



Homelessness Response Action Plan

Quarterly Report | May 2026



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Background

The [Homelessness Response System](#) (HRS) was established in July 2024 through an Intergovernmental Agreement (IGA) between Multnomah County and the City of Portland to collaboratively reinvigorate our shared approaches to addressing homelessness. It aligns strategies, leverages investments, and creates mutual accountability to measurable outcomes under a shared [Homelessness Response Action Plan](#) (HRAP).

In its first two years, the HRS was guided by tracking progress against four key goals to be accomplished by the end of calendar year 2025. We significantly surpassed two primary goals, by sheltering or housing more than 23,300 people in just two years – a 46% increase in people sheltered or housed compared to the two years prior to the HRAP – and by helping 83% of formerly homeless households in permanent supportive housing retain their housing for at least two years after moving in. The remaining two goals were not met, pointing to additional work, as disparities persisted in shelter access among Black, African, African American, and Native American and Alaska Native people, the percentage of adults exiting shelters to permanent housing decreased over two years. [Prior reports](#) and a [public dashboard](#) transparently tracked progress through the close of this initial two-year reporting cycle.

In December 2025, The Portland City Council and Multnomah County Board of Commissioners adopted new key performance indicators (KPIs) and key environmental indicators (KEIs), as well as [significant updates to the HRAP](#) to guide the next two years of work. This preliminary report introduces each of the new KPIs and KEIs and provides the most recent available data for each. Combined, these new KPIs and KEIs help us to better understand the collective impact of our homeless response systems, while also tracking significant external pressures beyond the homeless response system's control that cause people to be at risk of homelessness in the first place.

This preliminary report, along with budget decisions before the Portland City Council and Multnomah County Board of Commissioners, will provide context for goal setting for several of these KPIs in the coming months.

Summary

Twelve new system-level key performance indicators (KPIs) and key environmental indicators (KEIs), taken together, help us to understand some of the factors driving the increased need for homeless services, the effectiveness of our interventions for the people we have the capacity to serve, and whether we have enough capacity to serve all of the people who might need it.

We are able to do this system-level analysis because the Homeless Services Department at Multnomah County shifted to using a comprehensive By-Name List (BNL) to estimate, as best we can, the level of need for homeless services in our community. Before this moment, and like many other jurisdictions in Oregon and across the country, our community primarily relied on the federally-required Point in Time (PIT) count that occurs in January of every year. While there are certainly informative benefits to a one-night snapshot of homelessness, it is not data that local governments can responsibly use to inform fiscal year or longer term budget decisions.

In general, the collective picture of this new set of indicators shows the growing financial strain on individuals and families. The demand for our services (inflow) continues to outpace those that leave our system (outflow) each month. Even though our homelessness response systems largely do not directly control the myriad reasons people face housing instability, this data better equips local governments to make investment and policy decisions that can lead to better long-term outcomes. It also allows our elected bodies to focus on overall system performance in addition to program-level outcomes.

The goal of these indicators is to use data to inform the funding of an effective, balanced and reliable homelessness response system. Together, they represent a framework for a long-term investment strategy focused on preventing and ending the homelessness of more community members.

Summary of New HRAP KPIs and KEIs

Find full definitions and data sources for each new KPI and KEI [here](#). In the future, we'll track these on a public dashboard, disaggregating each indicator (e.g. by race/ethnicity, gender, age, etc.) to monitor equity implications.

Grounding Indicators
Inventory of affordable homes (<=30% Area Median Income (AMI)) per 100 extremely low income (<=30% AMI) renter households (#3)
People experiencing homelessness (#1)
Inflow - Outflow (#5 & #10)
Inflow: Detail
(KEI) Eviction judgments (#7)
(KEI) People living without a lease agreement in households earning <=30% AMI (#6)
People entering homelessness (#5)
People who returned to homelessness from a permanent housing location (#2)
Intersection of behavioral health & housing retention (#4)
Safety On & Off the Streets: Detail
People experiencing homelessness (#1)
People experiencing unsheltered homelessness (#8)
People experiencing chronic homelessness (#9)
Outflow: Detail
People who exited homelessness system (#10)
People who exited homelessness to housing (#11)
Average time from homelessness to housing (#12)

Grounding Indicators

→KPI: Supply of housing affordable to lowest income renters



36,715 extremely low income renter households in Multnomah County (2018-2022)

13,870 regulated affordable units at <=30% AMI

37.78 affordable units exist for every 100 extremely low income renter households

67.9% of extremely low income renter households pay more than half of their monthly income to rent.

