

Steering & Oversight Committee

June 6, 2025
Multnomah Building



**Homelessness
Response
System**



HRS SOC Quorum

- A quorum exists for purposes of voting when four (4) voting members and three (3) non-voting members are present.



SOC Meeting Map

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Agenda Highlights	Date	SOC Actions
<ul style="list-style-type: none">• <i>Active Policy Tables</i>• <i>Measure 2 - Engagement Status</i>• <i>Discussion: Shelter Utilization, Length of Stay, Service Engagement</i>	<i>May 9</i>	<ul style="list-style-type: none">• <i>Brief Report Out</i>• <i>Brief Report Out</i>• <i>Presentation & Discussion</i>
<ul style="list-style-type: none">• Measure 2• Measure 3, housing placement, initial overnight only shelter data• Shelter Utilization, Length of Stay, Service Engagement• Housing Production	June 6	<ul style="list-style-type: none">• Report Out - Actions Taken• Need discussion/feedback• Discussion cont'd• Discussion, Current status and discussion
<ul style="list-style-type: none">• <i>Housing Production - Cont'd?</i>• <i>Behavioral Health, Post Leg Session?</i>• <i>HRAP 2.0?</i>	<i>July 18</i>	

 HRS Steering and Oversight Committee Meeting



SOC Key Responsibilities

- Explore and identify KPIs for evaluating effectiveness
- Monitor progress toward goals
- Set strategy for program development
- Ensure alignment of investment toward strategies and performance



Agenda

Agenda Item	Time	SOC Actions
Measure 2: Quarterly Report Highlight	15	Report Out on Initial Actions
Measure 3: Quarterly Report Highlight Overnight Shelter Bed - Initial Data	30	HSD Analysis: Findings & Challenges - Direction
Discussion Cont'd: Bed Utilization, Bed Stays, Engagement Requirements	30	Presentation & Discussion
Housing Production: Federal and Local Landscape	30	Discussion



Measure 2

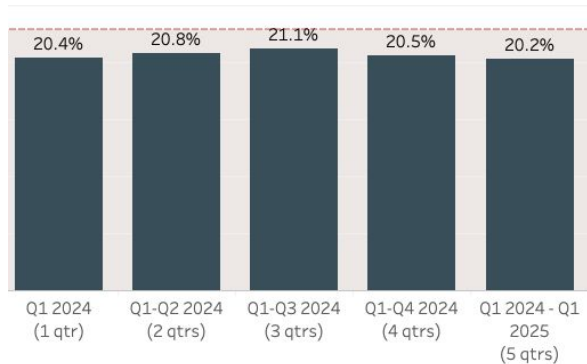
KPI	Status
Measure 2: Reduce Unsheltered Homelessness for Priority Populations	Met goal for all priority populations with one exception: Though we sheltered or housed nearly 3,000 people who are Black, African American, or African (20.2% of all people served), that is roughly 2.6 percentage points lower than where we should be
Additional Context	
<ul style="list-style-type: none">• Translates to roughly 380-person gap for Black, African American, and African people..• Disparity for Black/African American/African is very significantly shelter-driven• Initial feedback and recommendations through engagement with culturally specific providers and other community leaders	



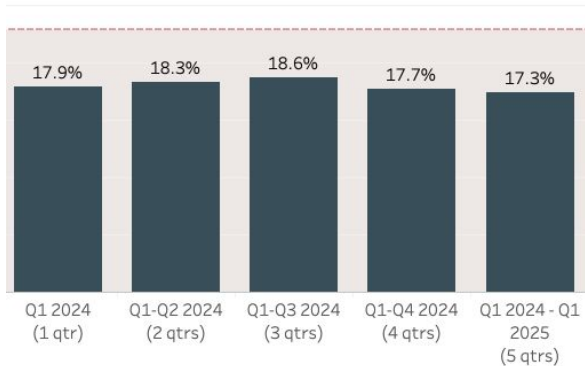
Measure 2: Black/African American Detail

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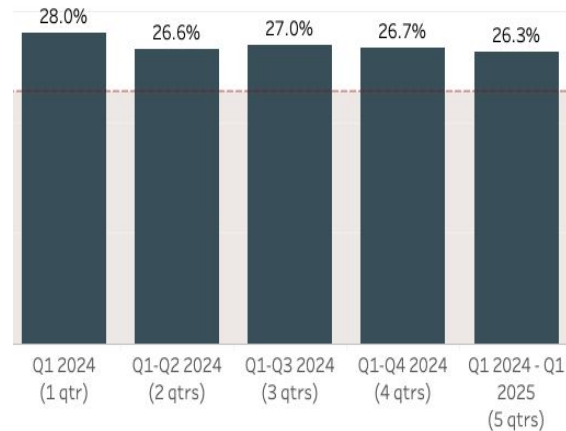
Sheltered + Housed



Sheltered



Housed



Measure 2 - Recommendations

- Increase rent assistance and housing placement dollars distributed through Culturally Specific organizations via new and existing contracts.
- Invest in upstream stabilization/flexible support funds to cover costs associated with doubling up or “couch surfing” to remain stably housed with family and friends.



Measure 2 - Recommendations

- Increase the shared accountability we have with current shelter providers to address the disparate treatment of Black, African American and African people in shelter.
- Continue engagement and system planning and design work with the Black, African American and African community.



