

# REGIONAL SUPPORTIVE HOUSING SERVICES Tri-County Data Scan



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for



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## **Introduction**

In May 2020, voters approved a measure to raise money for supportive housing services for people experiencing homelessness or at risk of homelessness in Multnomah, Clackamas and Washington counties. The regional Supportive Housing Services (SHS) program will fund a range of homeless and housing services, including supportive housing, rapid rehousing, rent assistance, homelessness prevention, and wraparound clinical and social service supports.

Metro worked with its jurisdictional partners in June and July 2020 to compile baseline data from across the three counties to support regional planning for SHS implementation. County staff gathered and shared data on public funding, system capacity, outcome measures and programmatic cost estimates for homeless services in their counties. Additional information was compiled from each county's Continuum of Care applications, Housing Inventory Counts and Annual Performance Reports.

This report provides a cross-county summary analysis of the data. The analysis includes the entire scope of each county's homeless services, not just the area within Metro's service district. It offers a snapshot of the region's current homeless services landscape as a starting point to help inform further information gathering, analysis and decision making. It is intended as an internal document to support Metro and its jurisdictional partners in their SHS program planning work.

## Public Funding

Each county was asked to provide data on the sources (federal, state or local) and amounts of all public funding for supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs in their jurisdiction. The analysis in this section shows the funding data provided by each county, broken out by program area.

The public funding across all three counties totals to more than \$112 million:

Public Funding	Multnomah	Washington	Clackamas	Total
Supportive Housing	\$38,628,151	\$5,769,658	\$4,239,884	\$48,637,693
Rapid Rehousing & Prevention <sup>1</sup>	\$34,188,197	\$1,963,541	\$2,209,027	\$38,360,765
Emergency Shelter	\$17,041,310	\$3,016,174	\$1,337,805	\$21,395,289
Transitional Housing	\$1,333,565	\$2,045,234	\$232,726	\$3,611,525
<b>Total</b>	<b>\$91,191,223</b>	<b>\$12,794,607</b>	<b>\$8,019,442</b>	<b>\$112,005,272</b>

These figures primarily reflect the public funding that flows through each county's Continuum of Care and homeless services department. Counties also worked to compile data on relevant funding allocated through their local Community Action Agencies and Housing Authorities. Funding that is paid directly to service providers or reimbursed through Medicaid billing is not fully reflected in the data. None of the funding or system capacity data in the report includes COVID-related funding or programming.

The main sources of public funding captured in the data include:

### Federal:

- *Housing and Urban Development (HUD)*: Continuum of Care (CoC), Housing Choice Vouchers, Project Based Vouchers, Community Development Block Grant, Housing Opportunities for Persons with AIDS, Emergency Food and Shelter Program, Emergency Solutions Grant, Family Unification Program Vouchers
- *HUD-Veterans Affairs*: Veterans Affairs Supportive Housing, Supportive Services for Veteran Families
- *Health and Human Services*: Runaway and Homeless Youth

### State:

- *Oregon Housing and Community Services*: Emergency Housing Assistance, State Housing Assistance Program, Elderly Rental Assistance
- *Oregon Health Authority*: Medicaid, Medicare, State Mental Health Services Fund
- *Oregon Department of Human Services*
- *Oregon Department of Justice*

### Local:

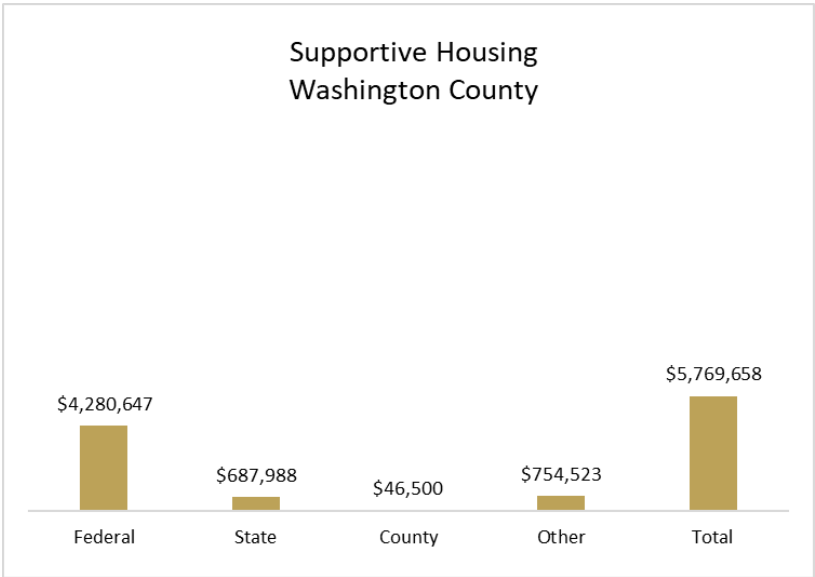
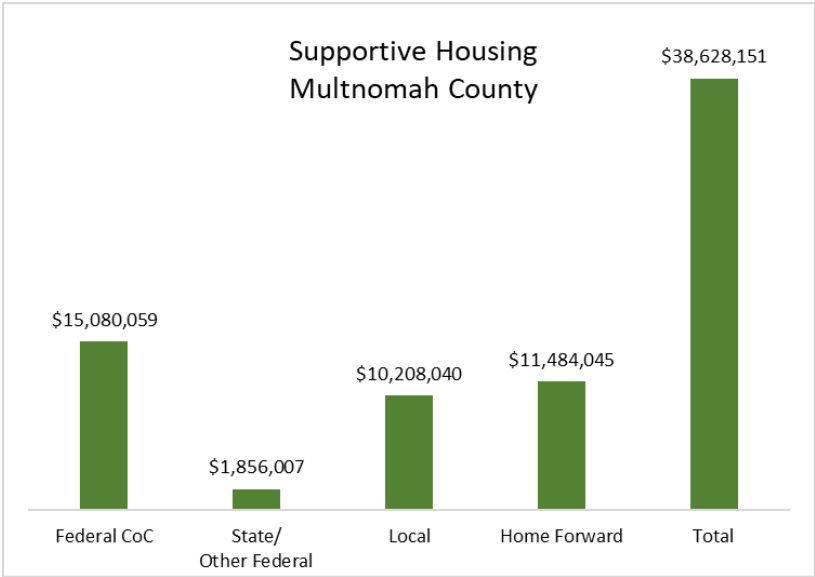
- *County*: Multnomah, Washington and Clackamas County General Funds, Washington County Safety Levy
- *City*: City of Portland General Fund

The charts on pages 5-8 show the amounts of federal, state and local funding by county for each program area.

