



HRAP KPIs v2.0 Proposal

Sept 2025

HRAP Overview: Past & Future

The **original HRAP** (Homelessness Response Action Plan) established these key metrics:

- **Measure 1:** Shelter or house an additional 2,699 unsheltered individuals.
- **Measure 2:** Reduce unsheltered homelessness among priority populations.
- **Measure 3:** Increase exits from adult shelters to permanent housing.
- **Measure 4:** Ensure permanent supportive housing retention.

Now, as HRS works to **revise the HRAP**, HSD is tasked with leading the work to propose a new set of Key Performance Indicators (KPIs).

KPIs, Sub-indicators, Program Metrics

A KPI (Key Performance Indicator) is the WHAT. WHAT DO WE NEED TO KNOW TO KNOW WHETHER WE ARE SUCCEEDING. It evaluates the success of a system or a business. A KPI is high level and tied to overall performance.

A Sub-indicator is the HOW and WHY. How will we affect our KPIs? They are used to measure high level service and policy performance, and generally tied to resources. These are key to understanding WHY we are seeing our KPIs behave as they do.

Program Metrics are the when, how much and who: tied to contractual expectations and obligations: they are granular, and the tools Contract and Program Specialists use to ensure our providers have clear expectations.

How They All Relate



KPI Development and Selection Process

KPIs are developed to measure the performance of the *whole* Homeless Response System, not just one specific part of homeless services.

All KPIs are system-level indicators of success, grounded in two key intentions:

1. A successful Homeless Response System approaches this goal as a community, and includes upstream and downstream strategies, along with holistic programs designed to keep the community safe during the homeless crisis
2. **FUNCTIONAL ZERO IN HOMELESSNESS IS OUR NORTH STAR**

(Functional Zero: The number of people experiencing homelessness never exceeds the community's capacity to house them)

KPI Development and Selection Process

KPI Development

HSD's proposed KPIs were developed from evaluating existing metrics HUD, SHS, and standardized Outputs and Outcomes across HSD, DCHS and PHB.

KPI Selection Criteria

The proposed KPIs were chosen based on these criteria:

- **Measurable:** All metrics can be accurately tracked.
- **Leverages existing data:** Leverage metrics already being measured and publicly available.
- **Strategic Alignment:** Directly supports HRAP's primary goals: Inflow, Safety (on/off streets), and Outflow.
- **System-wide Impact:** KPIs reflect overall system performance, not just HSD-specific work.

KPI Development and Selection Process

On 8/4/2025 the **HRS Implementation Committee** met to review suggested measures.

What we heard...

- ❖ There are **too many metrics**, and at too many levels
 - All Process Metrics and Service Metrics will moved to secondary measures along with other critical existing sub-indicators
 - New KPIs were recommended that were higher level than current housing metrics
- ❖ We need **metrics that look at the acuity** of the homelessness population
 - Chronic Homelessness was added to reflect this need
 - A placeholder for a Healthcare Metric was added
- ❖ We need a metric that speaks to **length of time homeless**:
 - Chronic Homelessness was added to reflect this need as well

KPI Development and Selection Process

On 8/18 the **HRS Community Advisory Committee** met to review suggested measures.

What we heard...

- ❖ Would like to learn more about what **inflow indicators/data are available to us to move more upstream**
 - We need to **look beyond eviction data** and include sub indicators like late payments, rent burden, and unemployment, for example
- ❖ We need **measures that look at the acuity** of needs of people who are experiencing homeless
 - Could include unmet health care needs or need for services and supports
- ❖ Interested in **additional sub indicators**
 - Examples: Domicile Unknown, housing units available for older adults, people with disabilities, and low-barrier housing (think: justice involved ppl)

HRAP KPIs v2.0 Proposal

(all can be reported separately by population & across systems)

INDICATORS ACROSS CONTINUUM

INFLOW

Prevent people from
experiencing homelessness

SAFETY ON/OFF STREETS

Support people who are
experiencing homelessness

OUTFLOW

Provide sustainable
pathways out of
homelessness

HRAP KPIs v2.0 Proposal

(all can be reported separately by population & across systems)

INDICATORS ACROSS CONTINUUM

1. People Experiencing Homelessness (BNL-Population)
2. People who returned to homelessness (BNL Inflow-Population)
3. Inventory of ($\leq 30\%$ AMI) Affordable Homes per 100 Extremely Low-Income ($\leq 30\%$ AMI) Renter Households (By Unit Type)
4. Healthcare Integration Metric TBD

