Coordination	Regional Integration Continuum (RIC) launched at Health Share; regional cross-sector case conferencing

	community of practice launched and demonstrating stronger connections to care.
Improve awareness among housing providers of available behavioral health care and related resources	Engaged in initial steps of regional behavioral health mapping.
Build Regional Cross-System Data Sharing Infrastructure	Convened regional data integration workgroup; data sharing agreements with Health Share in progress.

Employee Recruitment & Retention (ERR)

Regional Goals: County contracts for SHS funded agencies and providers will establish standards throughout the region to achieve livable wages for direct service Staff, and distribution of pay from lowest to highest paid staff within SHS-funded agencies and providers is equitable throughout the region.

SHS providers are struggling to hire and retain staff due to low wages and the secondary trauma inherent in the work. While counties and community-based organizations have made some efforts to support the SHS workforce, persistently low wages puts many homeless services workers at risk of experiencing homelessness themselves. In FY 2024-25, Metro and the counties began planning with service providers and other community partners to advance the recruitment and retention of SHS contracted service provider staff.

Technical Assistance

Regional Goal: Organizations have access to the technical assistance required to operate at a high level of organization functionality; the needs of culturally specific providers will be prioritized through all program design.

Technical assistance (TA) is the process of ensuring nonprofit service providers have access to the tools they need to implement a new strategy, process or system by pairing an agency with tailored support. This support typically involves a nonprofit engaging with a consultant or government/funder staff to implement a process, system or strategy in line with the work the organization is already doing and consistent with the expectations of the funder. Since the beginning of SHS implementation, counties have invested in capacity building efforts, including providing technical assistance to service providers. Throughout the fiscal year, Metro and counties worked collaboratively to identify technical assistance gaps and explored potential new projects and strategies to propose to the TCBP.

Training

Regional Goal: Service providers have access to the knowledge and skills required to operate at a high level of program functionality; the need of culturally specific providers will be prioritized through all program design.

Training is the educational and skill-building process that equips housing and homeless service workers to effectively support individuals and families experiencing homelessness, housing instability or seeking affordable housing. Training covers a broad spectrum of processes that includes formal education, internal trainings hosted by an organization, specialized contractors hired to meet a training need, access to online training videos, or some combination of the above. Since the beginning of SHS implementation, counties have invested in capacity building efforts, including providing trainings to service providers. Throughout the fiscal year, Metro and counties worked collaboratively to identify provider training/credentialing needs and explored potential new projects and strategies to propose to the TCBP.

County Led Efforts for Regional Alignment

In program year 4, counties leveraged strong relationships to make progress on multiple initiatives:

Point-In-Time (PIT) Count Coordination

Every other year, HUD requires homelessness Continuums of Care (CoCs) to conduct a census-style count of people experiencing homelessness. The 2025 Point in Time Count (PIT Count or PITC) — which includes the biennial count of people sleeping in places not meant for human habitation (“unsheltered” homelessness) and the annual count of people in emergency shelter and transitional housing (“sheltered” homelessness) — was the second time Multnomah, Washington and Clackamas counties worked together to conduct the count.

Planning for the 2025 count began in May of 2024 with meetings debriefing the 2023 project, where staff from each county met to identify successes, lessons learned and areas for improvement. During the summer of 2024, each county identified a point person for the project and key staff members for data subject matter expertise and analysis, outreach coordination, and policy-related decision making. The counties jointly selected PSU’s Homelessness Research and Action Collaborative (HRAC) to execute the project, and county staff worked closely with the HRAC team and each other over the next year to plan and implement the PITC and data reporting.

HRAC and the counties made a number of improvements between the 2023 and 2025 counts, including:

- developing intergovernmental agreements that specified cost sharing between the three counties, ensuring that the counties were in clear agreement on the contract and budget for the project at the outset;
- the inclusion of two questions about domestic violence experience that were drafted in close collaboration with agencies serving DV survivors and people with lived experience of DV;
- the inclusion of two additional questions, one asking how recently survey respondents previously interacted with the homelessness services system, and another asking respondents what types of support might have prevented their homelessness;
- a more robust process of removing duplicate records (i.e. people who were included in more than one data source) that included de-duplication by HRAC, then by each county on its own data, and then across counties.

The tri-county team also navigated differences in implementation and methodology while jointly administering the count and reporting data. Although each county took a slightly different approach in recruiting and deploying enumerators, the counties coordinated enumerator training and used the same survey instruments and data collection app. In addressing areas of divergence, we learned from each other’s different approaches to create a final product and report that represented our collective knowledge and was more complete, accurate and informative as a result.

Replacement of HMIS

Taking another step toward a truly regional response to homelessness, this fiscal year the three counties selected Bitfocus, a nationally recognized provider, to replace and modernize the region’s legacy Homeless Management Information System (HMIS). Better data leads to more informed decisions. Investment in the new HMIS provider will help ensure accuracy, timeliness, and accountability, while helping frontline workers, decision-makers, and the whole community make progress on the homelessness crisis.