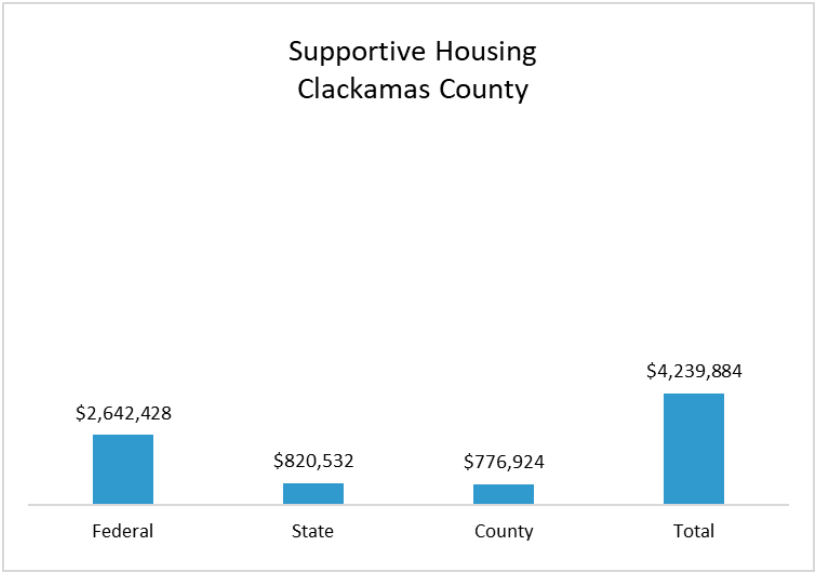
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<sup>1</sup> Multnomah County combines rapid rehousing and homelessness prevention services into the same budget category. For consistency, funding information for these two program areas has been combined into one category for all three counties. Washington County's rapid rehousing funding is \$1,151,926 and prevention funding is \$811,615. Clackamas County's rapid rehousing funding is \$1,656,715 and prevention funding is \$552,312.

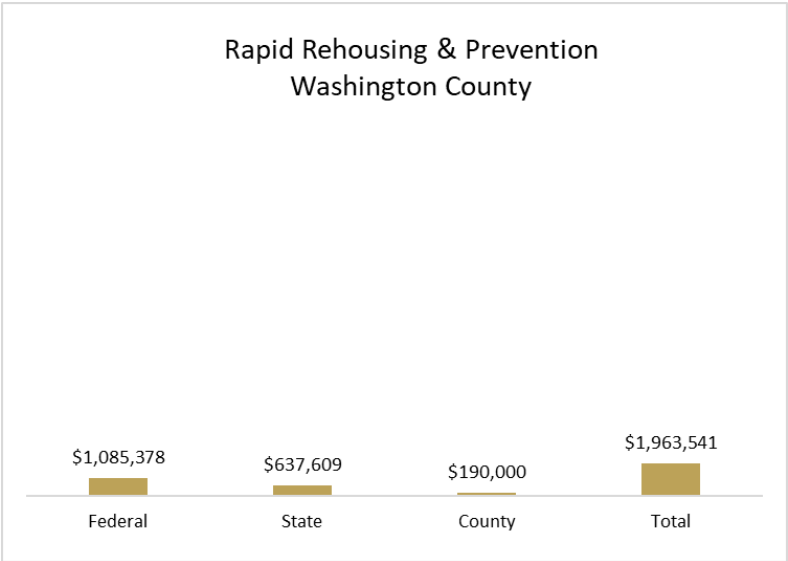
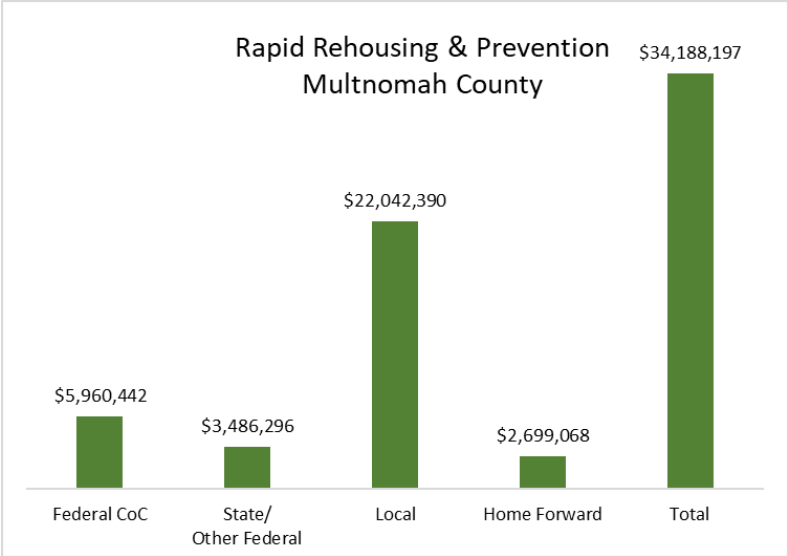
Supportive Housing