HSD - Ongoing Engagement

- Continued engagement with culturally specific providers, Equity Advisory Committee, Lived Experience Advisory Committee, community members to broaden and deepen feedback and implement recommendations
- Monitoring of dashboard data at the system and provider level
 - Equity work plan monitoring can support accountability to cultural responsiveness
- We have approved two proposals from two of our culturally specific providers and are working to quickly review and respond

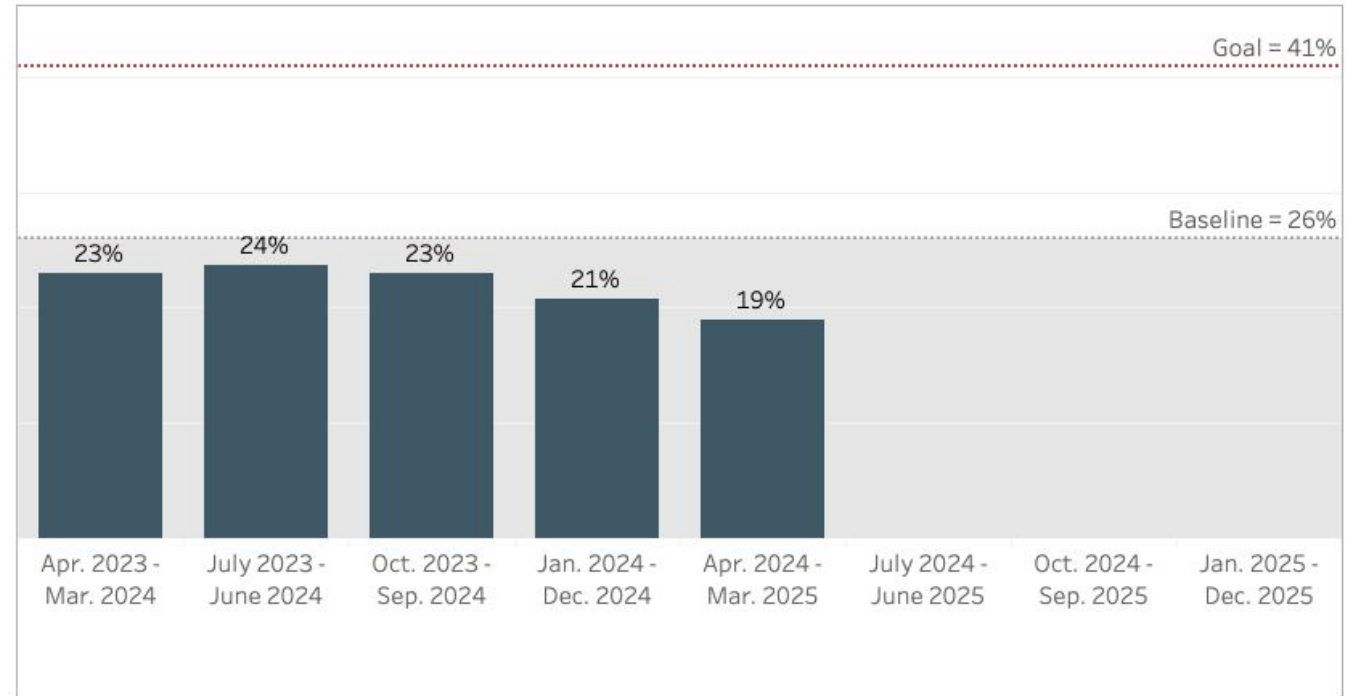


Measure 3: Shelter Exits to Housing

Current rate below
baseline

1,190 exited to
housing, but...

1,400+ away from
goal



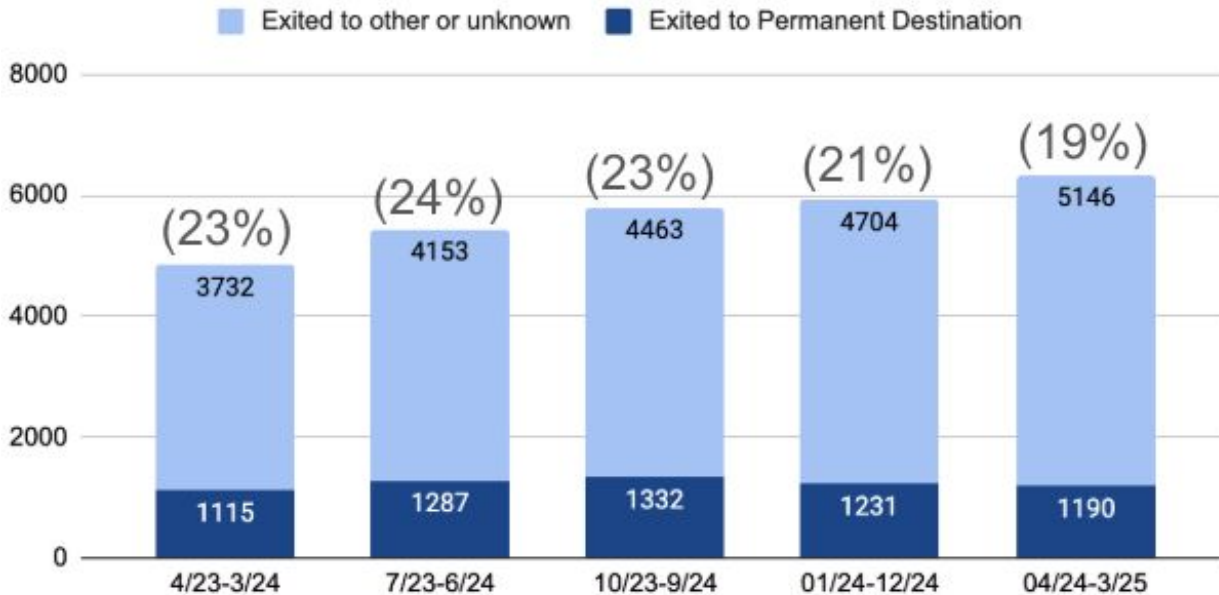
Measure 3: Bottom Lines

1. Without supplemental data, it's very difficult to understand **WHY** the measure is shifting and **HOW** to shift it closer to our goal.
2. If we continue to expand shelter (one of our goals), without also increasing housing placement resources for people in shelter, this measure will continue to go down.



