

TO: Chair Jessica Vega Pederson
Chris Fick, Chief of Staff
Serena Cruz, Chief Operating Officer
Christian Elkin, Budget Director

FROM: Joshua Bates, Interim-Director, Joint Office of Homeless Services

DATE: February 13, 2023

RE: FY 2024 JOHS Budget Submission Transmittal Letter

Department Overview

The Joint Office of Homeless Services (JOHS) seeks to create an equitable community in which all people have safe, affordable, and accessible housing. It does this by working with community based organizations and governmental entities to provide participant-driven, coordinated, and equitable services focused on those who are experiencing, or at risk of, homelessness.

The Department carries out this mission through five primary functions:

1. Supporting the involvement of community stakeholders in the development and implementation of policies and programs that help address and end homelessness;
2. Contracting local, State, and Federal funds to non-profit providers delivering a continuum of homeless and housing services to adults, veterans, youth, families with children, and survivors of domestic and sexual violence;
3. Overseeing the development and operations of the community's emergency shelter system;
4. Serving as the U.S. Department of Housing and Urban Development Continuum of Care "Lead Agency"; and
5. Leading Multnomah County's planning and implementation of programming funded by the Metro Supportive Housing Services Measure.

The JOHS services are foundationally based in [Housing First](#) – a research-based practice that prioritizes quickly and successfully connecting people experiencing homelessness to permanent housing without preconditions or barriers. Through this lens, and with years of participant-driven planning that includes the creation and implementation of the [Multnomah County Local](#)

[Implementation Plan \(LIP\)](#) for the Metro Supportive Housing Services Measure, the Department has followed a clear road map that expands and builds upon services that reduce chronic and episodic homelessness. The 10-year plan outlined in the LIP includes an array of supports ranging from stable emergency shelters; rent assistance; housing placement supports, outreach and navigation services; and benefits assistance to help people achieve and keep permanent housing. Furthermore, all work throughout the Department is informed by strategies aimed at eliminating racial disparities while ending homelessness for individuals and families.

The JOHS Department has five divisions which carry out core bodies of work that are essential in the deployment of the county’s vision as a safety net organization.

Joint Office of Homeless Services by Division	
Administration & Operations	Provides executive leadership and strategic direction, working with elected leaders across the region, community based organizations, and advisory bodies and other stakeholder groups to develop, implement, and deliver homeless services, as well as human resources and fiscal management support for the department.
System Support, Access, & Coordination	Data quality support, analysis, outcomes reporting, and policy and planning work, as well as community engagement and system-wide training to support equity-focused services practices and capacity building. Also includes information and referral services, coordinated access, and similar services.
Safety off and on the Streets	Population-specific shelter options for survivors of domestic and sexual violence, adult-only households, families, and youth, as well as alternative shelter options and winter and severe weather shelter, safety on the streets survival, and outreach services.
Housing Placement & Retention	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 supports.
Supportive Housing	Deeply affordable permanent housing with supportive services that assist people experiencing homelessness who have a significant disabling condition(s) to live independently, combining long-term rent assistance with ongoing wrap-around supportive services. Serves those 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.

Diversity, Equity, and Inclusion Efforts

The JOHS continues to commit to and prioritize eliminating the disproportionately high rates of homelessness among Black, Indigenous, and other People of Color (BIPOC) communities and builds on the following strategies:

1. Improved data collection and outcome reporting using inclusive racial identities.
2. Created standards of practice for all contractors that include cultural responsiveness and/or culturally specific service provision.
3. Included a requirement for organizational equity assessments, plans, and progress reporting in all contracts.
4. Prioritized and increased funding to culturally specific organizations through local procurement processes and prioritization of culturally specific programs in competitive Federal applications.
5. Prioritized staff support to recruit culturally specific providers to apply for contracted service procurements, with the ultimate goal of diversifying the qualified pool of service providers and increasing the culturally specific service capacity across the system of care.
6. Implementation and building on the Department's Workforce Equity Strategic Plan (WESP).

As the JOHS seeks to create an equitable community in which all people have safe, affordable and accessible housing, the JOHS Equity Team is committed to ensuring equitable, anti-racist, gender-affirming, and culturally responsive systems for our patrons, workforce, and community.

The Equity Team fulfills this vision by operationalizing five pillars of work:

1. Monitor and review of policy and equity plans
2. Serve as project partners and providing subject matter expertise
3. Coordinate and provide training and tools
4. Workforce equity and the WESP
5. Community partner equity engagement

The Equity Manager sits on the JOHS executive team and provides advocacy and subject matter expertise in decision-making. The JOHS equity team, working with the Government Alliance for Race and Equity (GARE) toolkit, Multnomah County's Equity and Empowerment Lens, as well as

equity toolkits developed by other municipalities, developed and rolled out a Racial Equity Lens Tool (RELT) that is specific to the work and mission of the JOHS. The Equity Team has been providing training, coaching, and technical assistance on the usage of the RELT since the rollout of the tool in July 2022. As we work to operationalize the use of the RELT in our decision points, for the FY 2024 budget JOHS required all staff to complete and submit a JOHS RELT or the County's Budget Equity Lens Tool alongside each Program Offer. The Equity Manager led the review (along with the rest of the executive team) of each RELT and corresponding Program Offer, and provided feedback on how to reflect the RELT findings in the Program Offer narratives and performance measures. The review of these RELTs revealed that equity-mindedness was applied to the development and modification of JOHS Program Offers, the measures JOHS uses to track progress, and the identification of gaps in the programming offered. A RELT was also filled out with the submission of new program offers, and consistent with the SHS Local Implementation Plan emphasized the importance of expanding the number and capacity of culturally specific service providers, increasing funding to those providers, and the expansion of programming that serves Black, Indigenous, and other People of Color.