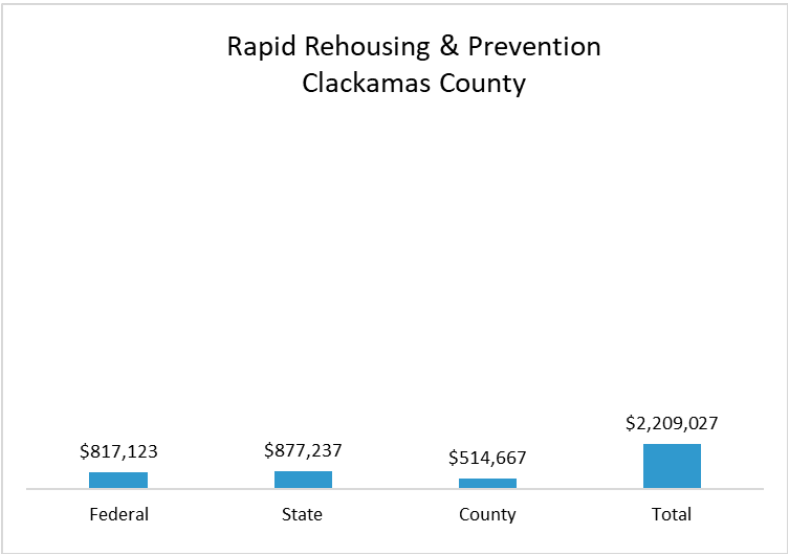
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for Supportive Housing:  
\$48,637,693**



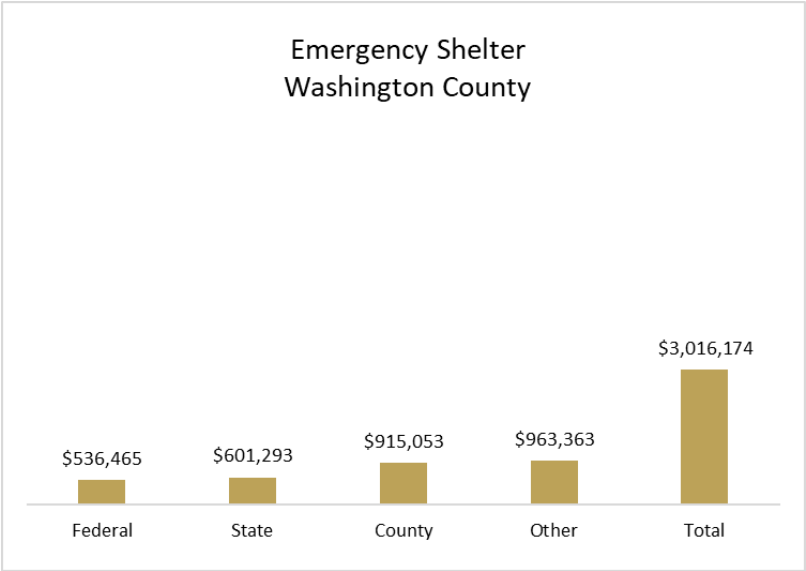
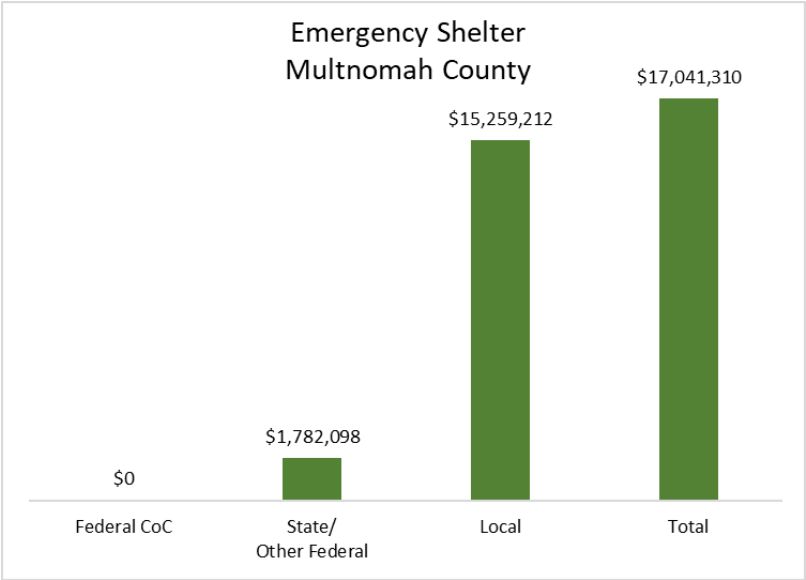
**Rapid Rehousing and Prevention**



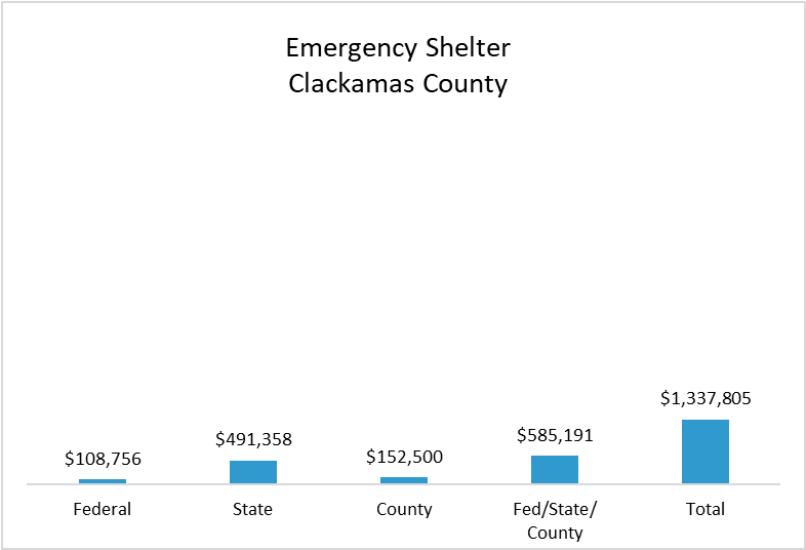
**Total Tri-County Public Funding for  
Rapid Rehousing & Prevention:  
\$38,360,765**