Outcome: Shelter Exits to Housing

Exits from adult shelter (% to permanent destinations)



Declining percentage
is both:

Slight decline in exits
to housing

Increase in total exits



Challenges with this Measure

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- Self-reported by shelter guests upon exit
 - Currently no validation in HMIS
- Impacted by other factors
 - Shelter closing
 - Data quality
- Does not clearly measure improvements
 - MORE people exiting to permanent housing can yield LOWER exit rates
- Overlooks other positive exits from shelter and housing placement from other situations



Exit Rates:
Shelter to
Permanent
Housing

What the data tells us

Despite some concerns around the current measure

- Shelter exits to permanent housing have declined over past 9 months
 - Especially Congregate & Alternative (including TASS and SRVs)
- Fewer people are exiting to permanent housing from shelter
 - Despite having more shelter beds

What is causing the decline in exits to PH?

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Lack of Housing Placement Options



Challenges with Rapid Rehousing (RRH) from Shelter



Under-Resourced Shelters & Reduced Placement Funding



Additional Participant Barriers

Lack of Housing Placement Options

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- Huge lack of affordable housing; few options for people at or below 30% of median income.
 - Fewer households served for longer periods of time
 - People often wait years for subsidized housing
- Challenges finding landlords without full rental subsidy
- Relocating households with existing placements uses placements that could go to shelter participants

Under-Resourced Shelters

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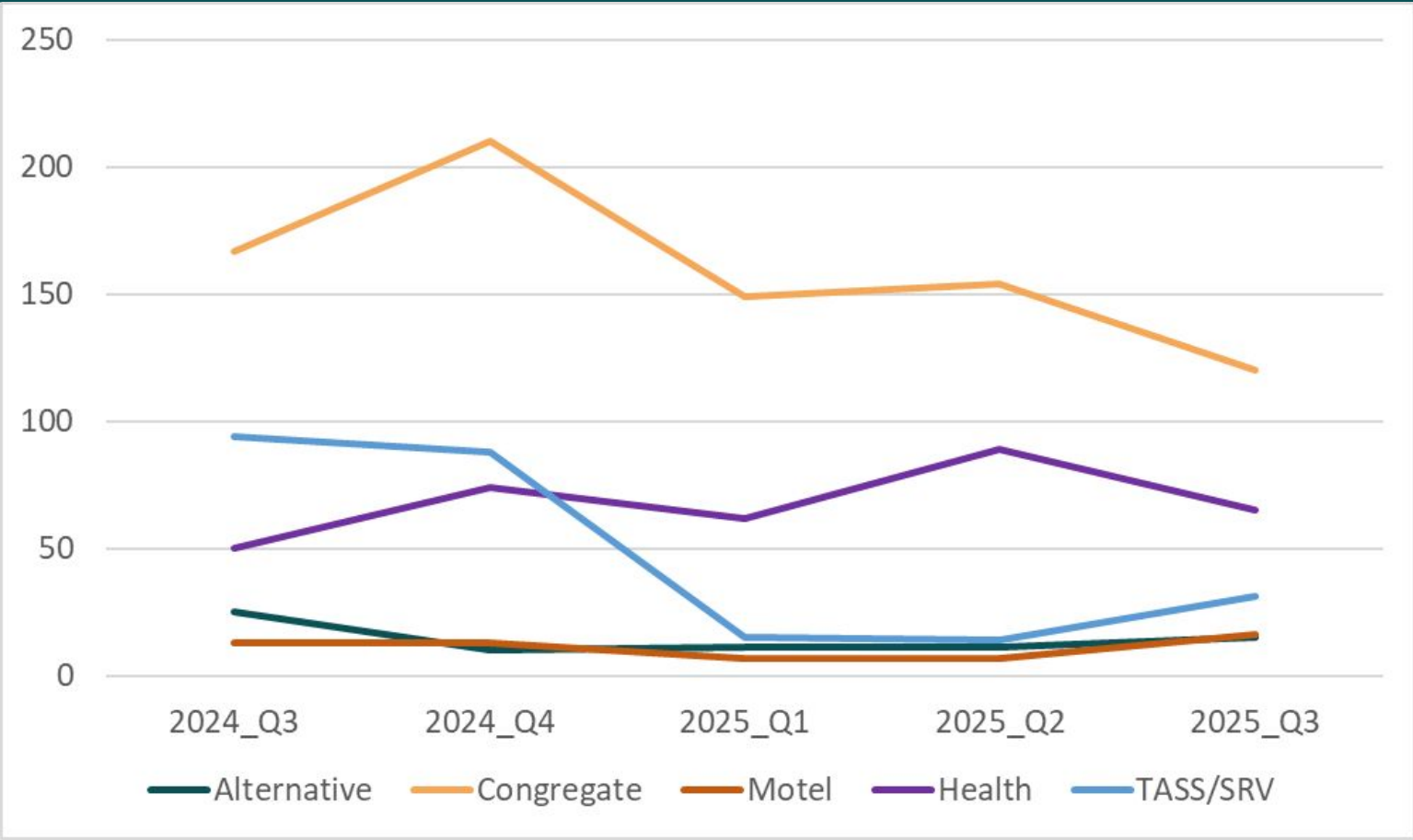
- Resources and funding vary by program/provider
 - Need appropriate funding to efficiently house people
- Case management & rental assistance most vital
 - Correlated with more exits to permanent housing
- Limited client assistance resources requires providers to take a “targeted” approach
 - Resources are only available to some participants

Reduced Funding for Housing Placements

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- Reduced COVID-related client assistance funds beginning 2023
- Continued into 2024, when HMN and OAI vouchers also dwindled
- Spending per household to prevent eviction is higher than ever
 - Results in even fewer households being served
 - Some providers depleted Client Assistance funds for FY 2025

COUNTS of Exits to Permanent Housing by Shelter Type



Challenges with Rapid Rehousing from Shelter

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- RRH is primary housing resource for shelters
 - Flexible, person-centered intervention
- Does not lead to long-term success for everyone
 - Many need longer-term subsidies
 - Those who it would work best for not prioritized
- Current RRH amount (\$9,500) is too low
 - Many face eviction when RRH runs out