Why we track this:

When people – especially those with extremely low incomes¹ – can’t afford their rent, they are at much higher risk of becoming homeless. Increasing the availability of deeply affordable housing in our community is the primary solution to reduce inflow and reduce homelessness in the long term.

What it tells us:

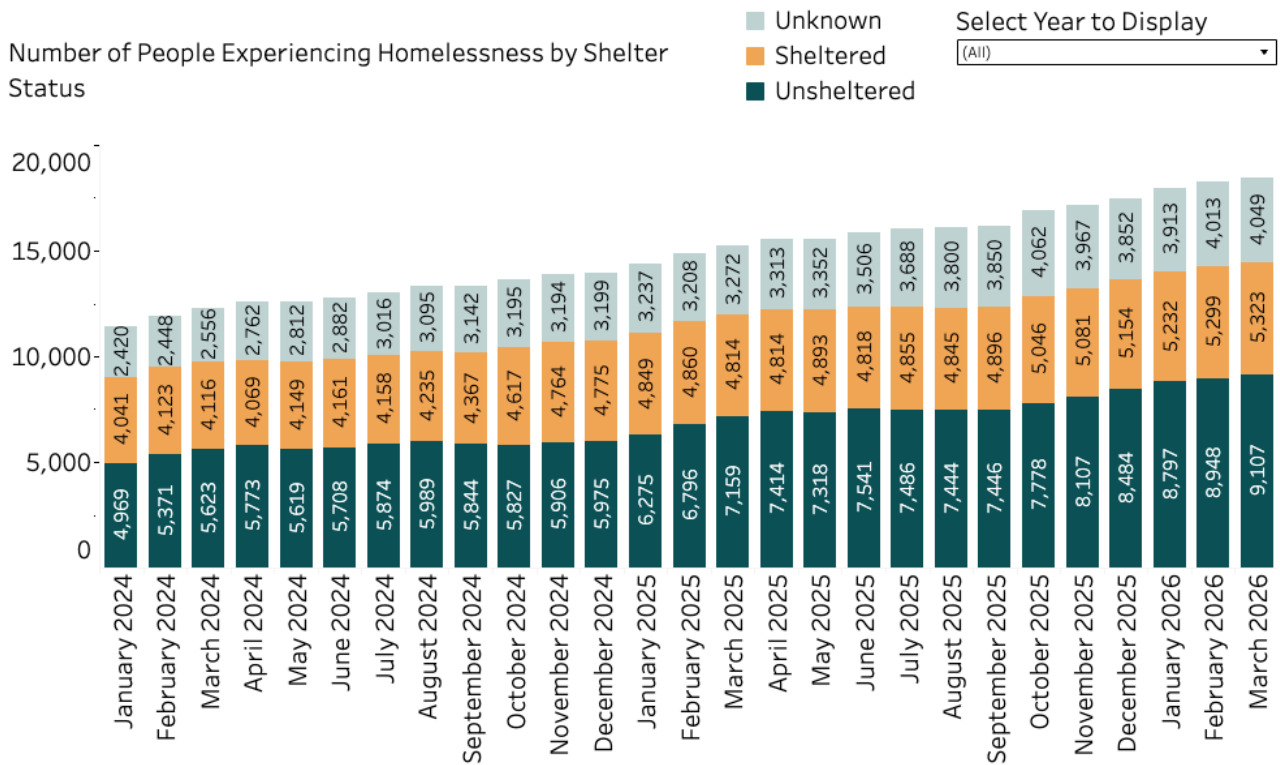
Right now, there are fewer than 38 regulated affordable rental homes available for every 100 households with extremely low incomes in Multnomah County. While we can use other immediate-term tools like rent assistance to help households with lower incomes afford more expensive housing, in the long run, we have to build more deeply affordable housing to slow our regional increases in homelessness.

How we can make a difference:

This summer, the [HRS Steering and Oversight Committee](#) (SOC) will set goals to shift this measure in the coming years. It will require new investments to build more deeply affordable housing.