Multnomah County led the regional procurement process, with support from Washington and Clackamas counties, and in doing so engaged with 82 staff representing 40 organizations, including community providers and government agencies. The technology provided by the awarded provider, Bitfocus, is services-first and increases transparency. New features will include better tracking of available shelter beds, easier and mobile data entry for street outreach workers, a user portal for people receiving homeless services, opportunities to integrate homeless services data with other care systems, and improved reporting and analytics to drive data-informed decisions. Work is now underway to support a smooth transition, including policy review and redesign of work instructions for service providers. The HMIS Replacement Project is scheduled to launch next fiscal year, with a two-year implementation timeline.

Regional Data Sharing Agreements and Standards

Updating HMIS systems follows another regional data infrastructure collaboration, a new data sharing agreement between Metro and the three counties. The four jurisdictions entered into the agreement in the spring of this fiscal year. Metro will have access to disaggregated, de-identified data that allows for meaningful review of progress toward measurable goals and will further aid in research, planning, and program evaluation.

Cross-County Transfer Work Group

A team of coordinated entry subject matter experts from each of the counties met quarterly to process RLRA voucher transfers for households moving between counties. The work group is facilitated by Metro staff and ensures cross county transfers are reviewed and processed in a timely manner. The work group also works collaboratively to problem solve challenging situations, including the complexities of changing a participant's service provider organization and case manager. In project year four, the group had productive conversations which resulted in successful coordination of several transfers and identified areas of improvement in regional transfer processes.

Built for Zero Work Group

The Built for Zero (BfZ) group is composed of coordinated entry and Homeless Management Information System (HMIS) subject matter experts from each of the Counties and Metro representatives for meeting facilitation. The work group met monthly early in its fourth year, and the team identified the need to reduce the meeting cadence to quarterly for the rest of the year. The purpose of the group is to share best or emerging practices, problem-solve challenges faced in local communities, and disseminate knowledge from trainings and conferences attended by county staff. In its fourth year, the group discussed policies related to coordination with domestic violence providers, Built for Zero data reporting, and housing navigation training. These conversations informed planned updates to relevant Washington County policies and practices.

RLRA Data and Reporting Work Group

The Regional Long-Term Rent Assistance (RLRA) Data and Reporting work group was first convened at the start of the SHS measure by consultant Kris Smock, who still coordinates and facilitates the group today. The group is composed of technical data and reporting analysts from each county with occasional representatives of county leadership and program team leads lending their procedural and subject matter expertise as needed. The group meets multiple times a month before and after the end of each quarter to collaborate and troubleshoot problems to complete quarterly and annual reports. This reporting has been an opportunity to standardize regional procedures, metrics, and data definitions related to RLRA, and the work group has facilitated collaboration and sharing of technical expertise across the three counties. The work in this group has evolved from managing rapid growth toward program maturity, stability, and refinements to policy and process.

RLRA Policy Work Group

The Regional Long-Term Rent Assistance (RLRA) Work Group was created at the beginning of the SHS measure and has evolved to primarily focus on providing recommendations for alignment and refinement of RLRA policies and operational problem solving. The team consists of RLRA administrative supervisors and lead coordinators for RLRA programs, subject matter experts from the Housing Authorities, and Metro. Meetings are held monthly to review policies, discuss necessary updates, and address challenges in program administration. One major policy achievement early in project year four was expanding the three-year income recertification requirement to all RLRA participants. This regional policy alignment reduced administrative burden for both the counties and contracted providers and simplified income documentation requirements for RLRA households.

10. Advancing Racial Equity

Considering the longstanding tradition of exclusion, the work of housing and the interruption of racism in housing systems are one and the same. Clackamas County remains committed to advancing racial equity and fostering an anti-racist, gender-affirming culture across our homeless services system.

In alignment with our Annual Workplan Goal to provide standalone electronically accessible training for on demand equity learning, and our Local Implementation Plan commitment to increase access and achieve positive housing outcomes for Communities of Color, the county offered a suite of equity initiatives for both staff and service providers throughout this fiscal year.

The *Fair Housing and Intersections with Houselessness* training, conducted live in January 2025 and subsequently provided to our contracted service providers electronically, was attended by 46 participants. Fair Housing Council of Oregon facilitated this training on racial equity, discrimination, and systemic barriers to housing, with a focus on protected classes. Training attendees engaged on topics like potential disparate impact of apparently neutral policies, the importance of reasonable accommodations, and Oregon's sanctuary status. Attendees left with actionable resources, including Fair Housing Council of Oregon's reentry guide, tenant education tools, and multilingual materials, to support eviction prevention and improved access to legal protections.

The *Implicit/Explicit Bias & Building an Equity Community of Practice* training, conducted live in June 2025 and subsequently provided to our contracted service providers electronically, was attended by 26 participants. The two-hour training created shared language, explored peer-to-peer planning around creating a community of practice, and shared tools to recognize and interrupt bias. The session also introduced the Implicit Association Test. In addition to electronic access to the recording of the training, other digital resources were shared, intended to spark interest in self-directed learning: a glossary of equity-related terms, an inclusive language guide, and a menu of articles, TedTalks, videos, books, and other resources covering a range of equity topics.