Additional Barriers to Housing from Shelter

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- Aging homeless population; more people with high acuity
- Cost of mental health and SUD treatment in shelter
- Increasing property debt/back rent among participants
 - Reduced landlord willingness to negotiate
- Increased lengths of stay in shelter
- Lack of participant engagement

Reaching the Goal

41% Exits from Adult Shelter to Permanent Housing (currently at 19%)

- Would require 1,400 additional individuals to exit to permanent housing
 - 1,197 exited to PH in past year
- Most recent RRH solicitation increased to \$13,000 to include case management
 - \$22,000 would be more sufficient for increased cost of living
- Approximately \$18 - \$31 Million (for RRH)
 - PSH would be more expensive

Overnight Shelter Data - Status

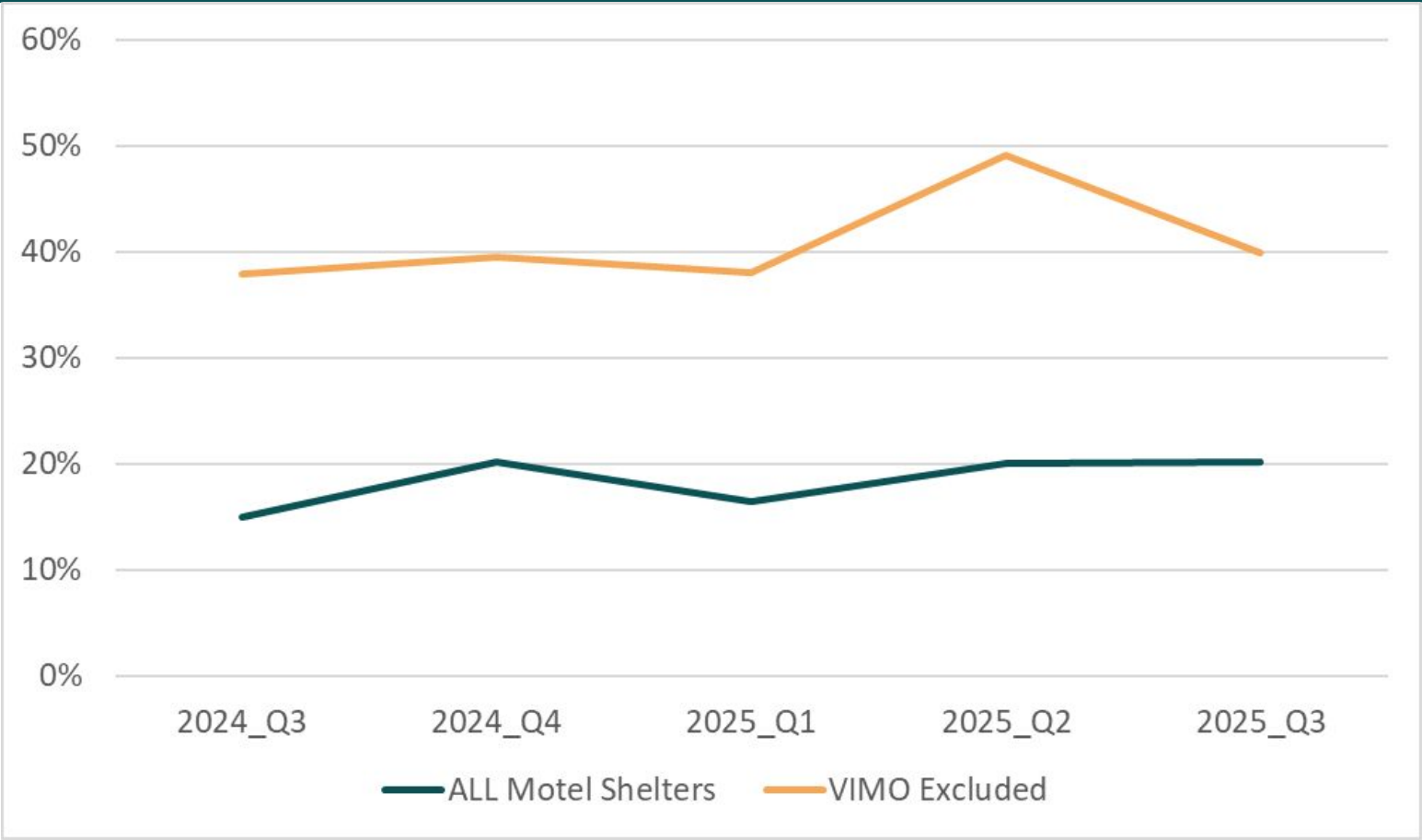
Status:

- Data collection is required per the use of SHS funds.
- HSD working diligently with city staff and The Salvation Army to provide guidance and technical assistance.
- Entry data needs to be verified - and exit data largely not being captured.
- But we do feel good about this data point:

800+
individuals
accessed an
overnight shelter
and did not
access other
shelter services
(since July 1,
2024)



Impact of Including Shelters without Housing Focus



Discussion Points - Measure 3

- KPI and monitoring considerations:
 - Likely revise for HRAP 2.0
 - Supplement with additional data in meantime:
 - Total numbers, not just percentage
 - Differentiate system outcomes with and without overnight-only shelters included
- Strategy and resource alignment consideration:
 - 1,400-person/\$18-30M housing placement gap (Will grow with shelter expansion)



Shelter Best Practices

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Housing First Approach	Anyone can access shelter without prerequisite, services are voluntary, assistance to housing ASAP
Safe and Appropriate Diversion	Finding alternative solutions via problem-solving and lighter-touch solutions (Ticket Home, etc.)
Immediate and Low Barrier Access	Eliminate barriers to entry, open 24/7, allow the 4 Ps (pets, partners, privacy, possessions)
Housing focused, rapid exit services	Focus shelter services on assistance with housing access
Data to measure performance	Measure length of stay, exits to housing, returns to homelessness; focus on combined review.



