Sources and Uses of Resources to Address Homelessness in the Portland Region

Year 1: FY 2022

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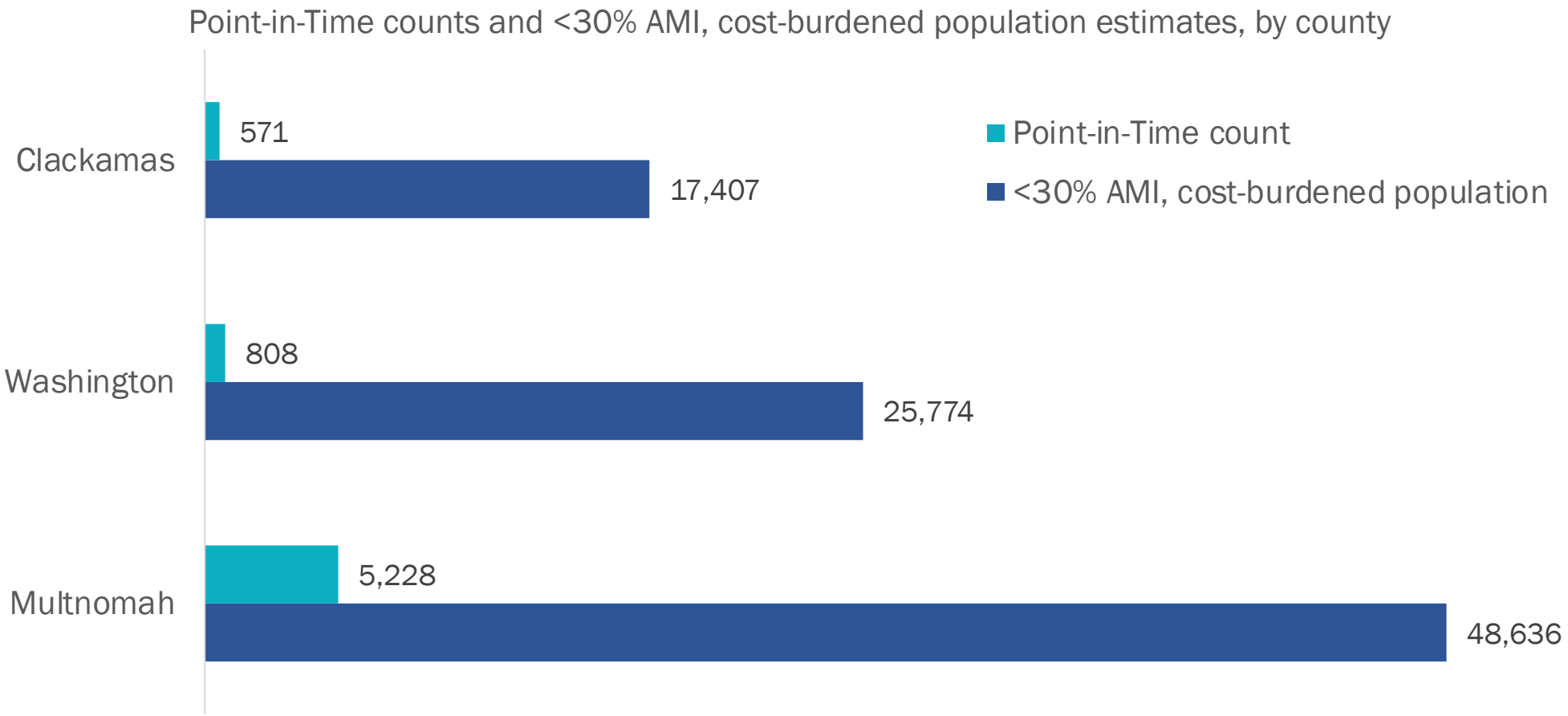
Goal and scope of the analysis

Project goal

- Estimate public and private expenditures in FY 2022 that were deployed to respond to literal and imminent-risk homelessness in the tri-county Portland region
- Document the sources and uses of the associated resources