HRAP KPIs v2.0 Proposal

(all can be reported separately by population & across systems)

INFLOW

Prevent people from experiencing homelessness

5. People who became homeless (BNL Inflow-Population)

6. Number of people living without a lease agreement in HHs earning $\leq 30\%$ AMI (Population)

7. Eviction judgements and/or filings (Systems)

SAFETY ON/OFF STREETS

Support people who are experiencing homelessness

8. People experiencing unsheltered homelessness

9. People experiencing chronic homelessness

Domicile unknown metric: TBD

OUTFLOW

Provide sustainable pathways out of homelessness

10. People who exited homelessness system (BNL Outflow-Population)

11. People who exited homelessness to housing (BNL Outflow-Population)

HRS HRAP KPIs v2.0 Proposal: *Sub-indicator Examples**

OUTPUTS

INFLOW

Prevent people from experiencing homelessness

People receiving homelessness prevention assistance (Services)

Number of people who received legal assistance & eviction prevention from PHB/DCHS/HSD (Services)

**not exhaustive; each KPI will have related equity-focused sub-indicator; other sub-indicators will follow once primary ones are identified*

SAFETY ON/OFF STREETS

Support people who are experiencing homelessness

Number of people who have received Day Center and/or Shelter services

Total number of unique individuals who were in shelter

Total Shelter Units: Homeless Population (ratio)

OUTFLOW

Provide sustainable pathways out of homelessness

Total number of individuals in housing programs disaggregate by housing program type

Total number of individuals newly housed (Services)

Total number of individuals retained in stable housing at 24 months

Number of individuals exiting homelessness prevention programs to PH

OUTCOMES AND SYSTEM

Housing Retention at 6, 12 & 24 mos disaggregated by RRH and PSH

Number of Renter Households that are extremely cost burdened

Shelter utilization rates

A Coordinated Outreach Strategy: QBNL scorecard measures (1A - 1D) = Yes

Housing units that are regulated and affordable (HH<=30% AMI) (System)

Total Housing Units Permitted and Produced

KPI Development: SOC adoption/directives

At it's August meeting, Steering and Oversight Committee adopted recommended KPIs, with two additional directions:

- Add KPI to measure system-level length of time homeless
- Develop recommendations for goal-setting for at least four of the adopted KPIs:
 - #1 People experiencing homelessness
 - #8 People experiencing unsheltered homelessness
 - #11 People who exited homelessness to housing
 - #3 Inventory of affordable housing units per 100 extremely low-income households

KPI Development: Today

Today:

- Review new proposed KPI to measure system-level length of time homeless
- Review options for addressing Domicile Unknown
- Update regarding development of health/behavioral health KPI
- Discuss approach for KPI goal-setting through some discreet examples:
 - #1 People experiencing homelessness
 - #8 People experiencing unsheltered homelessness
 - #11 People who exited homelessness to housing
 - #3 Inventory of affordable housing units per 100 extremely low-income households

Length of Time Homeless

Recommendation: Embrace two data points, one as a subindicator

1. Average Time from Homelessness to Housing (KPI):
2. Cumulative Days in Shelter, Temporary Housing, and Safe Haven (sub indicator)
3. Average/Median time from first HMIS contact to housing (sub indicator)

Important Data Note:

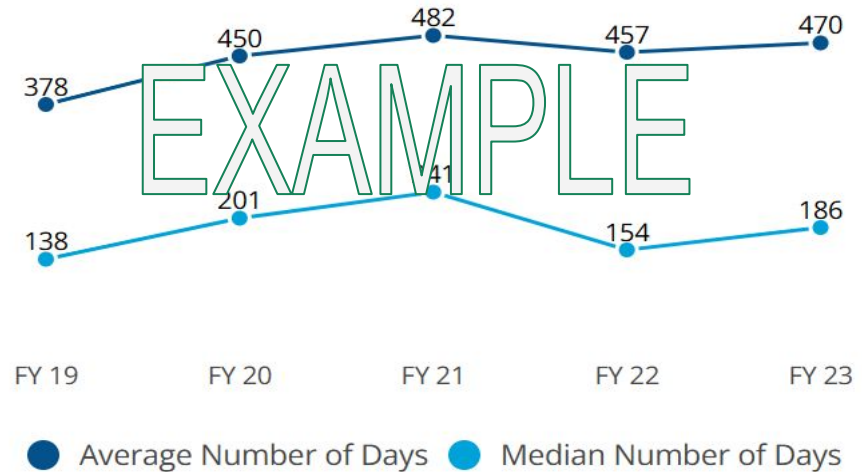
While it may seem intuitive, using the "Length of Time on the By-Name List" is not a viable option for our community. As programming grows, people can be new to the list due to engagement, but not homelessness.