HRS Steering and Oversight Committee Meeting



Shelter Best Practices in HSD Shelters

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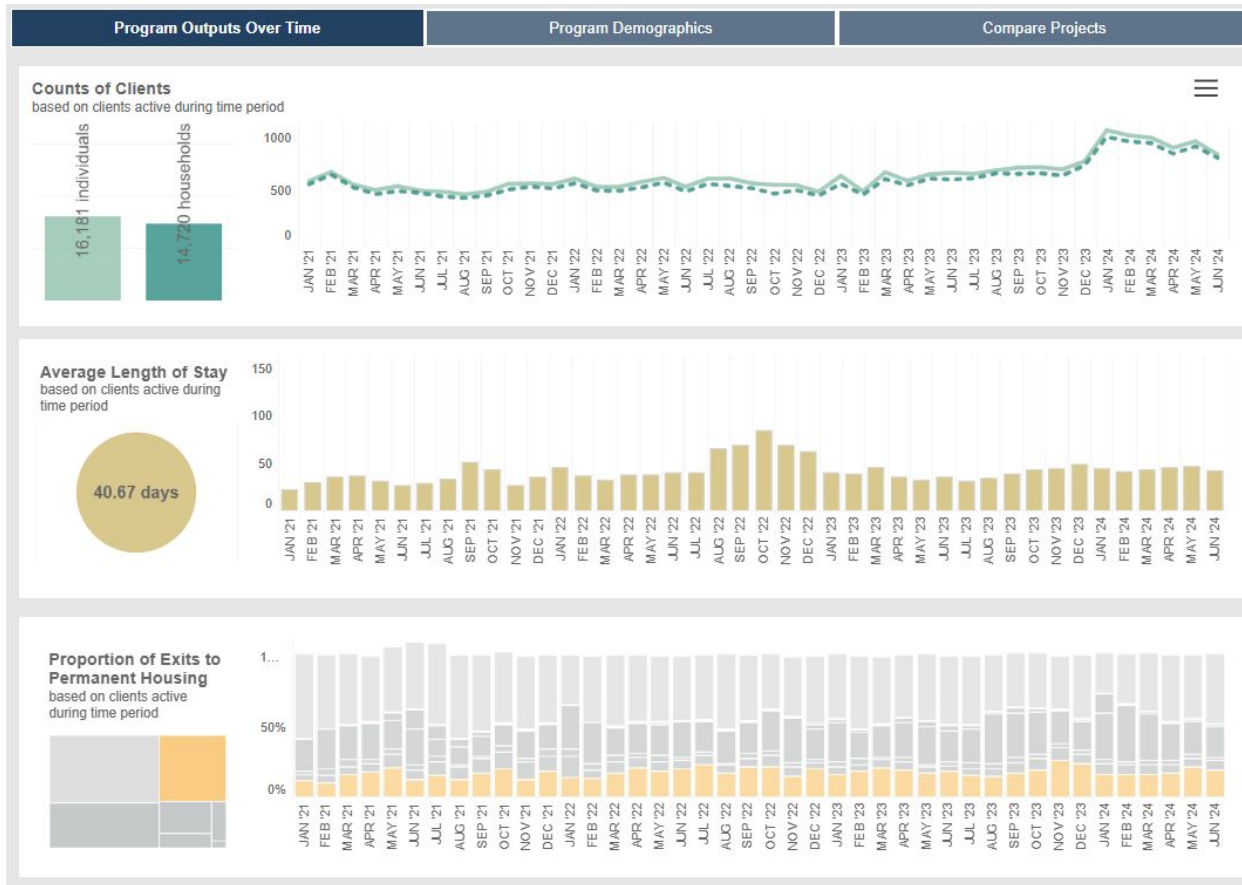
Housing First Approach	Required in all HSD Contracts
Safe and Appropriate Diversion	Primarily focused on folks in housing or institutions, but other examples include Ticket Home, Coordinated Access problem-solving
Immediate and Low Barrier Access	24/7 shelters, 4 Ps generally accommodated (some exceptions), mostly low barrier
Housing focused, rapid exit services	Some shelters have housing-focused services; in process to realign across the system
Data to measure performance	Currently measure length of stay, utilization, # of participants, exits to housing, etc. Focus on combined review



Shelter Data Review by Agency: Future*

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Template
using
“Dummy
Data”



Many shelter contracts have LOS goals already

*data already collected and reviewed; automatic dashboards being built.

Overnight Shelter Data - Bed Utilization

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SA SAFES site	SA Moore Street site	
81%	72%	February
96%	90%	March
89%	91%	April
76%	87%	May





City of
Portland

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Homeless Response System Steering & Oversight Committee Meeting **Returning to a Rapid Exit Strategy**

Mayor Keith Wilson

June 6, 2025

KGW | WOMEN GIVING BIRTH ON THE STREET BECOMING MORE COMMON IN DOWNTOWN PORTLAND

"We pulled up, there was tents, there was debris around, there was probably five or six homeless people around, and then we had our patient, and there she was on her hands and knees and she was visibly pregnant — 7, 8, 9 months pregnant. Her water had broken and she needed to go to the hospital."

"... a child was found outside of a tent, and it was non-viable when we arrived; it wasn't viable when the person found it, and it still had the umbilical cord attached. And so that was obviously a non-viable child."

"... [journalist] Blair Best met a woman who'd helped her 25-year-old friend give birth on a blue tarp on the street... [she is now] back on the street, still struggling with her fentanyl addiction, now camping in the Goose Hollow neighborhood."

“ ”

KGW8 NEWS

Source: [Women Giving Birth on the Street is Becoming More Common in Downtown Portland](#) [June 5, 2025]

THE FIVE KEYS TO EFFECTIVE EMERGENCY SHELTER



HOUSING FIRST APPROACH

Align shelter eligibility criteria, policies, and practices with a Housing First approach so that anyone experiencing homelessness can access shelter without prerequisites, make services voluntary, and assist people to access permanent housing options as quickly as possible.