Beyond meeting our Annual Workplan Goal to provide these two standalone trainings and make them available electronically, the county facilitated additional opportunities to deepen ongoing learning. These sessions engaged key grassroots and culturally specific organizations serving Native American, Latino/a/x, and immigrant and refugee populations, as well as survivors of violence.

Thirty individuals representing eight service providers attended *A Guide to Harm, Accountability, and Microaggressions*, where attendees learned about the impact of microaggressions, approaches to navigating harm and accountability in the workplace and service settings, as well as applications of practical, trauma-informed strategies. Attendees described this training as one of the most meaningful they've attended.

Seventeen attendees from seven service providers attended the hands-on *Facilitating Brave Conversations* session, promoting tools to lead equity-centered conversations and shift organizational culture.

Launched in Q4, the *Equity Connections Lunch & Learn* series kickoff brought together 22 attendees. The series is designed as an intentional space for building community, deepening equity learning, inspiring cultural connection through storytelling, and strengthening cross-sector relationships. Upcoming sessions will feature diverse panelists and address topics like language access, gender identity and expression, and culturally responsive engagement.

The county's *Housing First Response* training for service providers also offered equity-centered professional development this fiscal year. One component of the training simulated a language barrier, along with the requisite frustration and exclusion faced by non-English speakers. Another workshop on cultural myths and stereotypes unpacked the harmful impacts of racial,

gender, disability, and LGBTQIA+ bias. New curriculum updates to *Housing First Response* incorporated cultural humility and a culturally specific mental health lens, specifically for mobile crisis response.

The county also hosted an in-person, equity-centered service provider meeting, attended by 88 participants, which spurred discussions about how to sustain racial equity work through a challenging political and budgetary climate. Discussion ranged from ways to continue to serve marginalized populations authentically to advocating for systems change through civic engagement. Attendees reflected that the meeting instilled hope and reaffirmed shared commitment to work collectively toward equity through local action, resource sharing, and policy advocacy.

Acknowledging that organizations with diverse teams perform better and that dismantling systemic barriers ensures that everyone can fully participate in their community, this fiscal year Clackamas County's Health, Housing & Human Services Department launched a customized *Equity Foundations* training for department staff. 289 people participated, and additional sessions are being held this fall. These interactive trainings focus on creating a welcoming culture of inclusion through shared vocabulary and concepts. Several staff have acknowledged the training as a critical starting point in their equity journey.

The department also launched an *Equity Toolkit* this spring to help staff integrate equity and inclusion considerations in the development stages of new policies, procedures, programs, services, projects, events, and budgetary decisions. The Housing and Community Development Division of the county also integrated equity topics into presentations at all-staff meetings, aimed at fostering cultural awareness, promoting dialogue, and reflecting on Clackamas County's history. These presentations highlighted the contributions of Native, Black, Latine, and Chinese communities and created space for meaningful discussion of our shared history and its impact on housing equity today.

Participant Surveys

In furtherance of our commitment to ensure equitable access to housing resources for all racial and ethnic groups, Clackamas County launched two program participant surveys.

The *Coordinated Entry Needs and Experience Survey* is sampling 250 adults per quarter, randomly selected from individuals on the By Name List, those who are currently or have previously engaged in housing-related services, and those whose housing needs have shifted over time. This survey investigates experiences of initial contact with and navigation of Coordinated Entry, wait times, communication, awareness of available services, and perception of fairness and access across race, language, veteran status, and other factors. Survey questions include options for respondents to share direct feedback.

The *Housing Experience Survey* is sampling 150 responses in its baseline quarter, and 50 responses each quarter thereafter, from individuals currently housed through the county's Coordinated Entry system. This survey focuses on respondents' experience with their housing, system navigation, ongoing support, and their housing stability, satisfaction, and future intentions. Questions were participant-informed and co-developed with our third-party surveying vendor, Crossroads Group.

Both surveys are made available to participants via text and email, and with accessibility features and toggling across English, Spanish, Russian, Cantonese (simplified Chinese), and Somali. Established best practices in survey methodology informed survey development. Survey findings will be reviewed and shared with the county's Coordinated Housing Access Core Team, and results will inform equity-centered program improvements, retention supports, and ongoing system learning, affirming the county's Local Implementation Plan commitment to increase access and achieve positive housing and service outcomes for Communities of Color.

Stakeholder and Advisory Body Engagement

This fiscal year Clackamas County leveraged the capable oversight of three stakeholder and advisory bodies in SHS implementation: the Housing Services Advisory Group, the CHA Core Team, and the Youth Action Board.

Formerly meeting as the Multi-Agency Coordination Group under requirements of the Governor's Executive Orders on Homelessness (23-02, 24-02), the *Housing Services Advisory Group* continues to spur effective collaboration for planning, implementing, and maintaining new programs among homeless services providers. The current roster of the Housing Services Advisory Group includes homeless services providers from across the housing continuum, workforce development, Oregon Department of Human Services, health systems, and county staff from HCDD, Social Services, Behavioral Health, the District Attorney's Office, and the Sheriff's Office.