Literal homelessness and a broader at-risk population



Point-in-Time count (PIT): a count of sheltered and unsheltered people experiencing literal homelessness on a given night in January 2022

<30% AMI, cost burdened: renters with incomes at 0-30% AMI who are cost-burdened

Scope of the analysis

In

- Targeted programming for individuals and families that are currently homeless, have recently exited homelessness, or have an elevated likelihood of becoming homeless in the near term.
- Programming includes:
  - Short- and long-term rental subsidies
  - Eviction prevention payments
  - Behavioral health supports
  - Substance abuse treatment
  - Workforce supports
  - Emergency shelters, transitional housing, sanctioned encampments
  - Planned services to, and monitoring of, unsanctioned encampments
  - Enforcement of camping regulations

Out

- Means-tested subsidized housing for individuals and families without an elevated likelihood of becoming homeless in the near term
- Indirect or unplanned expenditures on individuals and families who are homeless (e.g., police responses, emergency room treatment)
- Capital expenditures

Revenue sources

- Federal
  - U.S. HUD
  - American Rescue Plan Act (ARPA)
- State
- Regional (i.e., Metro SHS measure)
- County
- City
- Private/philanthropic

Uses

Safety off and on the streets includes a full range of outreach and emergency night and day shelter options that offer access to critical hygiene, health, and housing services. Programming includes population-specific shelter options for survivors of domestic violence, adult-only households, families, and youth. It also includes alternative shelter options, safety-on-the-streets survival and outreach, and winter and severe weather shelter.

- Shelters
  - Adult
  - Youth
  - Women's
  - Family
  - Domestic violence
  - Winter and severe weather
- Navigation and service coordination
- Services to unsheltered individuals and families
  - Day shelters
  - Mobile primary care/medical triage
  - Hygiene services
  - Sanitation
- Impact reduction program

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Uses

Housing placement & retention programming helps people gain or retain housing, provides supportive services for housing stability, diverts those at risk of homelessness with accessible housing options, and assists households experiencing homelessness or housing instability with workforce support. For many experiencing homelessness, returning to permanent housing requires a combination of limited duration, flexible rent assistance, housing placement and retention support services, and access to income acquisition assistance.

This programming, referred to as Rapid Rehousing (RRH) includes:

- Flexible short- and medium-term rental assistance
- Move-in and barrier mitigation funds
- Housing case management services and support, including housing search and identification, negotiation with landlords to overcome barriers to housing access, financial assistance with rent and move-in expenses, and a range of post-placement stabilization services, including support managing household finances, maintenance and habitability issues, and landlord disputes.

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Uses

Supportive housing serves those with severe temporary or long-term disabilities, who are extremely low income and experiencing long-term homelessness. It combines an ongoing rental subsidy, to ensure housing affordability, with wrap-around services, including behavioral and physical health services, benefits and income-related services, and in-home housing retention supports.

Supportive housing can take the form of both permanent supportive housing and less-permanent forms of housing, including facility-based transitional housing.

Permanent supportive housing combines long-term rent assistance with ongoing wrap-around supportive services, including but not limited to behavioral and physical health services, benefits and income-related services, and in-home housing retention supports. Services are intensive, voluntary, individualized, and intended to assist participants in gaining and maintaining long-term housing stability.

Recovery-oriented transitional housing provides temporary housing and supportive recovery-oriented services for people experiencing homelessness who have a substance use disorder and are seeking this type of program. The housing and services are short-term, typically 24 months or less, and designed to facilitate participant's transition to permanent housing.

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Uses

System support, access, and coordination includes training to support the implementation and provision of equity-focused service practices; capacity building to expand the homeless system of care's network of culturally-specific providers, strategies, and services; and referral services, coordinated access, and similar services to make homeless services easier to access and tailored to the needs of multiple sub-populations.