¹ Households are considered to have extremely low incomes (ELI) when they make less than 30% of the area median income (AMI). In Multnomah County that means a person living on their own with annual income less than \$26,943, or a family of four with income below \$38,490.

→KPI: People experiencing homelessness in Multnomah County



Why we track this:

By counting every person who accesses homeless services in Multnomah County, we can see how the total population of people experiencing homelessness changes over time. This helps us understand whether our services to prevent homelessness and to help quickly return people to housing and stability are scaled to meet the need.

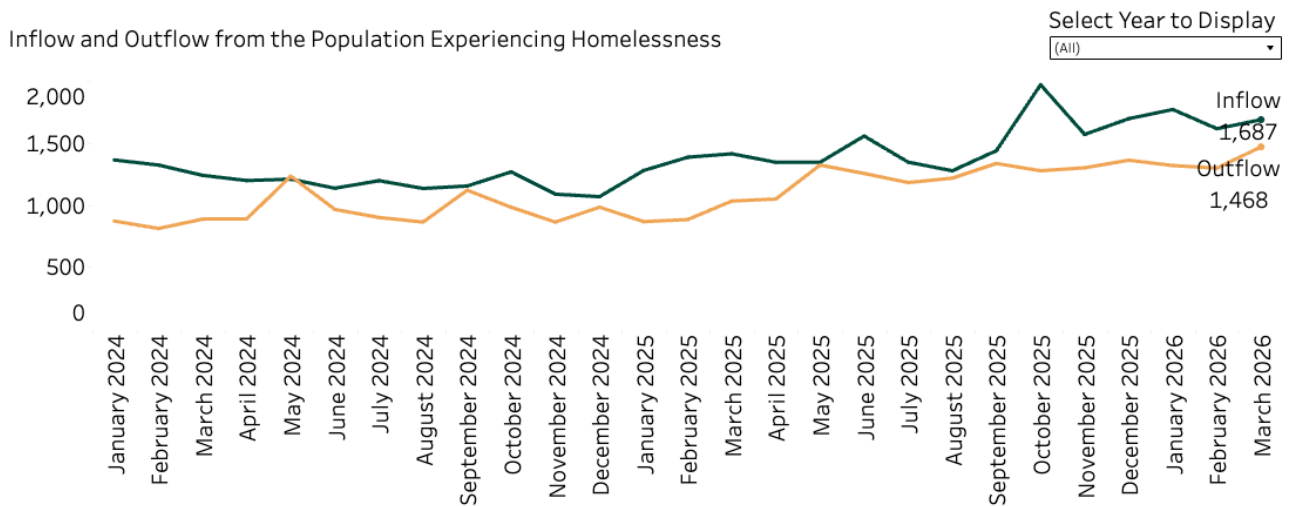
What it tells us:

As of March 2026, nearly 18,500 people were known to be experiencing homelessness in Multnomah County. That number has grown steadily each month for more than two years. This means that while we are sheltering and housing more people than ever before, more people need these supports than we currently have resources to provide.

How we can make a difference:

This summer, the HRS SOC will set goals to limit or reverse these increases in the coming years. It will require expanded or reprioritized investments in homelessness prevention, housing placement, and services to help people find greater stability.

→KPI: “Inflow” to vs. “Outflow” from Homelessness



Why we track this:

The population of people experiencing homelessness in Multnomah County is not static, and the total number and mix of people is always changing. “Inflow” measures the number of people in each month who newly engage with homeless services or return to homeless services after being housed or having not engaged with homeless services for a long period of time. “Outflow” is the number of people who exit homeless services to housing or by not engaging with services for a long period of time. When inflow outpaces outflow, the total population of people experiencing homelessness will grow; when outflow outpaces inflow, it will decrease. This helps us monitor the effectiveness of our work to help people return to housing and stability and to track whether that work is scaled to keep up with people newly becoming homeless.