To expand membership and facilitate meaningful feedback on program improvement, county staff issued a Request for Proposals seeking recruitment and ongoing support for the Housing Services Advisory Group. The top scorer was Uncommon Bridges, a nationally recognized policy and organizational development consulting firm with over 15 years of experience launching, recruiting, managing, and facilitating advisory groups, including committees convened to develop programs and guidance in permanent supportive housing, eviction prevention, and equity—three key components of the housing services continuum in Clackamas County. Through the recently executed contract, Uncommon Bridges will lead expanded recruitment efforts, refine the group's purpose and parameters, facilitate consensus, and support a lived experience council.

The *CHA Core Team* contains deep experience with our homeless services system: 82% of members of have lived experience of homelessness; 73% of members currently work on the homeless services frontline; and 36% of members identify as Black, Indigenous, and People of Color. Compared to Clackamas County demographics (78% of the total county population is non-Hispanic White, according to the Census Bureau's 2023 American Community Survey), the CHA Core Team also fulfills the county's commitment to establishing an advisory board with an overrepresentation of Communities of Color.

Throughout this year the CHA Core Team worked to increase the accessibility of our coordinated entry system—by identifying system gaps where CHA information was not available, improving phone tree language, and providing input on how to better serve individuals experiencing homelessness in the county's rural areas. Members provided feedback on the assessment, matching, and referral processes, and how to improve those processes from an equity standpoint. The CHA Core Team also created the language and content for CHA's first electronic survey, which will improve service delivery in a culturally competent way.

This year Clackamas County's *Youth Action Board* increased community engagement and strengthened collaboration with housing, behavioral health, substance use, and public systems. YAB members provided input on key documents for the Youth Housing Demonstration Project, Impact Northwest, and Northwest Family Services. The YAB partnered with Oregon Health Authority's Alcohol and Drug Policy Commission to develop a youth-focused strategic plan on substance use treatment and medication access, shaping the Commission's recommendations through a dozen stakeholder interviews. Their work not only advanced regional equity and systems coordination goals but also supported personal transformation, as seen in multiple members' successful transition into stable housing through their involvement with YAB.

SHS advisory body membership

Figure 19: SHS advisory body membership

Advisory body name	% of members who identify as people of color	% of members with lived experience of homelessness or housing insecurity

Youth Action Board (YAB)	43%	71%
Coordinated Housing Access (CHA) Core Team	36%	82%

Racial Equity Analysis

Clackamas County's SHS Local Implementation Plan outlines our approach to the creation of a comprehensive and equitable response to the homelessness crisis through funding from the SHS Measure. Both the Measure and the Plan prioritize advancing equity, with the Plan committing the county to achieving positive housing and service outcomes for Communities of Color to be equal to or better than non-Hispanic White household outcomes. In September 2025, the county's Data team conducted an equity analysis of programs funded by SHS. The purpose was to evaluate systemic strengths and gaps, focusing on areas where service delivery could be improved to ensure equitable representation of historically marginalized communities.

The analysis examined entry and exit data from SHS-funded programs and chronically homeless inflow data for FY 24-25. The primary data source was the Homeless Management Information System (HMIS), covering individuals who accessed SHS services between July 1, 2024, and June 30, 2025. Demographic

data from this period was then compared to projected racial and ethnic distributions for people living in poverty, based on the 2023 American Community Survey (ACS) from the U.S. Census Bureau, the most recently available dataset. Historically marginalized groups are often overrepresented in poverty statistics compared to the broader county population. Statistical tests were applied to determine if any racial or ethnic groups were disproportionately represented in the data compared to their expected distribution from census figures. While the ACS is a valuable resource, it is important to acknowledge that it carries a margin of error, particularly for historically marginalized populations.

The analysis identified several key findings regarding racial and ethnic representation in the delivery of homelessness assistance programs.

SHS Participants: PSH, RRH, Eviction Prevention, and Shelter Programs

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx were served by SHS programming than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian and White alone were served by SHS programs than expected based on county-wide poverty statistics.

SHS Participants: Permanent Supportive Housing Placements

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx are enrolled in SHS PSH programs than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian and White alone are served by SHS PSH programs than expected based on county-wide poverty statistics.

SHS Permanent Supportive Housing Retention

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx retained housing in SHS PSH programs than expected based on county-wide poverty statistics.

- Fewer individuals who identify as Asian and White alone retained housing in SHS PSH programs than expected based on county-wide poverty statistics.

SHS Rapid Rehousing Placements

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx were enrolled in SHS RRH programs than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian and White alone were enrolled in SHS RRH programs than expected based on county-wide poverty statistics.

SHS Eviction Prevention

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx were enrolled in SHS Eviction Prevention programs than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian and White alone were enrolled in SHS Eviction Prevention programs than expected based on county-wide poverty statistics.

SHS Shelter

- More individuals who identify as Black or African American, American Indian/ Alaska Native, or Hispanic/ Latinx were enrolled in SHS shelter programs than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian and White alone were enrolled in SHS shelter programs than expected based on county-wide poverty statistics.