Key activities:

- Data, research, and evaluation
- Policy, planning, and regional coordination
- Equity focused system development
- Coordination of service access

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Uses

Emergency response and recovery activities are actions taken to limit the spread of Covid-19, including the operation of a medical isolation shelter and other physical distancing measures.

- Motel sheltering that provides both physical distancing and social isolation resources at five locations. This accounts for 295 beds/rooms
- Housing placement resources out of motel shelters
- Expanded hygiene access in the form of accessible restrooms, showers, and washrooms
- Culturally specific outreach
- Emergency Rent assistance
- Alternative shelter operating costs for two locations: BIPOC village and Queer Affinity village. This accounts for 73 units of capacity.
- Safe Rest Village site operations costs at six locations. This accounts for 320 units of capacity.

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Uses

Administration and operations provides executive leadership and strategic direction for the Joint Office of Homeless Services. It works with elected leaders across the region, community-based organizations, advisory bodies, and other stakeholders to develop, implement, and deliver homeless services. Administration and Operations includes:

- Equity-focused executive leadership: Provides strategic direction for the Department's programs and services.
- Fiscal business services: Development, management, and administration of the annual budget, management of local, State, and Federal funding, procuring and contracting, and processing invoices from and payments to contracted service providers.
- Facilities & operational services: Administrative and in-office operations to support the Joint Office, facilities asset planning, management, and development.
- Human resources: Conducts internal and external recruitments, provides a structured onboarding process, and supports employee retention by providing training, employee relations, professional development, and ensuring safety, trust, and belonging for all staff.
- Communications: Manages both internal and external communications via newsletters; social media; targeted messages both written and videos.

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Data assembly

Origins of the source and use data

- *Priority source:* Expenditure summaries provided by governments/agencies and customized for this project
  - Multnomah County/JOHS
  - Washington County
  - Metro
  - City of Portland
  - Home Forward
- Tri-county and city budgets (reviewed for cities beyond Portland with population 35K+: Gresham, Hillsboro, Beaverton, Tigard, Lake Oswego, Oregon City)
- Metro Supportive Housing Services quarterly reports

Origins of the source and use data

- Federal grant reports
  - HUD Continuum of Care award summary reports
  - ARPA reports submitted by local governments in the region
- U.S. HUD data dashboards
  - Housing Choice Voucher
  - Emergency Housing Voucher
- Publicly available data for non-profit organizations
  - Annual reports
  - IRS Form 990
  - Financial audits