The Community Budget Advisory Committee (CBAC) for the JOHS began meeting in December 2022 and held monthly, and two semi-monthly, meetings throughout the budget process. CBAC members heard directly from the JOHS Director, managers, and subject matter experts about the programs and services within the Department. The Equity Manager provided three training sessions to the CBAC: one on the importance of equity in the JOHS's work and the work of the Equity Team, and two trainings on the RELT and how to use it in the CBAC's engagement with the budget process. Equipped with training on equity and its application in the JOHS budget process, the CBAC members will work to develop a recommendation to the Board of Commissioners about how Multnomah County can best use its resources to serve the community.

The staff completing RELT and Program Offers are collecting and providing important feedback on improvements to that process for next year's budget cycle. Future plans include a longer period of work on the budget, as we know that inclusion and equity-minded thinking requires slowing down and giving processes the time they deserve, as well as building on the implications revealed in the RELTs from this year into our evaluation of our work next year.

FY 2024 Budget Priorities and Key Issues

I. PRIORITY SETTING & PRIORITIES

The JOHS built its submitted FY 2024 budget focusing on programs that support housing with supportive services; rent assistance; rapid rehousing; and street and shelter services. The following decision making criteria were used when identifying the Department's FY 2024 budget priorities¹.

- Maintain a system of culturally specific and responsive services that center each individual experiencing homelessness in determining their unique pathway from homelessness to housing.
 - Equity-Focused System Development & Capacity Building (30005): Funds capacity dedicated to coordinating, developing, and delivering equity-focused training to contracted provider agencies and to JOHS staff.
 - System Access, Assessment & Navigation (30100A): Funds outreach, coordinated access, mobile navigation services, and partnership development.
- Solidify the programmatic gains made in the first two years of SHS Measure implementation that meet the goals set out in the LIP, including supportive housing and access to critical mental health and addiction treatment resources for those experiencing chronic homelessness.
 - Supportive Housing - SHS (30400B): Funds supportive housing opportunities for SHS priority populations, including a focus on BIPOC households.
 - Supportive Housing - Behavioral Health/Medical Housing (30401A): Provides continued support for permanent supportive housing for chronically homeless adults, offering a combination of deeply affordable housing and ongoing support services – proven locally and nationally to be the most impactful and cost effective way to end homelessness for this population.
- Support programming that demonstrated success in helping people make sustainable transitions from homelessness to housing by incorporating the Housing First approach.

¹ The listed Program Offers are examples and not all inclusive.

- Housing Placement & Retention - Adult & Women (30300A): Retains existing capacity in housing placement and retention programs that help adult-only households return to and keep permanent housing, with an emphasis on ensuring that those strategies are also reducing racial disparities.
- Housing Placement & Retention - Homeless Families (30301A): Provides households with housing placement and retention services, including short- to medium-term flexible rent assistance (0-24 months) and client assistance.
- Focus on data-driven decision making by continuing to build robust data analysis mechanisms including ongoing implementation of [Built for Zero](#) and staffing of the Systems Data Task Force to enhance key performance indicators to meaningfully assess the performance of the JOHS programs. (30003)
- Maintain and improve coordination of access to Safety Off and On the Streets resources, including outreach, and emergency shelter options including congregate, motel-based, and alternative shelter, and prevention as a response to the ongoing impacts of the post-pandemic crisis on unsheltered homelessness.
 - System Access, Assessment & Navigation (30100A): Funds system access, assessment, and navigation of support services needed to make critical homeless services equitably accessible to the diverse communities experiencing homelessness in Multnomah County.
 - Safety on the Streets (30210A): These strategies include survival-focused street outreach, such as the distribution of essential gear, food, water, and primary healthcare services. This also includes investments in day centers, hygiene services, and clean-up and basic sanitation assistance for people living in unsheltered encampments.
- Build upon known strategies that are highly efficacious in eliminating homelessness through implementation of the Housing Multnomah Now initiative (30310). This effort will work with service providers who have outreach and housing placement workers to deliver urgent, housing-focused services to people sleeping unsheltered using dedicated, coordinated by-name services to help people move directly off the streets and back into housing.

II. KEY ISSUES - IN SUMMARY

A. Shelter Stabilization

For FY 2024, the JOHS is shifting its response to COVID-19 from an emergency response strategy of developing and implementing immediate interventions, to a stabilization strategy that considers long-term planning and alignment with the goals of JOHS and Multnomah County.

Multiple elements will inform this stabilization strategy:

- Increasing the current service level capacity of 2,400 funded shelter beds to 2,580 funded shelter beds
- A return to pre-pandemic capacity levels across JOHS-funded shelter sites.
- Capital investment in acquisition and development of emergency shelter sites.
- Housing access, placement and retention strategies incorporated into the emergency shelter system.
- Implementing geographic and racial equity in the distribution of shelters and housing services.

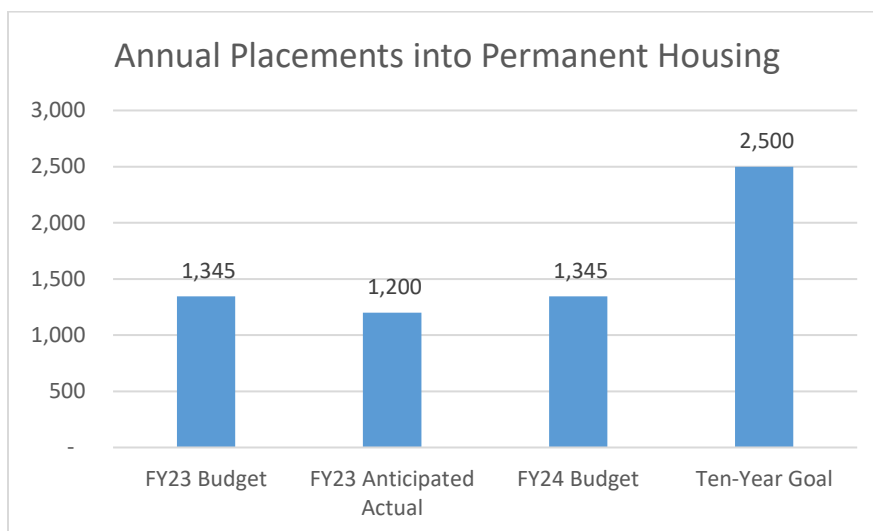
This strategy will further propel the Housing First approach – whereby JOHS is moving individuals experiencing homelessness into housing as quickly as possible, and increasing access to the emergency shelter system by reducing the length of stay in shelters and expanding shelter options.