Chronically Homeless Individuals (Built for Zero Inflow Analysis, FY 24-25)

- More individuals who identify as Black or African American or American Indian/ Alaska Native joined the Built for Zero By Name List than expected based on county-wide poverty statistics.
- Fewer individuals who identify as Asian, Hispanic/Latinx, and White alone were added to the Built for Zero By Name List than expected based on county-wide poverty statistics.

Discussion of Findings

The Local Implementation Plan highlighted that Black or African American and American Indian/Alaska Native participants were exiting to temporary housing at higher-than-expected rates, rather than securing permanent housing. In response to this disparity, several strategies were implemented within SHS programs to improve permanent housing outcomes for these groups. For example, Clackamas County has partnered with several culturally specific, community-based organizations to better serve historically marginalized communities.

According to this 2025 equity analysis, individuals identifying as Black or African American, Hispanic/ Latinx, and American Indian/ Alaska Native were consistently overrepresented in SHS programs relative to the county's poverty statistics. Likewise, these groups were disproportionately represented in permanent supportive housing placements funded by SHS, with placement rates in FY 24-25 exceeding their expected distribution based on census data.

Furthermore, in Permanent Supportive Housing programs, Black or African American, Hispanic/ Latinx, and American Indian/ Alaska Native participants were consistently overrepresented in

housing retention data. This suggests that Clackamas County's continuum of housing services is effectively advancing equity by both enrolling and maintaining housing stability for Black, Indigenous, and people of color in the community.

This 2025 equity analysis also examined the demographics of individuals newly entering, or "inflowing" into chronic homelessness in the past year, using Built for Zero Inflow reports. The analysis highlighted that Black or African American and American Indian/ Alaska Native individuals were overrepresented in chronic homelessness inflow. However, Clackamas County is housing Black or African American and American Indian/ Alaska Native participants in SHS housing programs at similar or higher rates than they are entering chronic homelessness. Once entering permanent housing, Black or African American and American Indian/ Alaska Native PSH participants are retaining their housing at disproportionately higher rates than entering chronic homelessness. Asian individuals were the most underrepresented group on the Built for Zero Inflow By Name List (less than 20% of the number expected based on county demographics), which could either signify lack of access to our homeless services system, protective cultural effects, or a combination of both. Additionally, Hispanic/ Latinx individuals were found to be underrepresented in chronic homelessness inflow and overrepresented in both housing services and retention.

Overall, these findings suggest the effectiveness of culturally specific and culturally responsive services across our housing continuum, from outreach and navigation through retention. These findings emphasize our ongoing commitment to advancing racial equity in SHS-funded housing programs, improving access for historically marginalized and underrepresented communities, and fulfilling our commitments outlined in the SHS Local Implementation Plan.

Strategies to Address Remaining Disparities and Gaps

Moving forward, Clackamas County is dedicated to addressing remaining disparities and gaps through several targeted strategies.

The county's Data team, in collaboration with stakeholder and advisory groups such as the CHA Core Team, is investigating potential reasons for individuals identifying as Asian remain underrepresented in housing programs compared to their proportion of the county's population. This fiscal year we launched the Coordinated Entry Needs and Experience Survey and the Housing Experience Survey, examining

Participant experience with our homeless services system at entry and throughout assistance, including any differences in experience across race or ethnicity. Survey findings will be reviewed and shared with the county's Coordinated Housing Access Core Team, and results will inform equity-centered program improvements, retention supports, and ongoing system learning.

In FY 25-26, Clackamas County is also conducting a baseline assessment of language access in Permanent Supportive Housing and Rapid Rehousing programs, ensuring that those seeking housing services can access the language support they need. Assessment findings will inform the county's development of language access support and assistance for service providers.

This upcoming fiscal year we are also implementing a follow-along policy for health and housing case conferencing households who have historically encountered heightened barriers to health care access, including individuals who do not use English as their primary language, immigrants and refugees, and individuals identifying as people of color. Habituating increased care and attention for households who need additional support, the follow-along policy will engage both health care partners and housing case managers in participant care and ensure our health care case conferencing practices support equity.

Clackamas County is firmly committed to advancing racial equity at all levels of housing and homelessness service delivery and will continue to demonstrate that commitment. Future analyses will continue to compare demographics of programs with updated Census data.

Workforce diversity of SHS contracted providers

See attachment for Figure 20.

11. Work Plan Performance

Figure 21: Year 4 work plan performance

See Attachment for Figure 21.

12. Local Implementation Plan Performance

Throughout these first four years of SHS implementation the county has made substantial progress advancing the strategies, investments and programmatic priorities of our SHS Local Implementation Plan (LIP). The county's Board of Commissioners adopted the LIP in April 2021, outlining our approach to the creation of a comprehensive and equitable response to the homelessness crisis through funding from the recently passed SHS Measure. Since the commencement of SHS programming on July 1, 2021, Clackamas County has endeavored to scale its system of care to meet both that bold vision and the needs of our community.

