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

Year 2: FY 2023

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IMPACT THROUGH INSIGHT

Project goal

- Estimate public and private expenditures 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
  - Year 1: FY 2022
  - Year 2: FY 2023
  - Year 3: FY 2024

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Scope of the analysis

In

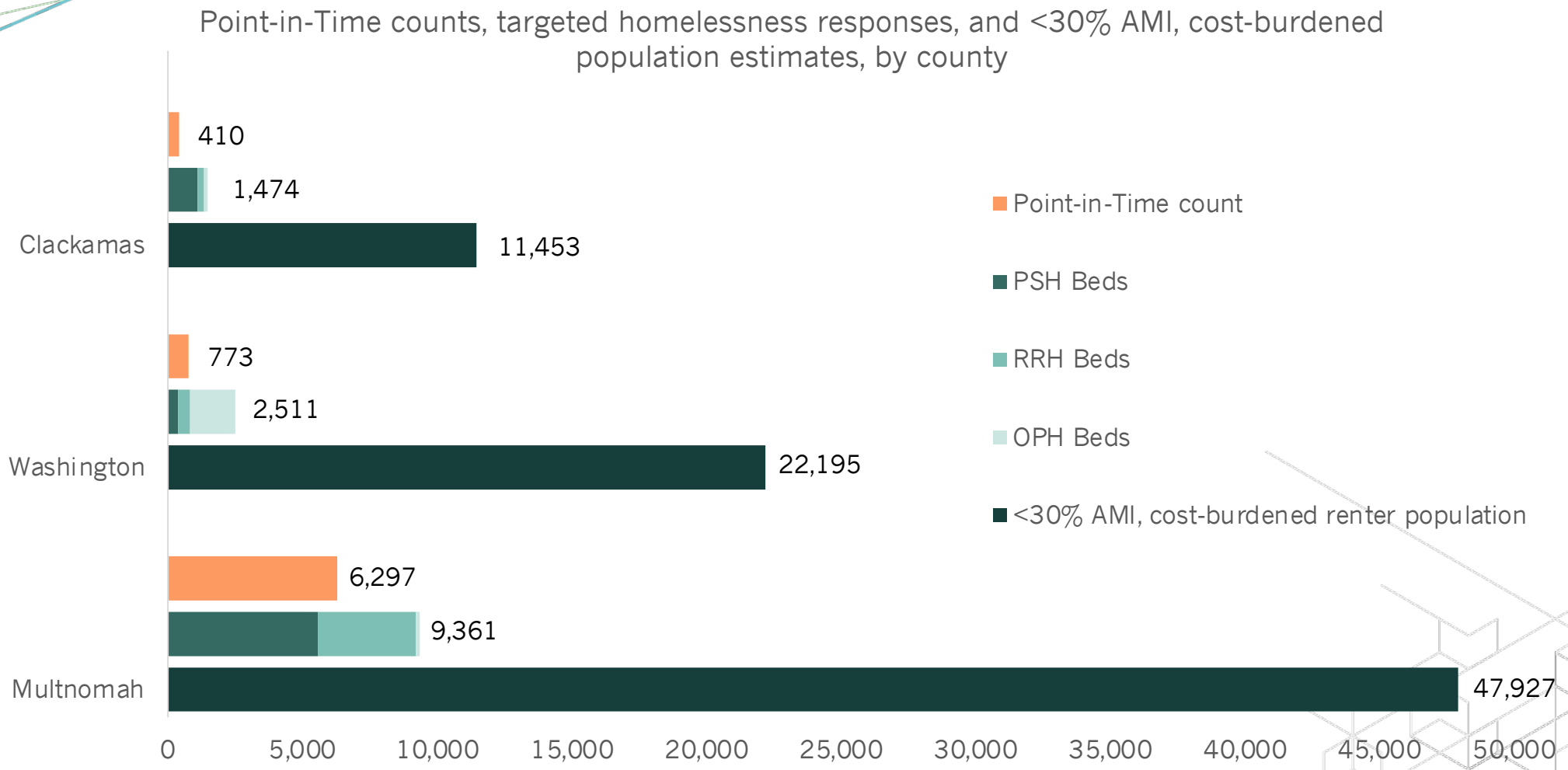
- Targeted programming for individuals and families that are currently homeless, have recently exited homelessness, or have an elevated likelihood of becoming homeless in the near term
- Programming includes:
  - Short- and long-term rental subsidies
  - Eviction prevention payments
  - Behavioral health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

*Not included in Year 1 (FY 2022) scope of analysis

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 (except for shelters)

Literal homelessness and broader at-risk populations



- **PSH**=Permanent Supportive Housing, **RRH**=Rapid Re-Housing, **OPH**=Other Permanent Housing
- **Point-in-Time count (PIT):** a count of sheltered and unsheltered people experiencing literal homelessness on a given night in January 2023
- **<30% AMI, cost burdened:** renters with incomes at 0-30% AMI who are cost-burdened

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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
- Capital

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.