B. Supportive Housing Services - Goals

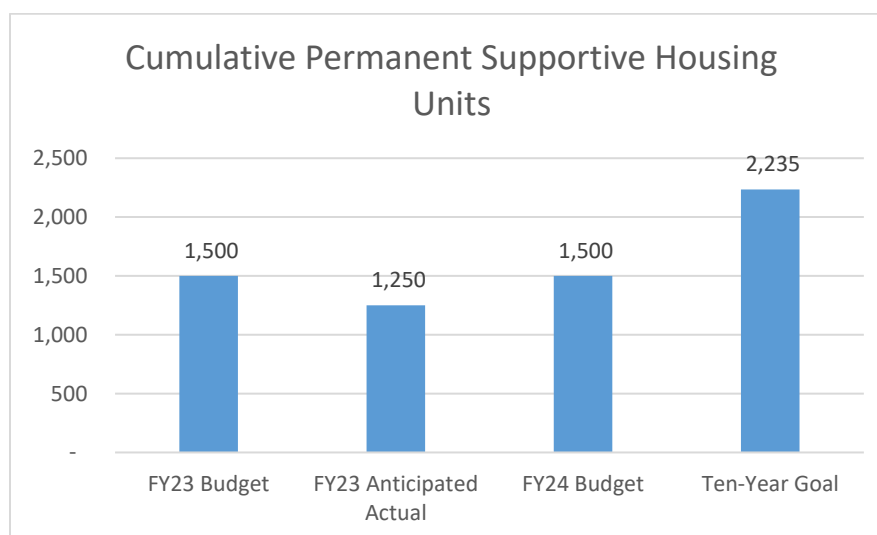
The Supportive Housing Services (SHS) Measure, passed in 2020, presented the JOHS and the homeless systems of care with financial, programmatic and policy opportunities, and innovation for a ten year time span. This opportunity has strengthened local community partners and multi-jurisdictional relationships around a common vision in addressing the homelessness crisis and infused an unprecedented amount of resources into the Tri-County region.

The goals of the SHS Measure year-over-year have positively impacted permanent supportive housing units, housing placement, rapid rehousing, shelter, and prevention. In FY 2022, the first year of implementation, the JOHS used SHS dollars to provide emergency shelter services to 357 people and placed 1,129 people into permanent housing. In FY 2023, the second year of implementation, the JOHS is on track to achieve annual goals of providing 400 emergency shelter beds. For FY23, JOHS is projecting 1,200 placements into permanent housing.² The FY 2024 budget includes SHS funds for 2,500 annual placements into permanent housing.

² This housing placement projection is based on FY 2022 housing placement trends and the implementation of Housing Multnomah Now.



The FY 2024 budget includes SHS funds for approximately 1,500 PSH units, increasing the total number of units funded by 250. **This increase in housing units represents 67% of the SHS Measure’s ten-year goal to add 2,235 supportive housing units.** In addition to continuing to add units and move people from homelessness to housing, we will maintain the FY23 current service level capacity of 2,400 emergency shelter beds into FY24.



C. Housing Multnomah Now (30310)

In FY 2024, the JOHS will be implementing Multnomah County Chair Jessica Vega Pederson’s Housing Multnomah Now (HMN) initiative. HMN is a coordinated effort led by Multnomah County, and in partnership with the State of Oregon and the City of Portland, to expedite housing placements in specific geographical areas and identify additional housing stock for

those experiencing unsheltered homelessness. HMN aligns existing resources and relationships to expedite housing for 300 individuals experiencing homelessness in Multnomah County. This is achieved through three distinct but interwoven elements:

1. Deliver an emergency response approach to resolving homelessness. This will be done through the establishment of a Multi-Agency Coordinating (MAC) team, which will be led by JOHS.
2. Accelerate housing access, placement, and stability through the provision of housing resources by outreach workers in specific geographic areas, and incentivizing housing access with private market landlords.
3. Prioritize deeply affordable housing facilitated through advocacy to housing partners of Multnomah County.

Collectively, these elements represent an innovative alignment that will leverage existing elements of our homelessness response and community to expedite the movement of individuals experiencing unsheltered homelessness directly into housing.

D. Stakeholder Engagement & Advisory Bodies

In FY 2023, the JOHS transitioned from a Multnomah County office to a Department and established its first Community Budget Advisory Committee. Additionally, in FY 2024, the JOHS will support the following advisory bodies:

1. Continuum of Care Board that carries out advisory and oversight functions related to the role as the Collaborative Applicant for United States Housing and Urban Development's Continuum of Care.
2. Supportive Housing Services advisory body which advises on the Multnomah County implementation of the Supportive Housing Services Measure.
3. JOHS will convene an advisory body for stakeholders that have the lived expertise of homelessness to advise on improving services and systems.
4. JOHS will convene the Equity Advisory Committee to advise programming based on their equity knowledge and lived expertise, in an effort to improve systems and services.

Budget Overview

The JOHS FY2024 submitted budget totals \$249,996,598 and 95 FTE. The budget submission includes both In Target and Out of Target programs. In Target programs are funded within the Department's General Fund target allocation or by Other Funds; Out of Target programs are

additional requests not funded within the Department’s General Fund target allocation. The submission is detailed in the table below showing the total allocation.