Reflections on data assembly

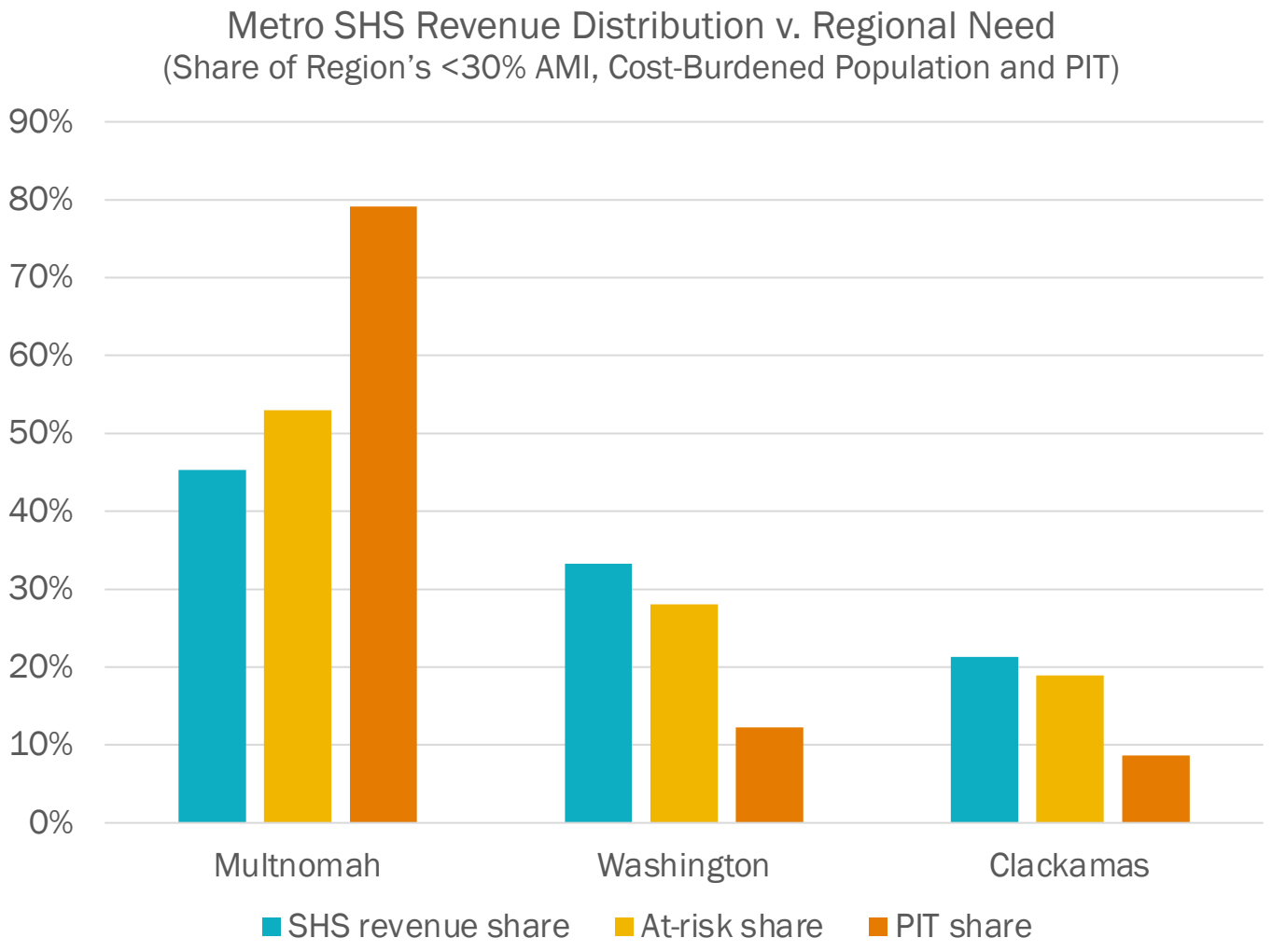
- Expenditures by non-profit organizations were captured through three, mutually exclusive data sources
  - Local government expenditure reports
  - Federal reporting that indicated a direct award to a non-profit that does not pass through a local government
  - Non-profit reporting of privately funded, homeless response activities
- ECO reviewed websites, annual reports, financial audits, and IRS 990 reports, where available, for 91 non-profit organizations

Reflections on data assembly

- The assembly produced 385 source-use pairs (i.e., a source of revenue that could be linked to a specific use)
- A given source-use pair could involve contracts with multiple providers (e.g., JOHS uses county general fund to provide housing placement and contracts with multiple providers to deliver the service)

A note about the Supportive Housing Services measure

- Voters approved the measure in May 2020
- The tax went into effect on January 1, 2021, and will expire after ten years unless renewed by voters
- The time period for this analysis, FY 2022, includes the first few months of SHS tax revenue generation
- Once tax revenue is collected, Metro distributes funds to Clackamas, Multnomah, and Washington counties in amounts proportionate to the tax revenue estimated to be collected from individuals in those counties



Findings

The Total

$312,053,105

total expenditures on literal and imminent-risk homelessness in tri-county Portland in FY 2022

Spending by Source

Source	Spending	Percent
Federal	$ 89,526,015	29%
Cities	$ 58,271,307	19%
ARPA	$ 54,493,161	17%
Regional	$ 52,146,067	17%
Multnomah County General Fund	$ 28,352,273	9%
Philanthropic*	$ 26,866,967	9%
State	$ 2,000,000	1%
Washington County General Fund	$ 397,315	0.1%
Grand Total	**$ 312,053,105**	**100%**