Length of Time Homeless

Average Time from Homelessness to Housing (KPI):

- **Calculation:** Measures the duration between a person's self-reported **Approximate Date this Episode of Homelessness Started** and their **Housing Move-in Date** in HMIS.

Average & Median Length of Time Homeless
FY19 to FY23



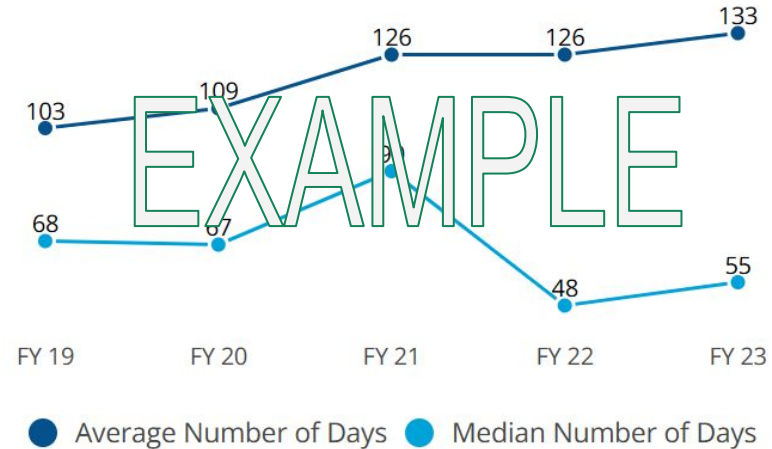
Length of Time Homeless

Cumulative Days in Shelter, Temporary Housing, and Safe Haven (SUBINDICATOR)

- **Calculation:** Measures the total number of days an individual spends across all shelter, transitional housing, and safe haven projects over a defined period (e.g., 36 months).

Average & Median Length of Stay in Emergency Shelter and Safe Haven

FY19 to FY23



Measuring mortality among people experiencing homelessness



Medical Examiner Data

Deaths from intentional or unintentional injury, violence, and deaths that occurred under uncertain circumstances



Vital Statistics Data

All deaths after finalization of death certificate. Housing status required as of January 1, 2022

Recommendation: Domicile Unknown

- Data lags too much to be effective as KPI
 - Report published only once per year
 - Data represents deaths that occurred between 1 and 2 years ago
- Better addressed as a safety-focused action item (s):
 - Use to inform discussions regarding safety and causes of death
 - Recommend programmatic interventions by cause of death (e.g. overdose prevention, traffic safety, gun violence) (*City of Portland, City of Gresham, County Public Health*)
 - Look for appropriate, more up-to-date data for potential KPIs

Domicile Unknown Data: Mortality

Mortality, absolute numbers: The count of deaths among people experiencing homelessness.

Influenced by the number of people experiencing homelessness.

Useful if you want to focus on the fact that fewer people experiencing homelessness means fewer people at higher risk of mortality.

2023 Datapoint

456 people died while
experiencing homelessness in
Multnomah County

Domicile Unknown Data: Mortality Rate

Mortality rate: The number of deaths among people experiencing homelessness divided by the number of people experiencing homelessness.

Influenced by health factors that affect the whole population (eg COVID, fentanyl) or a changing age structure among people experiencing homelessness (eg more older adults).

2023 Datapoint

72 people died per 1,000 people
experiencing homelessness in
Multnomah County

Domicile Unknown Data: Mortality Rate Ratio

Mortality rate ratio: The mortality rate among people experiencing homelessness divided by the mortality rate in the general population.

Influenced by excess risk among people experiencing homelessness and the underlying conditions that people experiencing homelessness have.