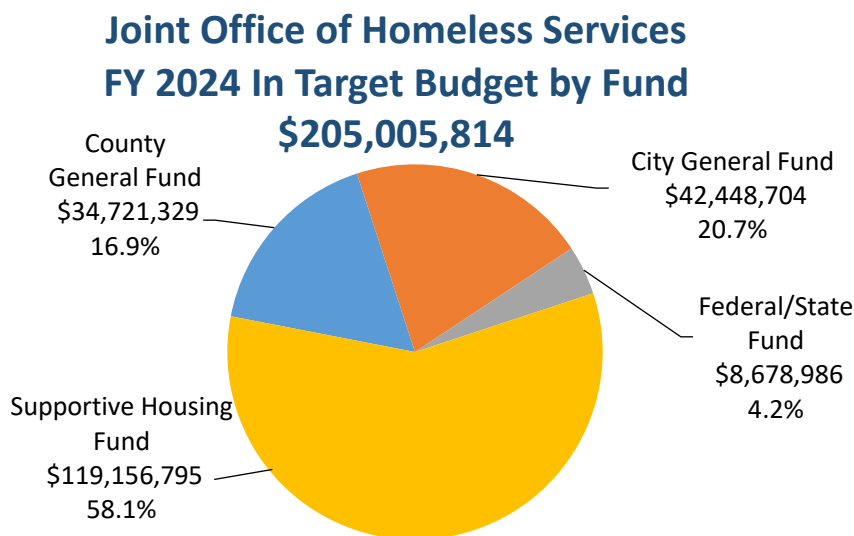
FY 2024 Joint Office of Homeless Services Budget Submission							
	FY 2024 General Fund*	FY 2024 City Funds	FY 2024 SHS Funds	FY 2024 ARP Fund**	FY 2024 Fed/State Funds	Total Funds	Total FTE
In Target Programs	34,721,329	42,448,704	119,156,795	-	8,678,986	205,005,814	89
Out of Target Programs	887,407	887,405	-	43,185,972	-	44,960,784	6
Total FY 2024 Submission	\$ 35,608,736	\$43,336,109	\$ 119,156,795	\$ 43,185,972	\$ 8,678,986	\$249,966,598	95

* Includes both the General Fund, Tax Title and Video Lottery Fund.

** Submissions for the Direct County ARP allocation and other ARP sources (such as program-specific Federal, State, or local ARP funds) are Out of Target.

The JOHS is funded by Multnomah County and City of Portland General Funds; Federal/State Funds; Metro Supportive Housing Services Measure Funds; and one-time Federal (America Rescue Plan) funds specifically allocated for the ongoing impact of COVID-19 on people experiencing, or at risk of, homelessness.

The chart below shows the JOHS budget by fund for **In Target** programs.

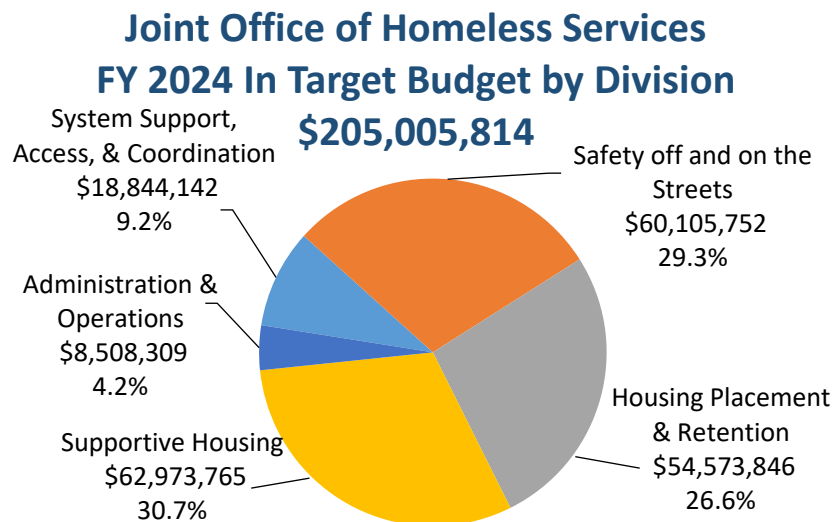


This budget maintains/supports the Department and continues the core work through:

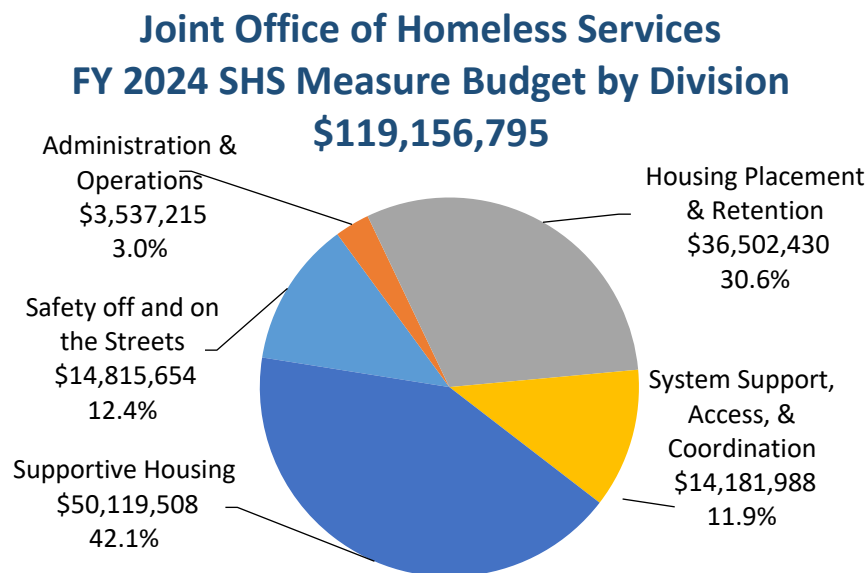
- Shelter Operations
- Culturally Specific Outreach
- Rent Assistance
- Rapid Re-Housing

- Permanent Supportive Housing

The JOHS has 5 divisions within the **overall In Target budget** distributed as shown in the chart below.³



The JOHS has 5 divisions within the **SHS Measure In Target budget** shown below.