Two of the primary strategies exhibited throughout the LIP are advancing racial equity and enhancing inclusive community engagement by centering the perspective of Communities of Color and those with lived experience. The county has made significant strides in advancing these strategies across our system. Each year, staff conduct an equity analysis to assess how our programs are performing in addressing historical disparities in accessing safe and reliable housing. The county has also emphasized representation of BIPOC individuals and those with lived experience in advisory roles used to inform programming such as the CHA Core Team and the Youth Action Board. In FY 24-25 we significantly expanded equity-centered professional development for service providers.

Staff have also strived to advance racial equity through investments in services. In the first three years of SHS implementation we grew our community of culturally specific service providers from one to six, added two culturally specific outreach programs, and established two culturally specific shelters —Casa Esperanza and Auntie's Place. We continued to sustain our investment in culturally specific providers in FY 24-25.

The LIP details several investment priorities, all of which the county has invested in throughout the four years of SHS implementation. Anticipating that the influx of SHS funding could strain the capacity of service providers, we committed to investing in their growth, and over the past four years the county has provided capacity building grants, training opportunities, and professional technical assistance to promote their sustainable development. The county has substantially invested in its internal infrastructure, such as HMIS improvements and expanding its Data, Program, and Health & Housing teams. We continue to invest significantly in supporting system access, and the Coordinated Housing Access hotline received nearly 24,000 calls in the 2024 calendar year. This year the CHA Resource Navigation program fully stood up, an upstream investment to relieve the burden on the system by working directly with individuals on the By Name List before they become chronically homeless.

The LIP also identified several key programmatic priorities for staff to pursue. Over the last four years the county has made tremendous progress in advancing these priorities. Since SHS funded services began in July 2021, 1,111 households have been placed into permanent supportive housing, and the county has now surpassed its 10-year SHS goal of placing 1,065 households into permanent supportive housing, five years earlier than anticipated. Additionally, 406 households have been housed through rapid re-housing programs, bringing the total housing placements to 1,517 households through just the first four years. The county has also invested heavily into front-end services: 3,335 households have had their evictions prevented; SHS funding currently supports 238 units of shelter; and 877 people were engaged through homeless outreach in FY 24-25.

This year the county also far exceeded its 10-year SHS goal of stabilizing 2,130 households in permanent housing: to date, 3,741 households were stabilized through eviction prevention and rapid rehousing programs. As we close out FY 24-25 and embark on a fifth year of SHS program delivery, Clackamas County remains steadfast in the advancement of these priorities with innovative new programs like Housing 4 Success, a new resource center, and new project-based permanent supportive housing.

Progress on LIP 10-year goals

Figure 22: Progress on LIP 10-year goals

10-year goal	Progress through year 4
Advance racial equity	<ul style="list-style-type: none"> Expansion of culturally specific programming, including the funding of six culturally specific providers Equity-centered professional development for service providers Ensuring wage equity, comparison of pay between culturally specific agencies and non-culturally specific agencies Technical assistance and capacity building for culturally specific providers Inclusive engagement, including advisory bodies with overrepresentation of Communities of Color
Build community based organization capacity	<ul style="list-style-type: none"> Capacity building grants, technical assistance, and training for all service providers, including Quality and Data meetings, HMIS training, Housing First Response training, and an assortment of other trainings and professional enrichment
System evaluation and data collection	<ul style="list-style-type: none"> Habitual performance assessment through the contract check-in tool Data collection through HMIS Development of UNICORN, Unified Network for Integrated Comprehensive Operations, Reporting, and Navigation, a tool to centralize data and information to assist in decision making, quality assurance, and accountability
Improve system access	<ul style="list-style-type: none"> Dedicated housing and navigation and placement service providers Year-over-year call volume growth through the Coordinated Housing Access hotline Housing programs referral process improvement Improvements to coordinated entry through recommendations from Coalition of Communities of Color and the CHA Core Team
Promote geographic equity	<ul style="list-style-type: none"> Establishment of new services for underserved rural areas across the continuum of services, including outreach, shelter, homelessness prevention, rapid rehousing, and long-term rent assistance with supportive services
Alignment with behavioral and public health programs	<ul style="list-style-type: none"> Dedicated Health & Housing integration team Launch of Medicaid Waiver Health care case conferencing Behavioral health case management Community paramedic

13. Financial Review

See Financial Report attached.

Spending

Spending was lower than projected this fiscal year as Clackamas County froze all new and expanded programming following the decreased revenue forecast published in December 2024. The county's spending was in alignment with its quarterly spend-down projections until the third quarter, as all new and expanded programming was temporarily suspended beginning in mid-December 2024. A significant aspect of this was the immediate suspension of issuing any new RLRA vouchers and the subsequent decline of new PSH placements.

Even with this pause in new and expanded investments, spending still continued to grow by 35% compared to FY 23-24. This is a result of the massive growth our homeless services system has undergone since SHS funding began as programs launched in previous fiscal years have now reached full operating capacity.