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 (PSH) is deeply affordable permanent housing with supportive services that assists persons with long-term disabilities including chronic health conditions, mental illness, and addictions, who have experienced, or are at risk of, long-term or cyclical homelessness.

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 data quality support, analysis, outcomes reporting, policy and planning work, community engagement, and system-wide training to support equity-focused services practices and capacity building. It also includes information and referral, coordinated access, and similar services.

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

Central 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.
- 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.

Source: Multnomah County budget documents and SHS Intergovernmental Agreements

Data Assembly

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Revenue sources

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

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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 for 26 non-profits––as in the FY 2022 report.

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)

Reflections on data assembly

- The research provides a reasonably comprehensive assessment of targeted homelessness interventions in the tri-county region. One known omission: state resources that originate in the Oregon Housing and Community Services agency and are distributed to community action agencies. Those resources will be included in next year's report.

Findings

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A Note

- Total expenditure amounts should not be compared across years due to differences and improvements in reporting and analysis.

The Total

$531,031,706

total expenditures on literal and imminent-risk homelessness in tri-county Portland in FY 2023

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Spending by Source

Source	Amount	Percent
Regional	$144,366,467	27%
Federal	$109,342,393	21%
ARPA	$88,747,726	17%
Cities	$78,331,870	15%
Counties	$61,665,139	12%
Philanthropic	$37,910,567	7%
State	$10,667,544	2%
Total	**$531,031,706**	**100%**

*Eight non-profit organizations accounted for two thirds ($24.9 million) of the philanthropic expenditures

Spending by Use

Use	Amount	Percent
Safety on and off the Streets	$224,874,631	42%
Housing Placement and Retention	$136,646,347	26%
Supportive Housing	$118,227,143	22%
Central Administration and Operations	$26,225,555	5%
System Access, Assessment, and Navigation	$25,058,031	5%
Total	**$531,031,706**	**100%**

Safety On and Off the Streets

Safety On and Off the Streets Sub-Category	Amount	Percent
Shelter and Access	$177,507,409	79%
Relocation/Site Abatement	$39,717,639	18%
Service/Outreach	$7,649,582	3%
Total	**$224,874,631**	**100%**

Spending by Geography

Geography	Amount
Multnomah County	$393,526,289
Washington County	$89,351,582
Clackamas County	$48,153,835
Total	**$531,031,706**

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

Spending by Geography

Source	Multnomah County	Washington County	Clackamas County	Total
Regional	$75,834,865	$49,062,511	$19,469,091	$144,366,467
Federal	$73,326,414	$13,537,720	$22,478,259	$109,342,393
ARPA	$75,303,408	$12,788,819	$655,499	$88,747,726
Cities	$72,887,583	$4,263,287	$1,181,000	$78,331,870
Counties	$58,955,467	$174,626	$2,535,046	$61,665,139
Philanthropic	$28,212,005	$7,863,622	$1,834,940	$37,910,567
State	$9,006,547	$1,660,997	-	$10,667,544
Total	**$393,526,289**	**$89,351,582**	**$48,153,835**	**$531,031,706**

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

Spending by Use & Geography

Use	Multnomah County	Washington County	Clackamas County	Total
Safety on and off the Streets	$198,295,626	$20,226,965	$6,352,039	$224,874,631
Housing Placement and Retention	$66,426,785	$46,161,506	$24,058,056	$136,646,347
Supportive Housing	$91,617,666	$13,365,801	$13,243,676	$118,227,143
Central Administration and Operations	$20,321,391	$2,040,041	$3,864,122	$26,225,555
System Access, Assessment, and Navigation	$16,864,820	$7,557,269	$635,942	$25,058,031
Total	**$393,526,289**	**$89,351,582**	**$48,153,835**	**$531,031,706**