*Nine non-profit organizations accounted for two thirds ($17.9 million) of the philanthropic expenditures

Spending by Use

Use	Spending	Percent
Housing Placement & Retention	$ 99,810,779	32%
Safety On & Off the Streets	$ 96,885,345	31%
Supportive Housing	$ 35,966,359	12%
Emergency Response & Recovery	$ 32,196,123	10%
Other	$ 26,849,698	9%
Administration & Operations	$ 11,135,227	4%
System Access & Navigation	$ 9,209,574	3%
Grand Total	**$ 312,053,105**	**100%**

Spending by Geography

Geography	Spending
Clackamas County	$ 25,722,537
Multnomah County	$ 256,196,800
Washington County	$ 30,133,768
Grand Total	**$ 312,053,105**

Spending by geography refers to spending—from any source—that took place within the geographic bounds of a county

Spending by Use & Geography

Use	Clackamas	Multnomah	Washington	Grand Total
Administration & Operations	$ 1,232,845	$ 7,396,267	$ 580,461	**$ 9,209,574**
Emergency Response & Recovery	*	$ 32,196,123	*	**$ 32,196,123**
Housing Placement & Retention	$ 18,070,965	$ 72,281,553	$ 9,458,262	**$ 99,810,779**
Safety On & Off the Streets	$ 501,924	$ 86,298,037	$ 10,085,384	**$ 96,885,345**
Supportive Housing	$ 4,454,482	$ 25,930,953	$ 5,580,924	**$ 35,966,359**
System Access & Navigation	$ 120,790	$ 10,258,098	$ 756,339	**$ 11,135,227**
Other	$ 1,341,531	$ 21,835,769	$ 3,672,398	**$ 26,849,698**
Grand Total	**$ 25,722,537**	**$ 256,196,800**	**$ 30,133,768**	**$ 312,053,105**

*Covid-related expenditures are included in other categories

Spending by geography refers to spending—from any source—that took place within the geographic bounds of a county

Spending per potential service population

	Clackamas County	Multnomah County	Washington County
Operational spending	$ 25,722,537	$ 256,196,800	$ 30,133,768
Service population			
<30% AMI, cost-burdened renters	17,407	48,636	25,774
Point-in-time count	571	5,228	808
Total	17,978	53,864	26,582
Spending per capita	**$1,431**	**$4,756**	**$1,134**

<30% AMI, Cost-Burdened Population: renters with incomes at 0-30% AMI who are cost-burdened

Spending by geography refers to spending—from any source—that took place within the geographic bounds of a county

Role of the analysis in policymaking

Role of the analysis in policymaking

Provides a clearer sense of which entities are funding which services and can expose funding risks and opportunities

- Federal government provided nearly one-half of the revenue that underwrote FY 2022's spending; federal contributions will rise and fall in coming years with the phasing out of ARPA and the phasing in the Medicaid-funded services
- State government provided a small share of revenue in FY 2022 but that will rise in subsequent years

Role of the analysis in policymaking

Illuminates the existing funding landscape for potential revenue providers

- The Legislature and Governor can better design funding packages with a better understanding of the existing sources and uses
- Philanthropy could strategically fill gaps uncovered by the analysis

Role of the analysis in policymaking

The region's accountable agencies—counties, cities, housing authorities—have a clearer sense of how their spending adds up to a collective response. And with better fiscal information, they can better coordinate—and possibly even align—their homeless response strategies.

Next steps

Next steps

- Disseminate FY 2022 analysis and assemble feedback
- Launch analysis of FY 2023 expenditures in November
- Investigate ties between reported expenditures by category and bed inventory—permanent and temporary—as reported to U.S. HUD
- Where possible, further disaggregate expenditures within major categories (e.g., emergency shelter versus street services)

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