SAFE & APPROPRIATE DIVERSION

Provide diversion services to find safe and appropriate housing alternatives to entering shelter through problem-solving conversations, identifying community supports, and offering lighter touch solutions.



IMMEDIATE & LOW-BARRIER ACCESS

Ensure immediate and easy access to shelter by lowering barriers to entry and staying open 24/7. Eliminate sobriety and income requirements and other policies that make it difficult to enter shelter, stay in shelter, or access housing and income opportunities.



HOUSING-FOCUSED, RAPID EXIT SERVICES

Focus services in shelter on assisting people to access permanent housing options as quickly as possible.



DATA TO MEASURE PERFORMANCE

Measure data on percentage of exits to housing, average length of stay in shelter, and returns to homelessness to evaluate the effectiveness of shelter and improve outcomes.

Are we following best practices?



City of Portland Goals **178 Days Remaining**

1. End tent distribution
2. Safe and appropriate diversion
3. Shelter best practices with a focus on a **rapid exit mindset.**
4. Provide a safe bed for every person, every night.
5. Re-establish community standards on public safety and sanitation
6. **Housing Strike Team - July**





We Must Turn the Tide on Shelter Stay

Stay Durations Categories	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025
3 months or fewer (1-90 days)	93%	89%	84%	80%	82%	79%	76%	78%	77%
	8,081	7,646	4,984	4,154	3,555	3,874	4,181	6,697	6,196
3-6 months (91-180 days)	6%	8%	11%	13%	10%	11%	13%	12%	12%
	485	676	636	651	447	524	717	1,011	1,001
6-9 months (181-270 days)	1%	2%	3%	5%	5%	5%	5%	5%	4%
	84	183	190	235	196	240	280	397	355
9-12 months (271-365 days)	0%	1%	1%	2%	2%	2%	3%	2%	3%
	19	58	66	82	84	111	147	212	211
12+ months (366 days+)	0%	1%	1%	1%	2%	3%	4%	3%	3%
	13	72	47	77	71	161	204	243	275



Shelter Stay Length has Tripled

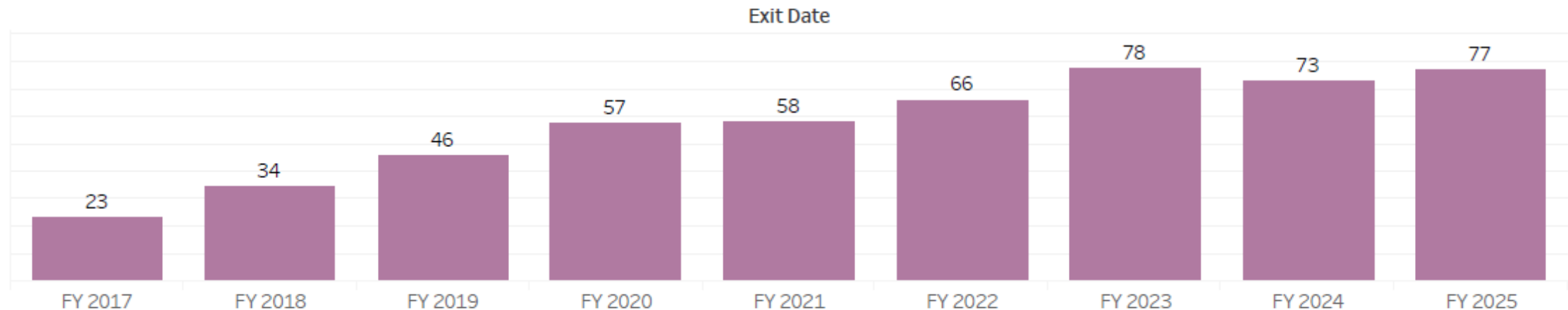
Adult Shelter System Longitudinal Overview

FY 2017- FY2025 (through 4/6/25)
Last Updated 4/7/25 at 4p



What is the Average Length of Stay (LOS) in Days in the Adult Shelter System by Exit Fiscal Year?

Includes participants who exited shelter during the designated FY. FY2025 is a partial year (~9 months)



What are the Exit Destinations of Participants after Exiting the Adult Shelter System by Fiscal Year?

Includes participants who exited shelter during the designated FY. FY2025 is a partial year (~9 months)



Rapid Exit Mindset Model Contract

Shelter	Referral	Stay Limit	Bed Rules	Engagement	Reapply
Emergency Overnight	Walk-In	90 days	Guaranteed next night	Day center referral	45 days
24/7 Shelter	Reservation/Referral	90 days	3 days leave/month	Required	45 days
Alternative Shelter	Reservation/Referral	120 days	3 days leave/month	Required	45 days

We can support far more people with existing partnerships by focusing on lifesaving shelter and engagement requirements.

We MUST act now!

“”



City of
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Expanding Affordable Housing Inventory HRAP Goal 6

Presentation to the
Homelessness Response Action Plan
Steering and Oversight Committee

Josh Roper
Policy and Planning Director
Portland Housing Bureau
June 6, 2025

Expanding Affordable Housing Inventory

Look at where we've been

- Celebrate success of housing bonds
- Affordable housing production history and forecast
- Lessons learned

Look to the future

- Find more funds for production *and* preservation
- Drive down cost of new housing
- Align homelessness outflow and housing strategy
- Study and implement new housing models