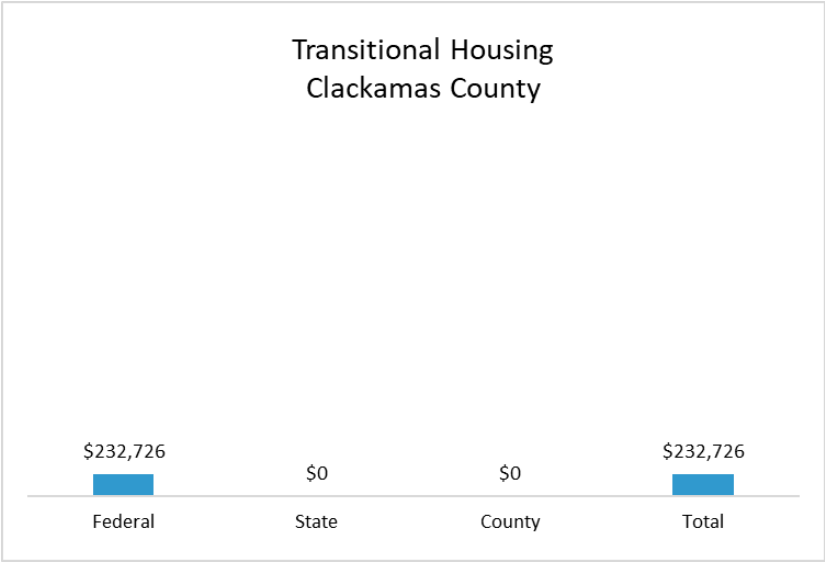
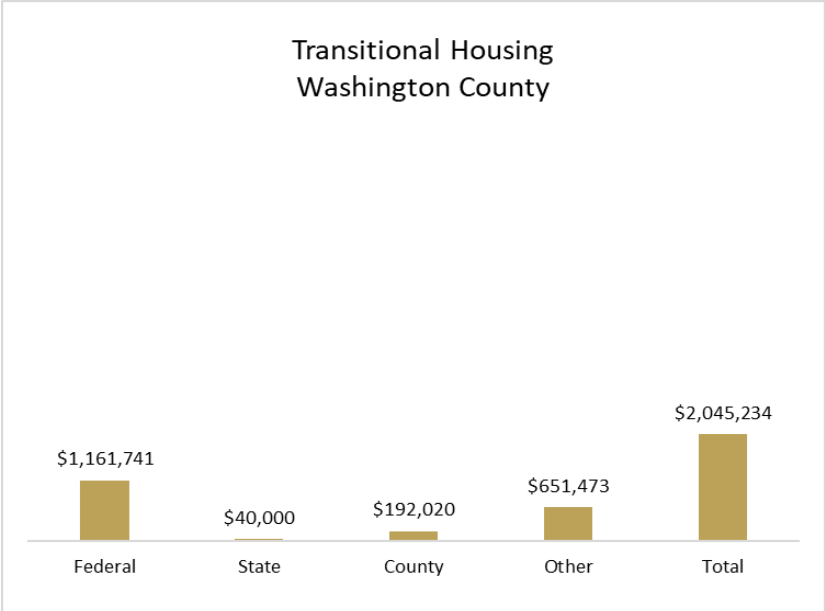
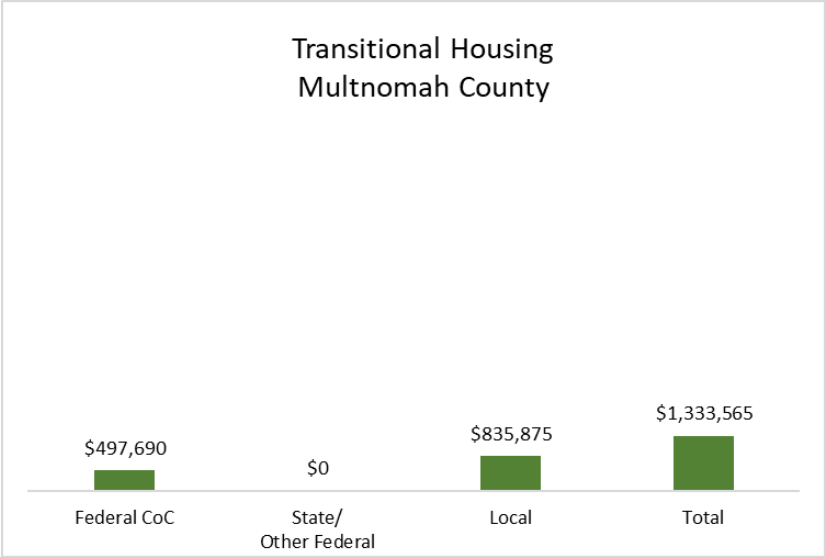
Emergency Shelter



**Total Tri-County Public Funding  
for Emergency Shelter:**  
\$21,395,289



Transitional Housing



**Total Tri-County Public Funding  
for Transitional Housing:  
\$3,611,525**



## System Capacity

The regional scan of homeless service system capacity focuses on supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs. The first part of this section summarizes bed capacity for each program area based on point-in-time data. The second summarizes the number of households served annually within each program area.

### Bed Capacity (Point-in-Time Data)

The Housing Inventory Count (HIC) provides a comprehensive snapshot of each county's bed capacity on a single night. It includes publicly funded programs as well as those that don't receive any public funding and don't participate in the county's Homeless Management Information System (HMIS). The data in this section are based on each county's 2020 HIC, which was conducted on January 23, 2020.