³ Shelter Capital funding appears in SHS Measure Budget

General Fund Target Allocation

The JOHS submitted an FY 2024 total County budget request of \$34,721,329 million, which includes In Target operating County General Fund, Video Lottery Fund, and Tax Title Fund resources. The table below summarizes the Joint Office’s In Target budget submission for these three County discretionary funds.

FY 2024 County Discretionary Funds Budget	
County General Fund*	29,402,333
Video Lottery Fund	3,818,996
Tax Title Fund	1,500,000
Total	\$ 34,721,329

**Includes \$1.8 million balance of one-time shelter capital development funds being carried over from FY 2023.*

Multnomah County Supportive Housing Services Measure Funds

FY 2024 will be the third year of budgeting for the Supportive Housing Services (SHS) Measure revenue. The SHS Measure was passed in May 2020, with tax collections beginning in April 2021. The Supportive Housing Services Measure prescribes the share of collections allocated to each County, with 45.33% for Multnomah County. In FY 2023, Multnomah County received a \$90.8 million allocation based on actual regional collections of \$225 million, and for FY 2024 \$96.2 million is forecasted based on estimated regional collections of \$234 million.

JOHS has budgeted \$23M of one-time-only carryover SHS funds for the following:

- \$5 million in SHS-mandated reserves (30006A)
- \$3.6 million in shelter capital (30208B)
- \$4.4 million in continuation of FY 2023 commitments from Move-In-Multnomah housing placements incentives and master leases (30309)
- \$10 million for Housing Multnomah Now (30308B)

These one-time-only expenses, combined with \$96.2 million of ongoing Supportive Housing Services Measure funds in FY 2024, total a projected \$119 million. Under the terms of the SHS Measure, 75% of program funds must be dedicated to people experiencing or at risk of experiencing long-term homelessness because they are extremely low-income and have a significant disability (Population A). The remaining 25% is allocated to all others experiencing or at risk of homelessness (Population B). The two tables below summarize the Joint Office’s year-over-year budget submission for SHS Measure funds.

Multnomah County SHS Measure Funds	
FY 2023	
Budgeted Amount	90,810,417
Prior Year Balance (one-time)	16,318,800
FY 2023 Adopted Budget	\$ 107,129,217
FY 2024	
Estimated SHS Revenue	96,190,260
Dedicated FY23 Carryover (one-time)	22,966,530
FY 2024 Submitted Budget	\$ 119,156,790

Multnomah County SHS Measure Funds			
Division	FY 2023	FY 2024	Amount Increase
Administration & Operations	3,902,994	3,537,215	(365,779)
System Support, Access & Coordination	16,733,250	14,181,988	(2,551,262)
Safety off and on the Streets	25,945,007	14,815,654	(11,129,353)
Housing Placement & Retention	25,365,438	36,502,430	11,136,992
Supportive Housing	35,182,528	50,119,508	14,936,980
Total	\$ 107,129,217	\$ 119,156,795	\$ 12,027,578

As shown above, the SHS Measure revenues are currently budgeted at approximately 42% for supportive housing, all of which will serve Population A; 31% to housing placement and rapid rehousing supports, serving a mix of Population A and B; 12% to safety off the streets/shelter costs⁴, nearly all of that for low-barrier adult shelter service Population A; almost 12% to a range of system support and access programs serving both populations; and less than 3% to administration and operations.

⁴ Through investments proposed in the FY 2024 budget, JOHS will exceed FY 2023 budgeted goal of 2,400 shelter beds by 180 bringing the total shelter beds funded in FY 2024 to 2,580.

Over time, to meet the supportive housing and housing placement goals of the SHS Measure and the LIP, additional ongoing funding will need to be transitioned into the supportive housing and housing placement and retention program categories. Focused alignment with SHS goals, impacts, and outcomes will shift our budget towards long-term housing and supports, and away from interventions developed in response to COVID-19. The JOHS estimates that meeting the goals of funding 2,235 permanent supportive housing units in ten years and 2,500 housing placements annually will ultimately require approximately \$75,000,000 per year in ongoing SHS Measure funding.

City of Portland General Funds

The Joint Office has submitted an FY 2024 budget to the City of Portland that includes \$43.3 million of City of Portland funds. This includes:

- \$34.4 million to continue existing programs.
- \$8.8 million of one-time funds that have historically funded ongoing programs.

Since FY 2017, the City’s General Fund allocation to JOHS has included a continuation of serial one-time-only resources that fund core services like emergency shelter and outreach amounting to approximately 20% of the JOHS total General Fund commitment. This FY 2024 budget continues this funding commitment, requesting \$8.8 million of City one-time General Funds, representing 20% of the City’s \$43.3 million funding commitment to JOHS programs.

FY 2024 City of Portland Submitted Budget					
Division	Ongoing City Funds	City Managed Federal Funds	Recreational Cannabis Tax	One-time City Funds	Total City Funds
Safety off and on the Streets	21,422,991	729,011	-	8,506,046	30,658,048
System Support, Access & Coordination	6,226,115	-	-	219,340	6,445,455
Supportive Housing	3,862,059	1,891,284	345,166	134,095	6,232,604
Total	\$ 31,511,165	\$ 2,620,295	\$ 345,166	\$8,859,481	\$ 43,336,107

As illustrated in the chart above, the majority (\$7.8 million) of City one-time funds support Safety off and on the Streets, specifically within the Adult Shelter system for year-round congregate shelters, and outreach and engagement. In the event that the City one-time funding is not renewed, the JOHS estimates reductions equivalent to 410 year-round shelter beds. The remaining \$1.05 million in City one-time funds reflect the City’s continued support for an

increase in provider wages⁵ that occurred in FY 2023, and was expected to be ongoing into FY 2024.