Housing Bond Production Success

Portland's Housing Bond

SCORE CARD
ALL FUNDS ALLOCATED

GOAL: 1,300 TOTAL UNITS

EXCEEDED: 1,859 UNITS



GOAL: 600 UNITS AT 30% AMI

EXCEEDED: 774 UNITS



GOAL: 300 UNITS OF PSH

EXCEEDED: 399 UNITS



GOAL: 650 FAMILY-SIZED UNITS

EXCEEDED: 835 UNITS



\$258.4M = AFFORDABLE HOMES FOR 3,834 PORTLANDERS

Metro Housing Bond: Portland

SCORE CARD
\$211 MILLION
ADDT'L UNITS TBA

GOAL: 1,475 TOTAL UNITS

EXCEEDED: 2,093+ UNITS



GOAL: 605 UNITS AT 30% AMI

EXCEEDED: 688+ UNITS



GOAL: 300 UNITS OF PSH

EXCEEDED: 393+ UNITS



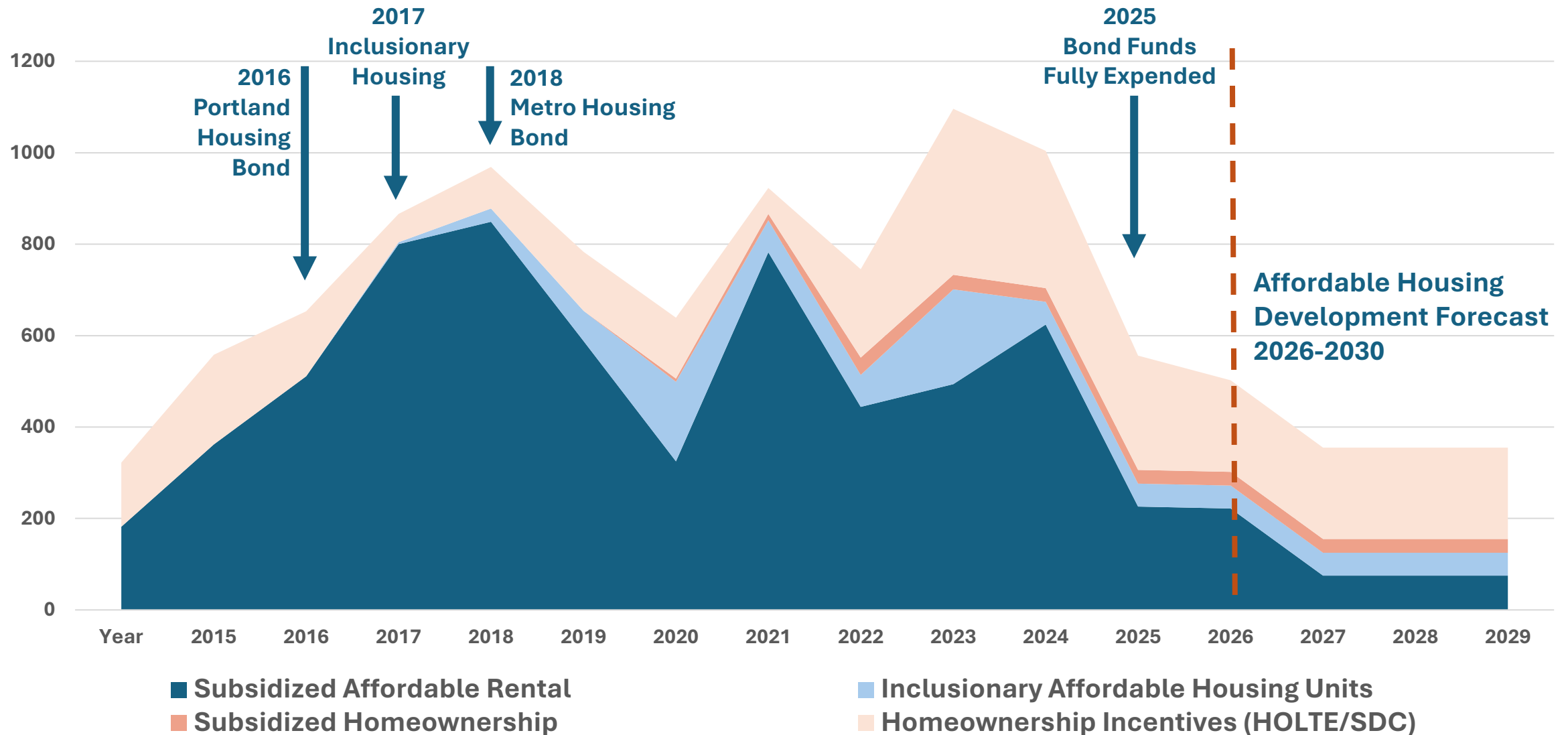
GOAL: 737 FAMILY-SIZED UNITS

EXCEEDED: 983+ UNITS



AFFORDABLE HOMES FOR 5,600+ PORTLANDERS
ALL FUNDS ALLOCATED OR EARMARKED

Annual Affordable Housing Production 2015-2030



Lessons Learned

Deeper Affordability Needed

2024 Rents	HUD 60% AMI	Market	Diff
Single	\$ 1,239	\$ 1,243	\$ (4)
1 Bedroom	\$ 1,327	\$ 1,512	\$ (185)
2 Bedroom	\$ 1,598	\$ 1,801	\$ (203)

Typical LIHTC structure

- About half of all new units at 60% AMI
- In Portland, market rents are near 60% AMI
 - Homeowner vs. renter income
 - MSA-based AMI vs. City income
- Lease-up and timely rent payment challenges

Need to deepen affordability

- Use Metro bond interest to increase affordability
- Focus future resources on deeper affordability

Lessons Learned

Balance Production and Preservation



Urgent preservation needs

- Construction, repair, maintenance, and insurance costs skyrocketing
- Significant security concerns in some properties
- PHB's lenders' roundtables
 - Rent payment inconsistency
 - Property management issues

Need to commit to preservation

- Coalition to restructure debt in struggling properties
- Quantify preservation funding needs and assess housing provider stability
- Explore opportunities for property management improvements
- Explore opportunities to use vacancies for PSH with increased rent subsidies and services

What's Next?