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

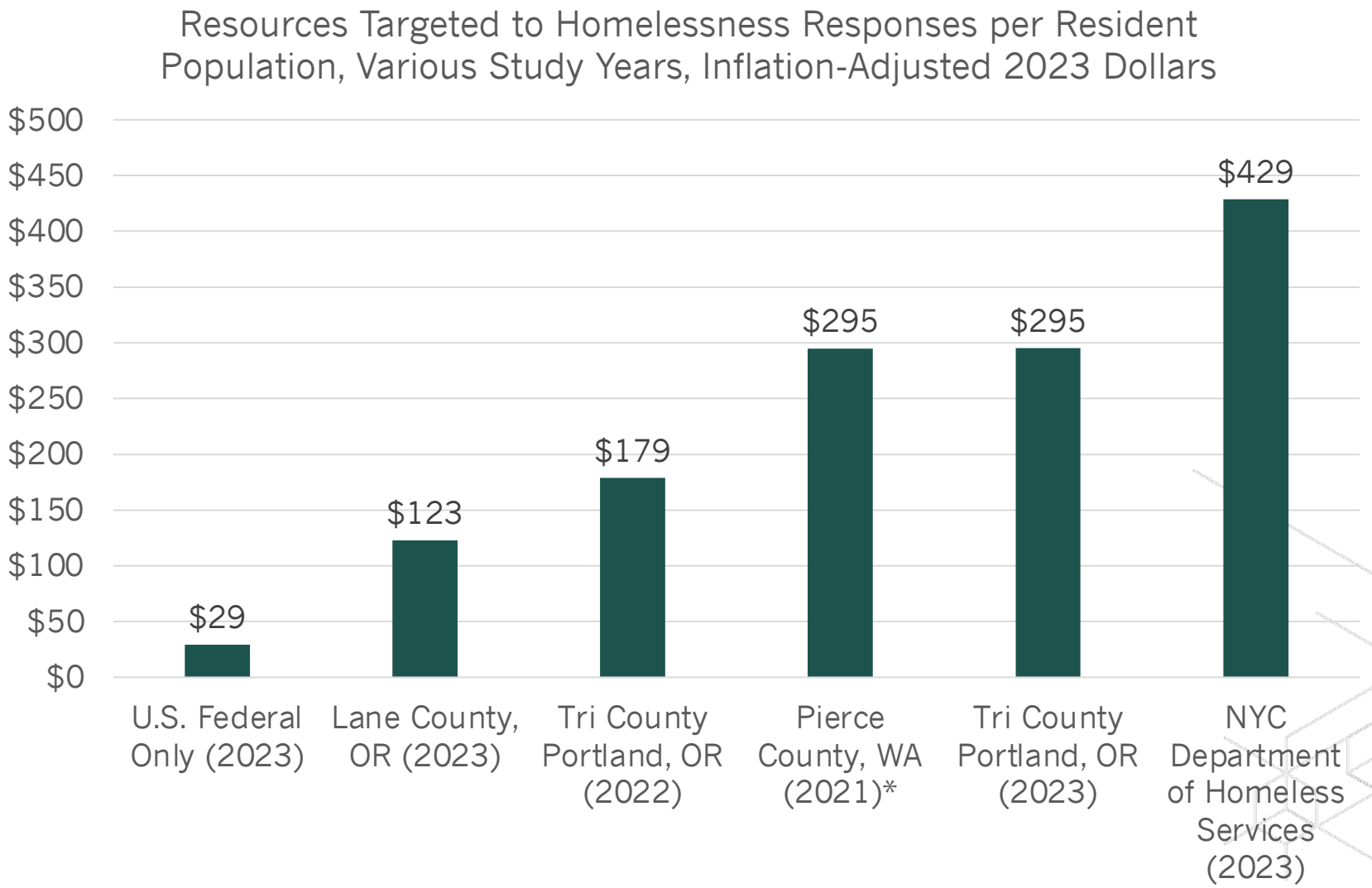
Spending Divided by Potential Service Population

	Multnomah County	Washington County	Clackamas County	Total Tri-County
Spending	$393,526,289	$89,351,582	$48,153,835	$531,031,706
Potential service population				
<30% AMI, cost-burdened renters	47,927	22,195	11,453	81,575
PSH, RRH, and OPH beds	9,361	2,511	1,474	13,346
Point-in-time count	6,297	773	410	7,480
Total	*63,585*	*25,479*	*13,337*	*102,401*
Spending divided by potential service population	$6,189	$3,507	$3,611	$5,186

- **PSH=**Permanent Supportive Housing, **RRH=**Rapid Re-Housing, **OPH=**Other Permanent Housing
- **<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

Inter-jurisdictional Comparison

Comparing different varieties of apples



Sources: NYC, *Mayor's Management Report;* U.S., U.S. Interagency Council on Homelessness; Pierce, Lane, Tri-County Portland, ECOnorthwest.
*Pierce County report included Section 8 housing assistance that was not targeted to individuals and families who were homeless or at imminent risk of homelessness.