In addition to the City of Portland General Funds highlighted above, the City allocated significant Federal COVID-19 funding to the Joint Office in FY 2021 and FY 2022 to support the homeless services pandemic response as part of a cost sharing partnership with the County. As described in more detail in the COVID-19 & American Rescue Plan (ARP) section, the Joint Office’s submitted budget contains \$23.2 million in out-of-target ARP funds to support Shelter Operations and Outdoor Physical distancing shelters that stood up in response to the COVID-19 pandemic.

In coordination with City leadership, JOHS will submit ARP requests to the City totaling \$23.2 million for consideration as part of its budget process.

State, Federal, and Other Funds

The JOHS has budgeted \$8.6 million of other local, State, and Federal Funds. This includes \$2.45 million of Visitor Facilities Intergovernmental Agreement (VFIGA) funds, which are dedicated to services and programs for people experiencing homelessness, or who are at risk of becoming homeless, and services and programs addressing the community livability and safety concerns associated with homelessness.

Governor Tina Kotek has also proposed an emergency \$130 million funding package to reduce unsheltered homelessness in 5 designated counties, including Multnomah. That funding would support multiple areas of investment should the legislature approve the package.

FY 2024 Local, State and Federal Funds				
Division	VFIGA Funds	State Funds	Federal Funds	Total
Administration & Operations	605,600		747,361	1,352,961
System Support, Access & Coordination				
Safety off and on the Streets	1,511,230	2,423,955	1,645,633	5,580,818
Housing Placement & Retention	336,920	210,875	1,197,412	1,745,207
Supportive Housing				
Total	\$ 2,453,750	\$2,634,830	\$ 3,590,406	\$ 8,678,986

⁵ City budget instructions required these funds to be requested as one-time, and JOHS submitted them as one-time in the budget submission.

Out of Target Requests

One-Time-Only Out of Target Requests

The following table lists the Joint Office of Homeless Services one-time-only Out of Target requests in order of priority:

FY 2024 One-Time-Only Out of Target Requests						
Priority	Program	Program Offer Name	General Fund	General Fund FTE	City Funds	City FTE
1	30200C	Safety off the Streets - Outreach and Engagement Staff	887,407	3	887,407	
			\$887,407	3.00	\$ 887,407	

- **30200C - Safety on the Streets - Navigation & Service Coordination:** This request continues programs established in FY 2022 as part of the joint City/County Business Income Tax Rebalance funding for expanded homeless services, including outreach and navigation, hygiene and storage solutions, and support for the City's Street Services Coordination Center (SSCC). This is critical because it includes the provision of service navigation and de-escalation services to people in areas prioritized by the SSCC. It also includes funding for 3.00 FTE in the Joint Office.

COVID-19 Impacts & American Rescue Plan

For FY 2024, the JOHS requested American Rescue Plan (ARP) funding for the following six program offers for continuation in one-time-only funding as a response to the impact on the highly vulnerable populations who have unique physical, behavioral and social circumstances that require these intensive services. These interventions also provide crucial pathways from homelessness to housing. As JOHS continues to implement SHS and expand permanent supportive housing infrastructure, individuals served through ARP investments currently will also transition to being served by the broader homelessness response system. These ARP program fund the following shelter resources:

- 295 beds/rooms in four motel shelter locations and one congregate location
- Operating costs for 73 units for alternative shelter options at the BIPOC village and Queer Affinity village.
- 320 units at six Safe Rest Villages.

Additionally, these ARP commitments represent the following ongoing services:

- Housing placement resources out of motel shelters
- Culturally specific outreach
- Emergency Rent Assistance
- Expanded hygiene access in the form of accessible restrooms; showers, and washrooms

American Rescue Plan (ARP) Programs				
Program	Program Name	County ARP FY 2024 Budget	City ARP FY 2024 Budget	FY 2024 Action
30900	ARP - COVID-19 Emergency Response - Shelter Operations	8,665,975	8,375,235	Funding continues through FY 2024
30906	ARP - COVID-19 Emergency Response - Placement out of COVID-19 Shelter	6,472,330		Funding continues through FY 2024
30902	ARP - COVID-19 Emergency Response - Expanded Hygiene Access	750,000		Funding continues through FY 2024
30903	ARP - COVID-19 Emergency Response - Culturally Specific Outreach	446,250		Funding continues through FY 2024
30907	ARP - COVID-19 Emergency Recovery - Emergency Rent Assistance	3,611,270		Funding continues through FY 2024
30905	ARP - COVID-19 Emergency Response - Outdoor Physical Distancing and Safe Rest Villages		14,864,912	Funding continues through FY 2024
Total ARP		\$ 19,945,825	\$ 23,240,147	

- **30900 - ARP - COVID-19 Emergency Response - Shelter Operations:** With the ongoing need for expanded shelter capacity, this program funds for the continuation of five leased motel shelters. Initial COVID-19 response efforts in FY 2020 included decompressing the congregate shelter system to allow for physical distancing by expanding the number of congregate sites and establishing non-congregate motel shelters. This prevented physical distancing requirements from resulting in a reduction of overall system capacity. For the duration that funding is available for this program, it will effectively serve as temporarily expanded capacity for the shelter system as congregate shelters return to pre-pandemic density with the relaxation of physical distancing requirements. The rooms are supported with basic amenities, including private bathroom and shower, meals, and access to laundry services. There is also 24/7 on-site staffing, in order to be able to routinely check on guests, as well as on-site access to technology and staff to support transitions out of motel shelter and into permanent housing as rapidly as possible. The motel shelters funded by this program include the culturally specific sheltering programming that is rare within the JOHS system of shelter providers. Additionally, this program includes an isolation motel shelter which supports

congregate settings in having a safe, non-congregate setting, to place shelter guests if/when there are outbreaks of communicable illnesses which would pose a threat to the overall health and safety of all shelter guests.