The HIC is a useful way to understand system capacity at a single point in time, but it also has limitations that need to be kept in mind:

- The HIC shows how many people the system can serve on a given night, but not how many people are served over the course of a year. (The section on households served provides that information.)
- The HIC doesn't include everyone being served via rapid rehousing on a given night due to the way the data are collected, and it doesn't include homelessness prevention programs at all.
- The HIC doesn't systematically capture seasonal and severe weather emergency shelter beds. Those beds are included in the *Total Bed Capacity* chart below, but they are not guaranteed from year to year.

Total Bed Capacity (Point-in-Time 2020)		Multnomah	Washington	Clackamas	Total
Supportive Housing	Total beds	4947	509	401	5857
Rapid Rehousing	Total beds	2186	231	159	2576
Emergency Shelter	Year-round beds	1607	125	99	1831
	Seasonal & severe weather	284	109	209	602
Transitional Housing	Total beds	746	126	35	907

The HIC provides information on how bed capacity is allocated by certain HUD-defined sub-populations and household types on the night of the count. The allocations may shift over time, particularly for programs that are not facility based. The sub-population categories that are tracked in the HIC do not capture the full range of populations served or all of the populations that are prioritized for services by specific programs, so the insights they offer are limited. The sub-populations are not mutually exclusive, and households can be counted in more than one category.

Bed Capacity by Population and Household Type (Point-in-Time 2020)	Multnomah	Washington	Clackamas	Total
<b>Supportive Housing Beds</b>				
Total beds for households with children	1734	166	180	2080
Total beds for households without children	3213	343	221	3777
Beds for veteran households with children	124	117	69	310
Beds for veteran households without children	680	140	128	948
Domestic violence program beds	74	0	7	81
Unaccompanied youth beds	67	0	0	67

<b>Bed Capacity by Population and Household Type (Point-in-Time 2020)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Rapid Rehousing Beds</b>				
Total beds for households with children	1717	211	126	2054
Total beds for households without children	461	20	33	514
Beds for veteran households with children	11	12	14	37
Beds for veteran households without children	86	7	23	116
Domestic violence program beds	265	18	21	304
Unaccompanied youth beds	181	0	3	184
<b>Emergency Shelter Beds</b>				
Total beds for households with children	379	117	77	573
Total beds for households without children	1297	6	22	1325
Beds for veteran households with children	0	0	0	0
Beds for veteran households without children	110	0	15	125
Domestic violence program beds	111	24	54	189
Unaccompanied youth beds	68	3	0	71
<b>Transitional Housing Beds</b>				
Total beds for households with children	44	39	27	110
Total beds for households without children	698	87	8	793
Beds for veteran households with children	0	27	0	27
Beds for veteran households without children	112	66	0	178
Domestic violence program beds	0	8	0	8
Unaccompanied youth beds	80	10	22	112

### Households Served (Annual Data)

Data on the number of households served in each program area over the course of a year provide another lens for understanding system capacity. Compared with point-in-time data, annual data provide a more complete picture of how many people the system can serve. The data on households served also include homelessness prevention programs, which are an important part of the regional system that aren't captured in the HIC. One limitation of the data on households served is that programs that don't participate in HMIS (or don't consistently enter their program data into HMIS) may not be reflected in these data.

The data in the *Total Households Served* chart below are based on the most recently available annual data from 2019 and 2020. (The specific data years within 2019-20 vary from county to county.)

<b>Total Households Served (Annual 2019-20)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
Supportive Housing	3540	393	346	4279
Rapid Rehousing	4000	135	152	4287
Prevention	3430	335	145	3910
Emergency Shelter (year-round beds)	5490	233	n/a <sup>2</sup>	n/a
Transitional Housing	1290	206	17	1513

<sup>2</sup> Recent data on the number of households served in year-round emergency shelter for Clackamas County aren't available because one of the county's year-round shelters was demolished and rebuilt, and a full year of data aren't yet available.

The *Households Served by Population and Household Type* chart below provides data on households and people served, broken out by certain HUD-defined sub-populations and household types. These data are from each county's Continuum of Care Annual Performance Reports (APRs) for FY 2018-19, so they are less current than the data in the *Total Households Served* chart above. APRs for FY 2019-20 are not yet available.

As with the HIC, the population categories collected and reported on in the APRs are limited and don't capture the full range of populations that are served by the region's homeless services system. The categories also aren't mutually exclusive, and individuals and households can be counted in more than one category.

<b>Households Served by Population and Household Type (Annual FY 2018-19)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Supportive Housing</b>				
Total households served	3392	385	261	4038
Households with children and adults	517	42	53	612
Households without children	2874	343	208	3425
Households with only children <sup>3</sup>	1	0	0	1
Total persons served	4828	543	391	5762
Veterans	888	138	113	1139
Chronically homeless persons	1792	175	180	2147
Persons fleeing domestic violence	90	16	23	129
Youth under age 25	80	1	3	84
<b>Rapid Rehousing</b>				
Total households served	3507	115	159	3781
Households with children and adults	1151	89	129	1369
Households without children	2319	26	30	2375
Households with only children	8	0	0	8
Total persons served	6563	355	476	7394
Veterans	602	32	36	670
Chronically homeless persons	1285	14	70	1369
Persons fleeing domestic violence	359	25	47	431
Youth under age 25	393	11	10	414
<b>Homelessness Prevention</b>				
Total households served	2869	242	141	3252
Households with children and adults	1198	167	48	1413
Households without children	1629	75	92	1796
Households with only children	2	0	1	3
Total persons served	6501	741 <sup>4</sup>	255	6756
Veterans	486	33	45	564
Chronically homeless persons	445	5	4	454
Persons fleeing domestic violence	127	34	4	165
Youth under age 25	264	15	21	300

<sup>3</sup> "Households with only children" refers to households comprised only of persons under age 18, including unaccompanied minors, adolescent parents and their children, and adolescent siblings.