Carryover

This fiscal year Clackamas County continued to outspend new revenue and drawdown carryover accumulated in FY 21-22 and FY 22-23 while we were still launching the largest expansion of housing services in the county's history. Carryover funds were utilized to build new infrastructure and support innovative pilot programs throughout our continuum. While carryover funds supported nearly two dozen programs and projects this fiscal year, below are a few highlights of the most exciting new programs funded by SHS carryover:

- **Clackamas Village** is a new 24-unit transitional housing facility which uses the same successful pod model as Veteran's Village located next door. The village contains private sleeping spaces and shared community amenities, including a community kitchen, outdoor space, six individual restroom/shower accommodations, and private office meeting space for residents to engage with service provision. Residents receive supportive services and connections to permanent housing by Sunstone Way.
- **City-led Initiatives** are a series of pilot programs managed in partnership with cities throughout Clackamas County to support local, innovative approaches to addressing housing insecurity and homelessness. SHS funded initiatives support programming such as food assistance (Gladstone, Lake Oswego, West Linn, Tualatin); homeless outreach/liaison work in partnership with local law enforcement (Happy Valley, Oregon City); a peer support and specialty court program (Oregon City); shelter through motel vouchers (Wilsonville), an emergency warming shelter and a cooling center (Milwaukie); as well as employment and financial literacy support (Wilsonville).
- **Resource Navigation** programming was launched in late FY 23-24 and was fully operational in FY 24-25. This program focuses on diversion from and rapid resolution of homelessness and expands our system service capacity to assist people who may not fall into the priority pool of highest acuity on our By Name List. Funding is provided for people needing limited or defined assistance, such as transportation to family support or an application fee for an apartment, all with the goal of quickly resolving or fully diverting folks from falling into homelessness to begin with. Resource Navigation has been so successful that beginning in FY 25-26 the county

will be using carryover to temporarily fund resource navigation programs with several of our contracted service providers.

Looking ahead to FY 25-26 and beyond, the county's carryover spend-down plan continues to utilize carryover for new infrastructure and pilot programs as well as new uses such as the new Housing 4 Success program and sustaining existing programming. Since the reduced forecast was published in December 2024, the county has pivoted to utilize a significant amount of existing carryover funds to temporarily sustain existing programming so they can be slowly ramped down over a few fiscal years without causing a significant instantaneous shock to the continuum. The current spend-down plan published with the FY 25-26 budget projects spending 97% of existing carryover by the end of FY28 and spending 100% of existing carryover by the end of FY29.

Contingencies and Reserves

Each fiscal year Clackamas County budgets 20% of forecasted SHS disbursements in a stabilization reserve so that programming will be protected in the event of economic downturns and decreased SHS revenue. Clackamas County budgets interest as carryover revenue and does not calculate contingency and reserve levels based on disbursements and revenue.

Provider Administrative Rate Questions

1. What was the county's de minimis administrative rate in FY24-25?
We permit any request up to 15% as our maximum de minimis rate, but allow providers to use a lower rate, such as 10%, if they would prefer to allocate additional funding to direct service delivery.
2. How many providers used the de minimis rate?
15 providers used a de minimis rate.
3. How many providers used negotiated indirect cost agreement rates?
Nine providers used a negotiated indirect cost agreement rate. Some of these providers' rates were just under 15% and they chose to use their negotiated rate in lieu of the indirect rate.
4. How many providers used other rates (e.g. cost allocation plans)?
None
5. Briefly explain any provider admin rates that are above 20%
All providers listed in Figure 17 who have an indirect rate above 20% have an approved federally negotiated indirect rate. Documentation that these rates are current and approved is required before they can be used in contracts. The highest rates are not applied to the entire budget/invoice, but are specifically applied to just one portion, such as personnel.

Leverage

Supportive Housing Services funding comprises the majority of funding for Clackamas County's homeless services system. The influx of SHS funds have enabled the county to prioritize other fund sources such as county general fund, OHCS funding, and HUD CoC funds towards programming in our rural communities that lie outside of the urban growth boundary. SHS funds have also had a multiplicative effect on our service providers' capacity by funding technical assistance and capacity building initiatives for service providers who also manage programs funded by other sources.

FY24-25 Funding amounts for homeless services in your department's budget:

Figure 23: Funding budgeted for homeless services in FY24-25	
	Total amount
SHS funding	175,552,169
Other funding	36,693,283
Total funding	212,245,452

FY24-25 Funding sources for homeless services in your department's budget:

Figure 24: Sources of other funding for homeless services in FY24-25		
Funding type	Specific funding source	Types of programs and services funded
Federal	HUD-Continuum of Care	Deliver housing and services to meet specific needs of people who are homeless as they move to stable housing.
	HUD-ESG	Improve the number and quality of emergency shelters for homeless individuals, rapidly rehouse homeless residents and prevention
State	State of Oregon SB 5511	Increase shelter capacity and connection to shelter, support rapid rehousing initiatives, provide capacity support for culturally responsive organizations.
	State of Oregon House Bill 5202	State General Fund used for shelter services and infrastructure, hygiene services and homeless outreach.
Local	Kaiser	Kaiser Permanente to support medical respite care program