- **30906 - ARP - COVID-19 Emergency Response - Placement out of COVID-19 Shelters:** This program funds adult-only households to exit shelter using limited duration rental assistance, innovative multi-agency mobile housing placement and retention support staffing, as well as culturally specific services. This funding prioritizes serving adult households experiencing chronic homelessness and at high-risk of complications from communicable diseases. This program funds multiple housing placement teams, including at least one culturally specific program, dedicated to helping participants in JOHS-funded motel shelters to access and retain permanent housing. In addition, the program funds for mobile shelter in-reach services to connect people in alternative and other shelter programs that lack housing placement capacity to permanent housing opportunities.
- **30902 - ARP-COVID-19 Emergency Response - Expanded Hygiene Access:** For those experiencing unsheltered homelessness, access to basic hygiene services is one of the most challenging needs to meet. The importance of addressing basic hygiene needs was made even more apparent during the COVID-19 pandemic because of the importance of hand washing and basic sanitation to prevent the spread of the disease. This program continues FY 2023 investments in basic hygiene services for the unsheltered population, with a focus on increasing access to hygiene services in areas currently most underserved with those resources.
- **30903 - ARP-COVID-19 Emergency Response - Culturally Specific Outreach:** By investing in new culturally specific outreach capacity focused on overrepresented Communities of Color in East County, this program helps ensure that members of those communities who are living unsheltered in encampments, vehicles, or other places not meant for human habitation are connected to critical resources, including survival supplies, a range of shelter and support services, and, ultimately, permanent housing. Culturally specific outreach workers are able to build trust and tailor their work to the specific needs of their communities. They can help those they serve navigate mainstream service systems and institutions that too often are not culturally responsive and overcome the additional barriers created by ongoing racism.
- **30907 - ARP-COVID-19 Emergency Response - Emergency Rent Assistance:** This program funds culturally specific community based organizations to maintain their critical role in creating access for BIPOC households to vital emergency rental assistance

resources. A portion of the funding is available for use as direct rental assistance. Focusing this funding on an expanded partner network of community based organizations, especially culturally specific organizations, maintains the network of service providers and culturally specific service offerings in the County. These funding streams are typically larger, but too restrictive to allow community based organizations, including culturally specific providers, to create the capacity that they need to allocate the funds.

- **30905 - ARP - COVID-19 Emergency Response - Outdoor Physical Distancing and Safe Rest Villages:** In FY 2021, the City of Portland and Multnomah County worked quickly to expand non-congregate shelter options for people experiencing homelessness. As part of this response, the jurisdictions created three emergency outdoor shelters to keep people experiencing homelessness safe and socially distant. In FY 2022, two of the three sites have been relocated to longer-term sites, and one was decommissioned. Starting in FY 2022, the sites became the operational responsibility of a JOHS contractor. The sites are each outfitted with prefabricated, insulated hard wall pallet shelters with beds, climate controls, safety features, and electricity, providing approximately 73 residents each night with food, clean water, sanitation, social service navigation, mental health supports, and more. One of the existing sites was designed to specifically serve members of the LGBTQIA2S+ community and another is prioritized to the needs of Black, Indigenous and People of Color. This program offer funds the operations of the planned six Safe Rest Villages (SRV) with up to 320 sleeping pods. These SRV shelters will be operated by JOHS contractors and offer immediate safety off the streets for people living in encampments. Each SRV will provide individual sleeping structures, common area structures for gathering, eating, and hygiene, and provide wrap-around support services to assist people to transition to permanent housing. There will be a particular focus on connecting people to needed behavioral health resources.⁶

Key Issues: In Detail

⁶ JOHS is currently submitting a budget that is inclusive of all six Safe Rest Village (SRV) sites. Negotiations are underway on the future operations of the SRVs with the City of Portland. As JOHS finalizes decisions on the future operational responsibilities of the SRVS, JOHS will make the appropriate budget adjustments.

Supportive Housing Services

Throughout FY 2023, the Supportive Housing Services (SHS) Measure continued to be a transformational initiative which dramatically enhanced the level of homeless services throughout the Tri-County region. FY 2024 represents the final year of Phase 1 (Year 1-3) of the implementation of SHS. JOHS will continue to invest in SHS with a budget of \$119M. This investment supports the creation of additional supportive housing, the distribution of both long-term and flexible rent assistance to community members, the founding of additional supportive services, and the expansion of street and shelter services.

Specifically, JOHS is on track to make significant progress with SHS implementation. Through SHS funding, JOHS forecasts to exceed 50% towards meeting the goals identified in the Local Implementation Plan (LIP). The following progress will occur by the end of FY 2024:

- The creation of 1,500 permanent supportive housing units. This represents progress of 67.1% towards the ten year goal of 2,235 permanent supportive housing units.
- Capacity to provide 1,345 annual housing placements. This represents progress of 53.8% towards the ten year goal of 2,500 annual placements.
- Capacity to facilitate 800 eviction prevention services through flexible client assistance which includes flexible rent assistance. This represents progress of 80.0% towards the ten year goal 1,000 annual evictions prevented.

Additionally, there has been significant progress on the SHS priorities through culturally specific capacity building. Programs have both been launched and expanded that center the needs of individuals and communities that have been disproportionately represented in homelessness. This includes tenant-based supportive housing that centers the needs of BIPOC communities, behavioral health needs, and other communities that have historically been marginalized. Through this expansion, JOHS was able to build capacity to serve **385 households**, and exceed the SHS goal of expanding services by 10% to BIPOC individuals served in housing placement and retention services. This equitable expansion will continue to grow in FY 2024.