2023 Datapoint

People experiencing homelessness in Multnomah County were **8 times** more likely to die of any cause than the general population

KPI Development: Health Indicator Updates

- Intentionally waited to develop until initial analyses of Health Share/HMIS combined data set complete
- Initial Health Share analysis just complete last week:
 - Looks at “high-acuity behavioral health” cohort of people with:
 - Opioid use disorder (primarily fentanyl), and/or
 - Stimulant use disorder (primarily P2P meth), and/or
 - Psychosis
 - And overlap to HMIS services

KPI Development: Health Indicator Updates

- Roughly 9,000 people in Health Share/HMIS high-acuity cross-over group, just over half of population in both shelter and PSH
- Cross-over group roughly twice as likely to lose housing (9% vs. 5%)
- Recommending: **Improve housing retention among high-acuity behavioral health cohort in permanent housing* programs**

**For this purpose, "permanent housing" includes rapid rehousing, Permanent Supportive Housing and other long term housing placements with services.*

KPI Development: Benchmarks

KPIs allow us to monitor overall system performance, but **benchmarks allow us to set goals within those KPIs and understand our intended impact**. Benchmarks should be:

- Strategic, not aspirational
- SMART goals (Specific, Measurable, Achievable, Relevant, and Time-bound)
- Grounded in established, agreed upon FUNDED strategies
- Monitored to assure equitable access and outcomes

NOTE: Given the recent financial implications on a number of fronts, including funding cuts made at the Federal and State levels, setting benchmarks is difficult. Certainly, after the December 2025 forecast and FY 2027 budget discussions, our shared financial picture will be more clear.

KPI Development: Benchmarks

- ❖ Option 1: Set no benchmark, indicate positive direction (downward/upward)
 - These KPIs have multiple drivers with many unknown factors connected to things ranging from the economy, to health access, to availability of housing and shelter.
- ❖ Option 2: Set no benchmark
 - Unattached to current County or City strategies or resources within HRAP at this time. Set no benchmark, but important to track as an indicator that is influencing the system.
- ❖ Option 3: Set a ratio benchmark
 - These KPIs will change based on other KPIs and would follow a ratio methodology.
- ❖ Option 4: Set a number goal
 - These KPIs are mostly driven by production of resources and would benefit from setting clear benchmarks/goals.

KPI Development: Benchmarks

- ❖ **#1 People experiencing homelessness:**
 - Option 1: Indicate positive direction - reduce net homelessness over three years.

- ❖ **#8 People experiencing unsheltered homelessness**
 - Option 3: Set a ratio benchmark - Example: Over three years, reduce the population of people who are known to be unsheltered from current rate of 47% of all people known to be experiencing homelessness to XX%.

KPI Development: Benchmarks

- ❖ **#11 People who exited homelessness to housing**
 - Option 4: Set a number goal - Example: In the next three years X,XXX people will exit homelessness to housing.

- ❖ **#3 Inventory of affordable housing units per 100 extremely low-income households**
 - Option 4: Set a number goal - (PHB to speak to this.)

KPI Development: More to Review (Later)

- ❖ Option 1 (Red): Set no benchmark, indicate positive direction (downward/upward)
 - These KPIs have multiple drivers with many unknown factors connected to things ranging from the economy, to health access, to availability of housing and shelter.
- ❖ Option 2 (Blue): Set no benchmark
 - Unattached to current County or City strategies or resources within HRAP at this time. Set no benchmark, but important to track as an indicator that is influencing the system.
- ❖ Option 3 (Orange): Set a ratio benchmark
 - These KPIs will change based on other KPIs and would follow a ratio methodology.
- ❖ Option 4 (Green): Set a number goal
 - These KPIs are mostly driven by production of resources and would benefit from setting clear benchmarks/goals.

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INFLOW

Prevent people from experiencing homelessness

4. Retention of individuals in HABH in permanent housing programs

5. People who became homeless (BNL Inflow-Population)

6. Number of people living without a lease agreement in HHs earning $\leq 30\%$ AMI (Population)

7. Eviction judgements (Systems)

SAFETY ON/OFF STREETS

Support people who are experiencing homelessness

8. People experiencing unsheltered homelessness

9. People experiencing chronic homelessness

Domicile unknown metric: Move to Action Item (for now).

OUTFLOW

Provide sustainable pathways out of homelessness

10. People who exited homelessness system (BNL Outflow-Population)

11. People who exited homelessness to housing (BNL Outflow-Population)

12. Average & Median Length of Time Homeless: discuss today