<sup>4</sup> Additional households were served through the Emergency Food and Shelter Program.

<b>Households Served by Population and Household Type (Annual FY 2018-19)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Emergency Shelter</b>				
Total households served	4480	231	660	5371
Households with children and adults	168	140	11	319
Households without children	4156	34	649	4839
Households with only children	92	57	0	149
<b>Total persons served</b>	<b>5136</b>	<b>573</b>	<b>688</b>	<b>6397</b>
Veterans	473	2	76	551
Chronically homeless persons	1501	26	146	1673
Persons fleeing domestic violence	642	54	16	712
Youth under age 25	695	93	47	835
<b>Transitional Housing</b>				
Total households served	1242	185	17	1444
Households with children and adults	29	32	13	74
Households without children	1207	153	1	1361
Households with only children	4	0	3	7
<b>Total persons served</b>	<b>1291</b>	<b>278</b>	<b>44</b>	<b>1613</b>
Veterans	350	114	0	464
Chronically homeless persons	360	14	0	374
Persons fleeing domestic violence	62	17	1	80
Youth under age 25	144	18	22	184

## Outcome Metrics

The counties were asked to share the outcome metrics that they currently report on for each program area. This information was supplemented with data from the counties' Continuum of Care applications and Annual Performance Reports (APRs). This section summarizes the primary outcome metrics that are currently collected for each program area. It is intended to provide baseline information as a starting point for the development of regional outcome metrics.

Each county prioritizes specific outcome metrics for each program area (and in some cases for individual projects within a program area). There is some overlap, but there are also some outcome metrics that are only gathered by one county. The outcome metrics that are gathered consistently across all three counties are those that are required by HUD as part of the Continuum of Care reporting. This section begins with some of these shared outcome metrics and then lists additional outcome metrics that are used by individual counties (or specific projects within a county) but are not collected consistently across all three counties.

Many of the outcome metrics in this section could be disaggregated by race and other demographic data as part of regional SHS outcome reporting. Additional outcome metrics could be developed for SHS reporting that draw upon HUD-required universal data elements (UDE) that are currently collected in HMIS by all three counties. There are also opportunities to develop new outcome metrics that expand upon the HUD-required data fields.

### Cross-County Outcome Metrics

These are the primary HUD-required outcome metrics that are collected consistently across all three counties. The performance data are based on FY 2018-19 APRs and FY 2019 Continuum of Care applications.

Outcome Metrics	Multnomah	Washington	Clackamas
<b>Supportive Housing (PSH)</b>			
% of persons served who remained in PSH or exited to permanent housing	94%	95%	94%
% of adults who gained or increased total income from entry to annual assessment or exit	46%	60%	62%
% of adults who gained or increased employment income from entry to annual assessment or exit	11%	9%	13%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	37%	55%	53%
<b>Rapid Rehousing (RRH)</b>			
% of persons exiting RRH to permanent housing	91%	82%	83%
% of persons served in RRH who moved into housing	85%	75%	81%
Average length of time between RRH start date and housing move-in date, in days	36	40	43
% of adults who gained or increased total income from entry to annual assessment or exit	11%	43%	32%
% of adults who gained or increased employment income from entry to annual assessment or exit	7%	28%	19%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	5%	23%	15%

Outcome Metrics		Multnomah	Washington	Clackamas
<b>Homelessness Prevention (HP)</b>				
% of persons served in HP who remained in permanent housing or exited to permanent housing		94%	99%	84%
% of adults who gained or increased total income from entry to exit		8%	3%	9%
% of adults who gained or increased employment income from entry to exit		6%	3%	6%
% of adults who gained or increased non-employment cash income from entry to exit		3%	1%	4%
<b>Emergency Shelter (ES)</b>				
% of persons served in ES who exited to permanent housing <sup>5</sup> (see footnote 5 for limitations of this measure)		21%	46%	3%
% of adults who gained or increased total income from entry to exit		7%	15%	7%
% of adults who gained or increased employment income from entry to exit		4%	8%	3%
% of adults who gained or increased non-employment cash income from entry to exit		3%	9%	3%
<b>Transitional Housing (TH)</b>				
% of persons served in TH who exited to permanent housing		60%	77%	100%
% of adults who gained or increased total income from entry to annual assessment or exit		37%	28%	63%
% of adults who gained or increased employment income from entry to annual assessment or exit		26%	17%	63%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit		12%	14%	0%
<b>Returns to Homelessness</b>				
% of persons who exited the homeless services system to a permanent housing (PH) destination and returned to the homeless services system in:				
<6 months	Exit was from PH (includes PSH and RRH)	9%	0%	0%
	Exit was from ES	22%	5%	5%
	Exit was from TH	9%	1%	0%
6-12 months	Exit was from PH (includes PSH and RRH)	8%	3%	3%
	Exit was from ES	11%	7%	0%
	Exit was from TH	7%	0%	0%
2 years	Exit was from PH (includes PSH and RRH)	28%	5%	3%
	Exit was from ES	45%	15%	8%
	Exit was from TH	26%	2%	0%

<sup>5</sup> There are several limitations to this measure: (a) Multnomah and Clackamas have high rates of missing data on exit destinations (55% and 95%), which is a common issue for shelters that exit clients in HMIS after they do not return for a period of time; (b) some of the data, particularly for Clackamas, include warming centers that are not intended to help participants transition to permanent housing. For families with children in Clackamas (a data set that better reflects exits from year-round shelters with services), 60% exit to permanent housing (with a missing data rate of only 12%).

## Additional Outcome Metrics

This section lists the metrics in addition to those in the above chart that are used by at least one county (or in some cases by specific projects within a county) to measure outcomes.