Pursue New Funds to Replace Housing Bonds



- Six new TIF districts, three in Central City and three in East Portland
 - \$1.1B affordable housing funds over 30 years in new districts
 - New TIF bonds in ~5 years
- SHS funds for housing capital?
- New housing bond?
 - HUD PRO Housing grant includes \$300K for communication strategy to promote life-changing effects of Portland's housing investments

What's Next?

Strategic Acquisitions

Current market opportunities

- In the current market, there are strategic acquisition opportunities priced 30%-50% below replacement cost
- PHB is pursuing opportunities, but the math is not as simple as it may seem
 - New construction – unoccupied
 - Existing occupied building (minor repair)
 - Commercial building conversion
 - Funding sources not always aligned for acquisitions

Acquisition vs. new production

- One consideration is that this strategy can increase restricted affordable housing without increasing overall housing inventory if it converts market



What's Next?

PSH Large Cities Acquisition Fund

Community Solutions secures \$135 million for housing fund

July 29, 2024

Community Solutions, a New York City-based nonprofit combatting homelessness, has announced that it has secured \$135 million to close out the CS Large Cities Housing Fund, a social impact private equity fund that provides housing resources to people exiting homelessness as well as to middle-income individuals.



Since its 2022 launch, the fund has acquired 1,155 apartment homes in Baltimore, Charlotte, Denver, Jacksonville, Nashville, and Phoenix, as part of the Built for Zero movement to solve homelessness. The fund aims to acquire more than 2,500 housing units, half of which will be permanently

Align homelessness outflow and housing strategy through novel models like this fund

- Patient equity investors
- Acquisition strategy
- Enhanced property management model
- Aligns unit turnovers with shelter exits
- 10-year hold by fund
- Disposition to mission-aligned owner

PHB beginning due diligence process in July 2025

What's Next?

Social Housing and Unified Housing Strategy

- City Council social housing resolution passed on April 2, 2025
- PHB study due by May 31, 2026, with quarterly updates to Council
 - International and domestic models and best practices
 - Alternative ownership, management, and financing models
 - Sustainable funding and permanent affordability
 - Policy and programmatic recommendations
- Council also pursuing unified housing strategy planning process





Portland Housing Bureau

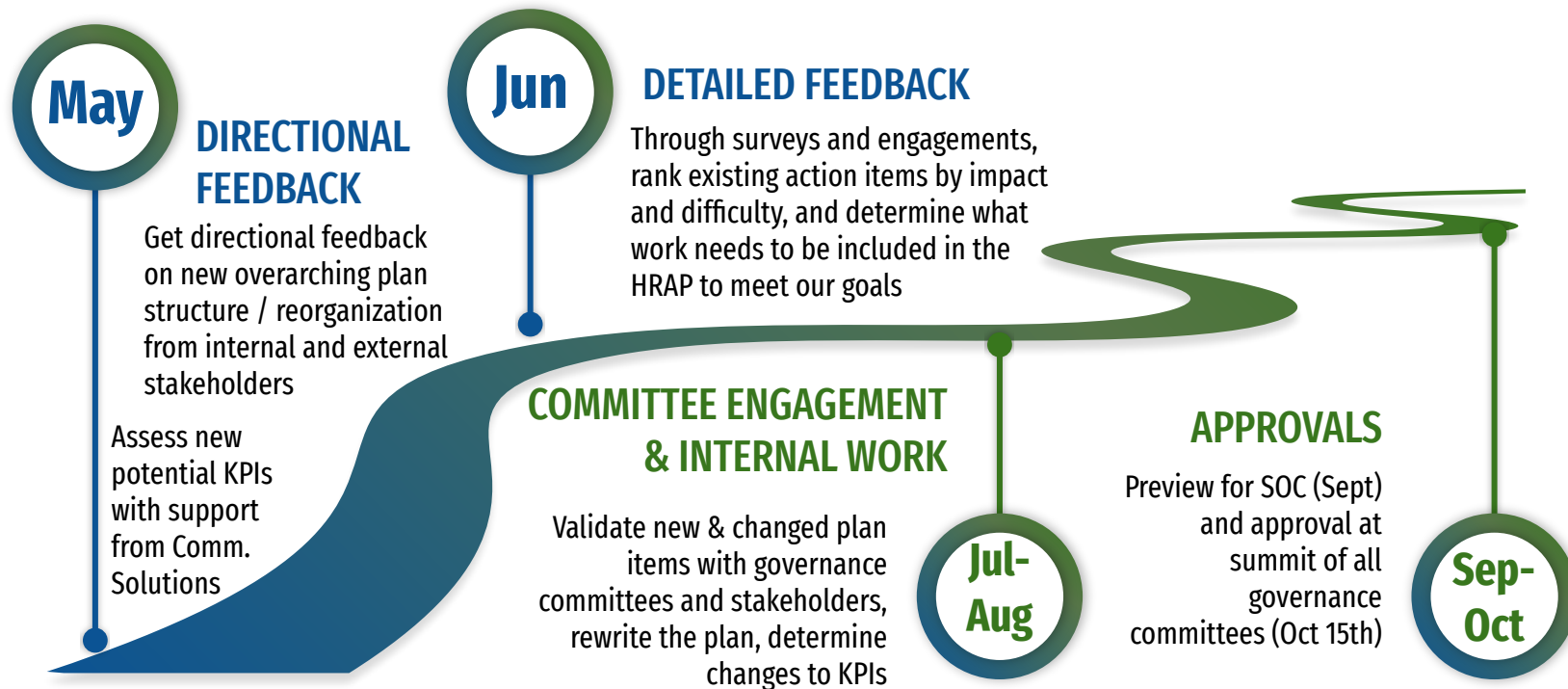
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Thank you!

Josh Roper
Policy and Planning Director
Portland Housing Bureau
josh.roper@portlandoregon.gov

HRAP 2.0 Draft Timeline



HRS Steering and Oversight Committee Meeting