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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 40 percent of the revenue that underwrote FY 2023'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 share of revenue will rise in subsequent years

Role of the analysis in policymaking

Illuminates the 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

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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

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Next steps

- Disseminate the analysis to interested parties, regionally and nationally, for reactions and feedback
- Signal a final round of privately funded analysis, and launch FY 2024 data collection in the fall of 2024
- Encourage the state to develop a framework for assembling source and use data beginning with the FY 2025 reporting period

Appendix

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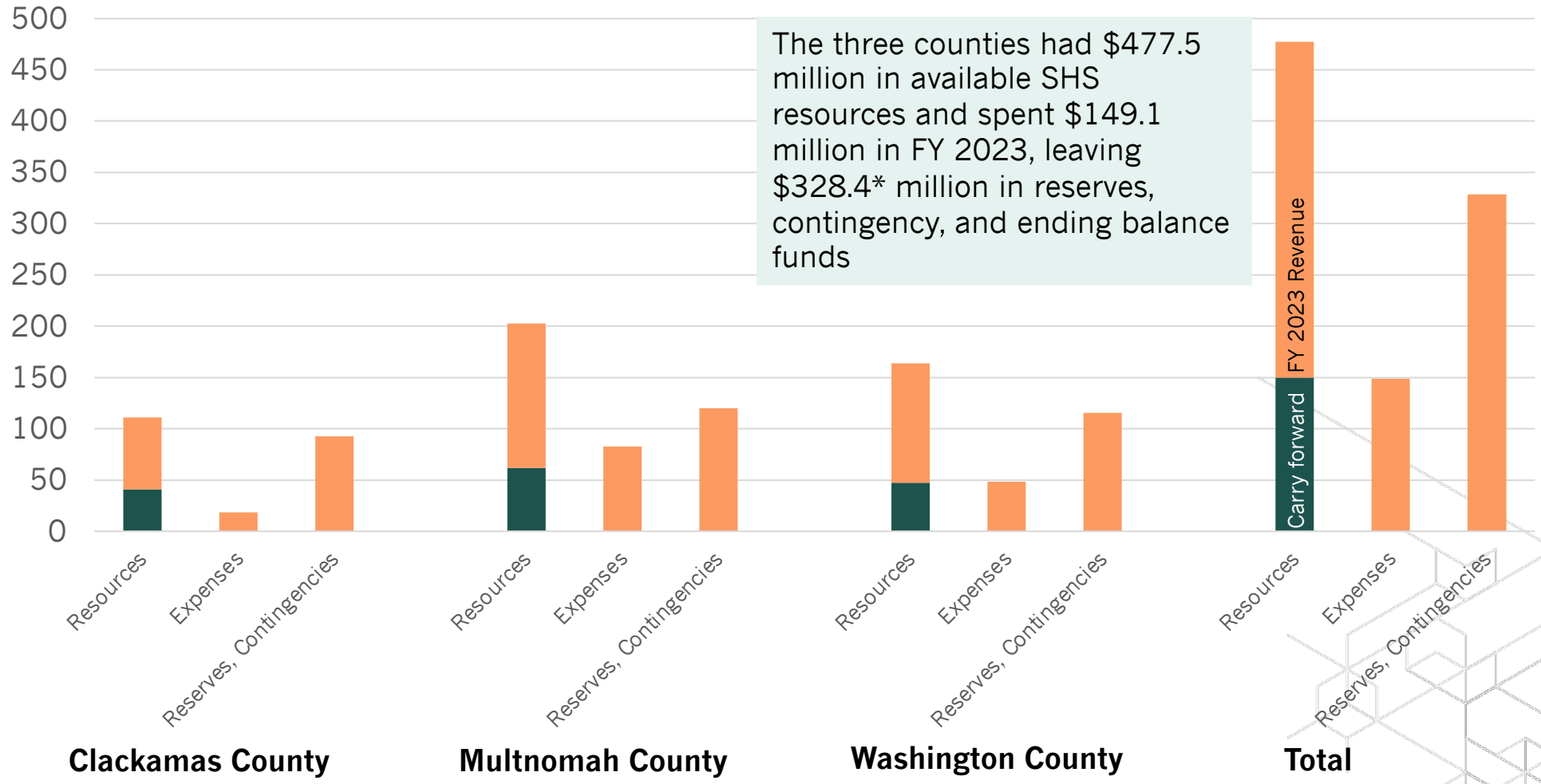
A note about the Supportive Housing Services measure

Metro SHS Resources, Expenses, and Stabilization Reserves/Contingencies, Fiscal Year 2023, In Millions



Source: Metro Supportive Housing Services FY 22-23 Annual Financial Report. *Intergovernmental agreements (IGAs) with Metro allow the counties to accumulate Stabilization Reserves to provide funding for future years should program funds fall below budgeted estimates. Counties may also hold a contingency account to provide resources for emergency situations.

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Information on outcomes related to SHS spending

This project's scope is limited to a fiscal analysis of sources and uses in the response to the homelessness crisis. Information about the outcomes related to SHS spending can be found in the following progress reports and dashboards:

- Metro: https://www.oregonmetro.gov/public-projects/supportive-housing-services/progress
- Multnomah County: https://johs.us/
- Washington County: https://www.washingtoncountyor.gov/housing/supportive-housing-services/plans-and-reports
- Clackamas County: https://www.clackamas.us/housingauthority/supportive-housing-services

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