<b>Supportive Housing</b>
People/households newly placed or retained
Bed utilization
Housing stabilization period
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
Resource connections
Engagement in trackable onsite or offsite services
Connections to health insurance, primary care and mental health services
6-month and 12-month housing retention
<b>Rapid Rehousing</b>
People/households newly placed or retained
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
<b>Prevention</b>
People/households newly placed or retained
Prevent homelessness for extremely low and low-income households
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
<b>Emergency Shelter</b>
People/households served
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
<b>Transitional Housing</b>
People/households newly placed or retained
Bed utilization
Participants enrolled in education program
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
<b>System-Level Metrics</b>
Inflow and outflow reporting

## Cost Analysis

The data scan gathered information on current program costs to provide a starting point for Metro and its jurisdictional partners to work together to develop a methodology for determining SHS cost projections. The intent of the cost analysis was to better understand the range of costs for different program models as well as the factors that influence whether a specific project is at the low end or high end of the range. The analysis also aimed to assess what we can learn from the available data, and the gaps and limitations of that data, in order to provide a baseline to help inform further research and planning.

Recognizing that public funding covers only a portion of the total costs of most projects, the counties worked to gather more complete budget data for their programs. This was a significant undertaking with a short turnaround time, and the comprehensiveness of the budget data that could be collected varied by project and program area. As a result, the analysis of average costs reflects some but not all of the additional costs to programs beyond the public share. The analysis also doesn't capture providers' full administrative costs or any of the administrative costs to the jurisdictions, but those costs will need to be incorporated into SHS budget projections.

Even if the budget information for the analysis was complete, there are some inherent limitations to using current cost data to inform SHS program costs. Some existing projects are under-funded, so their budgets don't necessarily capture what it would actually cost to implement sustainable programs that reflect best practices. In addition, many projects rely on a wide array of leveraged services, some of which are not reflected in their budgets and are impossible to fully quantify. As the region scales up its programming, these leveraged services may not be able to meet the increased demand unless they are also funded.

The cost analysis has additional methodological limitations that should be kept in mind:

- Varying levels of completeness in the budget data across projects contribute to some of the variations in each county's average costs.
- Since the analysis relied on relatively small sample sizes, in some cases the average costs were distorted by a single program with disproportionately high costs related to unique features of its program model or disproportionately low costs due to incomplete budget information. When the outliers significantly skewed the averages, they were excluded from the calculations.
- Due to data inconsistencies and limitations in a few of the data sets, the analysis of average costs sometimes required the use of estimates and extrapolations.
- In a few cases, insufficient data made it impossible to develop a reasonable estimate. These are noted in the chart below with "n/a" and explanatory footnotes.

### Average Costs

Cost Category	Multnomah	Washington	Clackamas
<b>Supportive Housing</b>			
Rent: average annual cost per unit	\$10,808	\$13,172	\$15,008
Supportive services: average annual cost per unit	\$4,775	\$10,714	\$6,914
Average total annual cost per unit (rent+services+admin)	\$17,076	\$24,886	\$23,048
<b>Rapid Rehousing</b>			
Rent: average annual cost per household served	\$6,207	\$4,103	\$5,232
Supportive services: average annual cost per household served	\$4,500	\$3,477	\$4,846
Average total annual cost per household (rent+services+admin)	\$12,303	\$8,029	\$11,366



Cost Category	Multnomah	Washington	Clackamas
<b>Homelessness Prevention</b>			
Average annual cost per household served	\$1,993 <sup>6</sup>	\$2,373 <sup>7</sup>	\$3,009
<b>Emergency Shelter<sup>8</sup></b>			
Average annual cost per household served	\$3,104 <sup>9</sup>	\$13,808	n/a <sup>10</sup>
Average annual cost per bed	\$12,274	\$17,818	\$4,756 <sup>11</sup>
<b>Transitional Housing</b>			
Average annual cost per household served	n/a <sup>12</sup>	\$11,537	\$13,690
Average annual cost per unit	n/a	\$20,928	\$19,394

## Factors Influencing Costs

Within each program area, there is typically a range of costs, with some projects costing less than the average and some costing significantly more. This section summarizes the most common program-related factors that influence whether costs are at the low end or high end of the range for each program area.

It should be noted that while the factors listed in this section are important to consider when planning for future program costs, some projects were on the low end of the cost range for this analysis because the available cost data did not include the project's full costs.

### Supportive Housing

- Household type and size
- Acuity of need of population served
- Service model – e.g. Intensive Case Management and Assertive Community Treatment are more expensive than support services that primarily focus on connecting tenants to other resources
- Availability of clinical services – these services are often not reflected in the project's budget data if they are provided by partners or funded through Medicaid billing, but they affect the overall costs
- Availability of flexible funding to cover direct costs for specific services tailored to each household
- Staff to client ratios – underfunded programs often have ratios that are higher than best practice guidelines, which can limit the effectiveness of the supportive services
- Operating model – e.g. upfront costs for developed units are higher than for leased units, but ongoing costs are lower; services are more expensive to provide at scattered sites than a single site

### Rapid Rehousing

- Household type and size

<sup>6</sup> This figure is a rough extrapolated estimate due to limited data.

<sup>7</sup> This estimate excludes one outlier program with an average cost per of \$41,352 per household; if that outlier is included in the estimate, the average cost is \$8,870.

<sup>8</sup> A goal for this analysis was to determine an average cost for housing placements out of shelter, but that wasn't possible for several reasons: (a) funding to support housing placement out of shelter is often budgeted as rapid rehousing and isn't part of the shelter budget; (b) there is a high percentage of missing data on housing placements out of shelter, as noted earlier in this report; (c) not all shelters are designed or funded to support housing placement.

<sup>9</sup> Due to limited data, this figure is only based on public costs for emergency shelter.

<sup>10</sup> Insufficient data were available to calculate average costs per household for emergency shelter for Clackamas County.