The expansion of services has also been strategically catalyzed through the JOHS SHS Notice of Funding Availability (NOFA) process that provides funds for targeted programmatic areas. These NOFAs are all aligned with the SHS priorities and include.

- Permanent Supportive Housing Services
- Alternative Shelter
- Employment
- Rapid Rehousing

- Outreach services
- Landlord Incentives and Master Leasing

Multiple new areas of work have been enabled through these NOFAs. For instance, the Permanent Supportive Housing (PSH) NOFA will fund up to 7 projects that serve approximately 233 adult households. Within these 233 units, 30 additional units of PSH will be designed for transgender, nonbinary, and two-spirit adults, which will triple the current capacity in the adult system. Another 103 units will be allocated for culturally specific or responsive units that center BIPOC communities.

While JOHS is the conduit to the implementation of SHS in Multnomah County, fundamental to that implementation are partnerships. These partnerships occur with other Multnomah County Departments. The Department of County Human Services, the Health Department and Behavioral Health, the Department of County Assets, and the Department of Community Justice, all represent core partners that support the achievement of SHS goals. Moreover, JOHS also partners with both Washington and Clackamas counties to create regional alignment in data standards, qualified providers, and procurements.

Risks and Other Issues

Public Perception of Housing First

Housing First prioritizes providing permanent housing to people experiencing homelessness, thus ending their homelessness as a platform from which they can pursue personal goals and improve their quality of life⁷. Housing First is a framework that exists parallel to the array of programmatic interventions that JOHS administers, and is interwoven across these programmatic interventions. However, Housing First is often understood as housing at the expense of these programmatic interventions, especially safety on the street and sheltering strategies. This creates a discourse that puts street level service provision and sheltering strategies in competition with housing resources, rather than recognizing that all services should lead to the goal of individuals receiving housing, and that housing is the ultimate panacea for an individual's homelessness.

Homelessness Response System Scope

⁷ Defined by the National Alliance on Ending Homelessness at <https://endhomelessness.org/resource/housing-first/>

Individuals experiencing homelessness have complex life circumstances and require assistance from multiple types of health and human services. The JOHS-specific role in this is to resolve homelessness for individuals experiencing homelessness through the provision of housing resources, and wrap around services that contribute to the success of a person being housed. The JOHS does this through the implementation of the Housing First model, and trauma-informed, person-centered services that prioritize equity. Additionally, increasing and strengthening our partnerships and targeted investments with key county departments including the Department of County Human Services; Department of Community Justice and Behavioral Health helps reduce gaps between systems enabling a seamless array of supports.

Staffing and Capacity Challenges Amongst Providers

One of the most significant risks facing the homeless response system continues to be the difficulty hiring and retaining the staff required to deliver interventions across the service system. Through the three years of the pandemic, this issue has grown in significance and today represents a real threat to the continuity of operations and the ability of providers to successfully build new programs and new capacity with the SHS Measure funds. The challenges are not necessarily spread equally across the homeless systems of care or community based providers. The problems are particularly acute in some parts of the shelter system and where the work of the homeless response system interfaces with the behavioral health system. While wages are only one component of the challenge facing our community based organizations, they are a significant one. Not surprisingly, JOHS sees a clear correlation between the wage providers are able to offer and the hiring and retention challenges they face. Through the completion of the wage study commissioned in FY 2023, and the implementation of lessons learned when that study is finalized, the JOHS will consider approaches to invest in capacity building and technical assistance for providers.

Intensifying Behavioral Health Needs

A percentage of those experiencing homelessness have always been living with significant mental health and/or substance use disorders. Since the onset of the pandemic, the number of those individuals, and the severity of their challenges, have grown. Service providers regularly report that they are having more issues with disruptive, aggressive, and even violent behavior in their spaces. Outreach teams report the same, as do people who are living outside who most often suffer the consequences of these behaviors. The growing need and acuity coupled with the continued inadequacy of State and Federal-funded mental health and substance use disorder resources represents a risk to the JOHS-funded programs that are ill-equipped to serve people well – whether in shelter or housing – who have this level of need. The JOHS is addressing this risk through deepening its partnership with the County Health Department's

Behavioral Health Division, and investing in additional behavioral health-focused outreach, shelter, and permanent supportive housing. In addition, it is working more closely than ever with the health care system. None of this will be enough, however, if there is not a concerted effort at the State and Federal levels to adequately fund these critical health care services for extremely low-income and homeless populations.

Housing Market Constraints

While regional and national market factors continue to impact the inflow of people into homelessness, the lack of housing inventory with rents affordable to our community’s lowest-income households remains the biggest obstacle to the success of efforts to help people end their homelessness. This is particularly true in the growing population of people with extremely low incomes received through disability, social security, and veterans benefits. There are also a growing number of households that rely on minimum wage incomes and are now completely priced out of the private rental market.

Recent estimates suggest a shortage of as many as 30,000 units in our area that are affordable to people who have incomes at 30% of Area Median Income (AMI), or below. The SHS Measure creates an unprecedented opportunity to use long-term rental assistance to meet a significant portion of this unmet need for deeply affordable housing in the region over the coming decade. The SHS Measure will not be nearly sufficient if there is not also a renewed commitment to the creation of deeply affordable housing at the State and Federal levels, and if Federal policy on benefit levels does not address the growing gap between those levels and the true cost of living in our communities.

Span of Control

The Joint Office Span of Control in general is consistent for most divisions.

Administration & Operations	1:5
System Support, Access & Coordination	1:7
Safety off and on the Streets	1:10

Housing Placement & Retention	1:6
Supportive Housing	1:10
Joint Office	1:6

Division Level Organization Chart