APPENDIX A: QUARTERLY REPORTING METHODOLOGY

Glossary

- **Supportive Housing Services:** All SHS funded housing interventions that include PSH, RRH, Housing Only, Housing with Services, Preventions, and RLRA Vouchers. This also includes shelter, outreach, navigation services, employment services or any other SHS funding to help households exit homelessness and transition into safe, stable housing.
- **Supportive Housing:** SHS housing interventions that include PSH, Housing Only and Housing with Services.
- **Regional Long Term Rent Assistance (RLRA):** provides a flexible and continued rent subsidy that will significantly expand access to housing for households with extremely and very low incomes across the region. RLRA subsidies will be available for as long as the household needs and remains eligible for the subsidy, with no pre-determined end date. Tenant-based RLRA subsidies will leverage existing private market and regulated housing, maximizing tenant choice, while project-based RLRA subsidies will increase the availability of units in new housing developments. RLRA program service partners will cover payments of move-in costs and provide supportive services as needed to ensure housing stability. A Regional Landlord Guarantee will cover potential damages to increase participation and mitigate risks for participating landlords.
- **Shelter:** Emergency Shelter that offers overnight accommodations, including overnight-only and 24-hour shelters. Includes congregate shelter beds PLUS non/semi-congregate units such as motels and pods. Also includes Local Alternative Shelters that have flexibility around limited amenities compared to HUD defined overnight shelters, such as safe parking sites.
- **Day Shelter:** Provides indoor shelter, primarily to people experiencing homelessness, during daytime hours (generally between 5am and 8pm). Includes day centers, access centers, navigation centers and other facilities that help connect people to resources to meet basic needs and engage them in services. On-site support services typically include things like restrooms, showers, laundry, mail service, haircuts, clothing, nutrition resources, lockers, ID support, etc.
- **Outreach:** Activities designed to meet the immediate needs of people experiencing literal homelessness by connecting them with emergency shelter, housing or critical services and providing them with urgent, non-facility-based care. Engagement can happen in unsheltered locations (i.e. street outreach) and through in-reach in locations like day shelters and emergency shelters. Metro is using the HUD ESG Street Outreach model. The initial contact should not be focused on data – instead, outreach workers collect and enter data as the client relationship evolves. Thus, data quality expectations for outreach projects are limited to clients with a date of engagement.
- **Outreach Date of Engagement “Engaged”:** the date an individual becomes engaged in the development of a plan to address their situation.
- **Population A:** 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.
- **Imminent Risk:** Head of household who is at imminent risk of long-term homelessness within 14 days of the date of application for homeless assistance and/or has received an eviction. The head of household will still need to have a prior history of experiencing long-term homelessness or frequent episodes of literal homelessness.
- **Population B:** Experiencing homelessness; OR have a substantial risk* of experiencing homelessness.

- **Substantial Risk:** A circumstance that exists if a household is very low income and extremely rent burdened, or any other circumstance that would make it more likely than not that without supportive housing services the household will become literally homeless or involuntarily doubled-up.

The following list are HUD HMIS approved Project Types. Metro recognizes SHS programs do not align with these project types exactly, and value that flexibility. However, to ensure the interpretations and findings are based upon correct interpretations of the data in quarterly reports and HMIS reports, we will reference these Project Types by the exact HUD name.

- **Permanent Supportive Housing, “PH - Permanent Supportive Housing (disability required for entry)”:** A long-term intervention intended to serve the most vulnerable populations in need of housing and supportive services to attribute to their housing success, which can include PBV and TBV programs or properties. Provides housing to assist people experiencing homelessness with a disability (individuals with disabilities or families in which one adult or child has a disability) to live independently.
- **Housing with Services, “PH - Housing with Services (no disability required for entry)”:** A project that offers permanent housing and supportive services to assist people experiencing homelessness to live independently but does not limit eligibility to individuals with disabilities or families in which one adult or child has a disability.
- **Housing Only, “PH - Housing Only”:** A project that offers permanent housing for people experiencing homelessness but does not make supportive services available as part of the project. May include Recovery Oriented Transitional Housing, or any other type of housing, not associated with PSH/RRH, that does include supportive services.
- **Rapid Re-Housing, “PH - Rapid Re-Housing” (Services Only and Housing with or without services):** A permanent housing project that provides housing relocation and stabilization services and/or short and/or medium-term rental assistance as necessary to help an individual or family experiencing homelessness move as quickly as possible into permanent housing and achieve stability in that housing.
- **Prevention, “Homelessness prevention”:** A project that offers services and/or financial assistance necessary to prevent an individual or family from moving into an emergency shelter or living in a public or private place not meant for human habitation. Component services and assistance generally consist of short-term and medium-term tenant-based or project-based rental assistance and rental arrears. Additional circumstances include rental application fees, security deposits, advance payment of last month's rent, utility deposits and payments, moving costs, housing search and placement, housing stability case management, mediation, legal services, and credit repair. This term differs from retention in that it designed to assist nonsubsidized market rate landlord run units.