<sup>11</sup> Due to limited data, this is a rough extrapolated estimate that reflects the average operating costs of church-run shelters combined with the average public cost for case management.

<sup>12</sup> Insufficient data were available to calculate average costs for transitional housing for Multnomah County.

- Acuity of need of households served
- Length and intensity of housing retention support and wrap-around services provided
- Staff to client ratios
- Average length of service

### ***Prevention***

- Household type and size
- Level and duration of rent assistance provided
- Level of other financial assistance provided
- Availability and level of case management or other support services
- Average length of service

### ***Emergency Shelter***

- Household type and size
- Acuity of need of population served
- Operating model – e.g. shelters on church property run by volunteers are less costly (but also more limited) than facility-based shelters
- Availability and level of case management or housing placement support
- Type of programming – e.g. domestic violence and youth shelters often have higher costs than those without such specialized services

### ***Transitional Housing***

- Household type and size
- Acuity of need of population served
- Operating model – e.g. facility-based vs. scattered site transition-in-place
- Type and level of case management and programming provided
- Average length of service

## **Comparisons to Other Available Cost Data**

### ***Supportive Housing***

#### ***Corporation for Supportive Housing (CSH) Estimates***

Nationally, CSH calculates average costs for tenancy support services at \$7,200 per household per year, with costs ranging as high as \$17,000 for Assertive Community Treatment services. For the 2019 tri-county CSH report,<sup>13</sup> CSH worked with local stakeholders to develop an estimated annual service cost of \$10,000 per household based on a survey of actual costs from a sample of local providers. The estimate is based on a ratio of one case manager to 10 clients for scattered site and one case manager to 15 clients for single site. It also includes flexible service funding for direct costs not covered by community-based and Medicaid-paid services.

<b>Average annual costs per household</b>		<b>Individuals</b>	<b>Families</b>
Supportive Services		\$10,000	\$10,000
Rent Assistance	Private market unit	\$13,000	\$19,600
	Regulated affordable housing unit	\$7,000	\$7,000

<sup>13</sup> “Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness.” Corporation for Supportive Housing. 2019.

CSH's cost estimate for rent assistance for private market units is based on HUD's 2018 fair market rents (FMR) and does not include the gap between FMRs and actual rental costs in the market. The estimate for regulated affordable housing units is based on costs from a sample of local projects.

#### Portland State University (PSU) Estimates

PSU's Homelessness Research and Action Collaborative's 2019 report<sup>14</sup> provides cost estimates that are similar to CSH's but are based on cost ranges rather than a single figure for each cost category:

Average annual costs per household		Individuals	Families
Supportive Services		\$8,800-\$10,000	\$8,800-\$10,000
Rent Assistance	Private market unit	\$11,352-\$18,960	\$14,904-\$41,000
	Regulated affordable housing unit	\$6,000-\$8,000	\$6,000-\$8,000

The low end of PSU's service cost estimates is based on an analysis of Multnomah County's spending dashboard; the high end is based on CSH's estimate. PSU's rent assistance cost estimate for private market units is based on HUD's 2017 FMR and hypothetical small area FMR zip code max as well as Portland's 2017 State of Housing report. The regulated affordable housing unit estimate is based on CSH's estimate and Multifamily NW's 2019 Apartment Report.

#### **Rapid Rehousing**

HUD's Family Options Study,<sup>15</sup> which is one of the most rigorous national studies of housing interventions for homeless families, found the average monthly cost per household of rapid rehousing was \$880, which translates into an annual cost of \$10,560. (Actual annual costs per household would be lower since not all households served in a given year receive 12 months of services.) Housing costs constituted 72% of the total average costs while supportive services constituted 28%.

#### **Prevention**

A HUD study of the Homelessness Prevention and Rapid Rehousing Program<sup>16</sup> found an average cost of \$897 per person and \$2,252 per household for homelessness prevention assistance. Financial assistance (including rent assistance, utility payments and moving costs) constituted 73% of average costs while supportive services constituted 27%.

#### **Emergency Shelter**

HUD's Family Options Study found an average monthly per household cost of \$4,819 for emergency shelter, which translates into an annual cost of \$57,828. Actual annual costs per household served would be lower since few households remain in emergency shelter for 12 months, but the annual cost estimate provides a proxy for the annual operating costs of shelter space for one family. Supportive services made up 63% of the average costs, and shelter costs made up 37%.

#### **Transitional Housing**

HUD's Family Options Study found an average monthly per household cost of \$2,706 for transitional housing, which translates into an annual cost of \$32,472. The annual cost estimate provides a proxy for the annual operating costs of one unit of transitional housing for families. Supportive services constituted 42% of program costs, on average, and housing costs constituted 58%.

<sup>14</sup> "Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region." Portland State University. 2019.

<sup>15</sup> "Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families." HUD. 2016.

<sup>16</sup> "Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 3 & Final Program Summary." HUD. 2016.

## Potential Next Steps

This initial cost analysis offers a starting point for SHS cost planning that will need to be supplemented with additional research. Possible next steps could include:

- Asking a sample of service providers representing a range of models in each program area to provide full budget data for their programs to support a more complete analysis of costs.
- Working with service providers to identify what it would actually cost to implement their programs with fidelity to best practices.<sup>17</sup>
- Determining the proportion of housing units within each relevant program area that will be developed vs. leased in order to more accurately estimate housing costs.
- Applying an annual inflation factor to all costs to more accurately project SHS costs over time.<sup>18</sup>

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<sup>17</sup> For example, CSH's Services Staffing and Budget Tool enables supportive housing providers to combine actual program data with best practice guidelines to develop cost estimates: <https://cshcloud.egnyte.com/fl/KibC8XSZTs#folder-link/>.

<sup>18</sup> The CSH tri-county report suggests using inflation factors of 1.5% for operating costs, 1.5% for rental assistance, and 2% for services.