What it tells us:

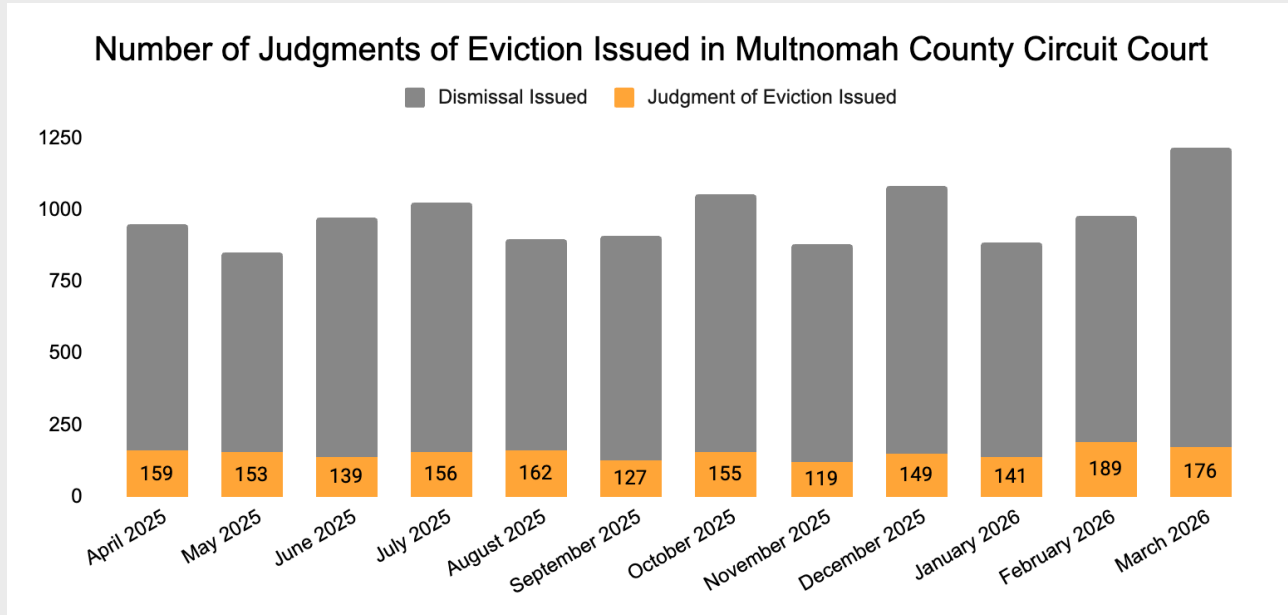
In March 2026, 1,687 people entered homeless services, while 1,468 left our homeless services system. In nearly every month for the past two years, inflow has outpaced outflow, on average by almost 280 people each month. That average has increased to roughly 380 over the most recent six months. Other KPIs and KEIs help us understand inflow and outflow in more detail (see *below*).

How we can make a difference:

This summer, the HRS SOC will set goals to decrease inflow and increase outflow in the coming years. This will require expanded or reprioritized investments in homelessness prevention and housing placement services and assistance.

Inflow Details

→ Key Environmental Indicator: Eviction Judgements



Why we track this:

Not every judgement of eviction results in a household becoming homeless, and not every dismissal prevents someone from becoming homeless. That said, the vast majority (93.3%) of evictions filed in Multnomah County are for nonpayment of rent, so monitoring the volume of judgements of eviction helps us understand whether economic inflow pressures are increasing or decreasing outside of the homeless system and in the broader rental market.

What it tells us:

Throughout the past year, eviction filings have remained steadily high, with an average of roughly [1,000 per month](#). On average, roughly 15.6% (152) of those result in a judgement of eviction, with numbers increasing in recent months. Persistently high (and increasing) numbers of households unable to afford their rent will likely result in increased homelessness in the future.

How we can make a difference:

As a key environmental indicator, this helps us better understand the broader conditions in which the homeless services system is responding. Focused eviction prevention programs reduce the likelihood that individual households will be evicted, but improving housing affordability is key long term.

→Key Environmental Indicator: Doubled-Up Estimate

3,477 (2024)

People estimated to be living without a lease agreement in extremely low-income households

Why we track this:

Many people do not move immediately from a home they own or an apartment they are renting directly into homelessness. Instead, they may live for a time with family, friends or neighbors — also known as “doubled-up” — before eventually becoming homeless. Data from the American Community Survey (ACS) helps us estimate how many people at any given time may be in that doubled-up situation within households with extremely low incomes, making that temporary living situation even more precarious.

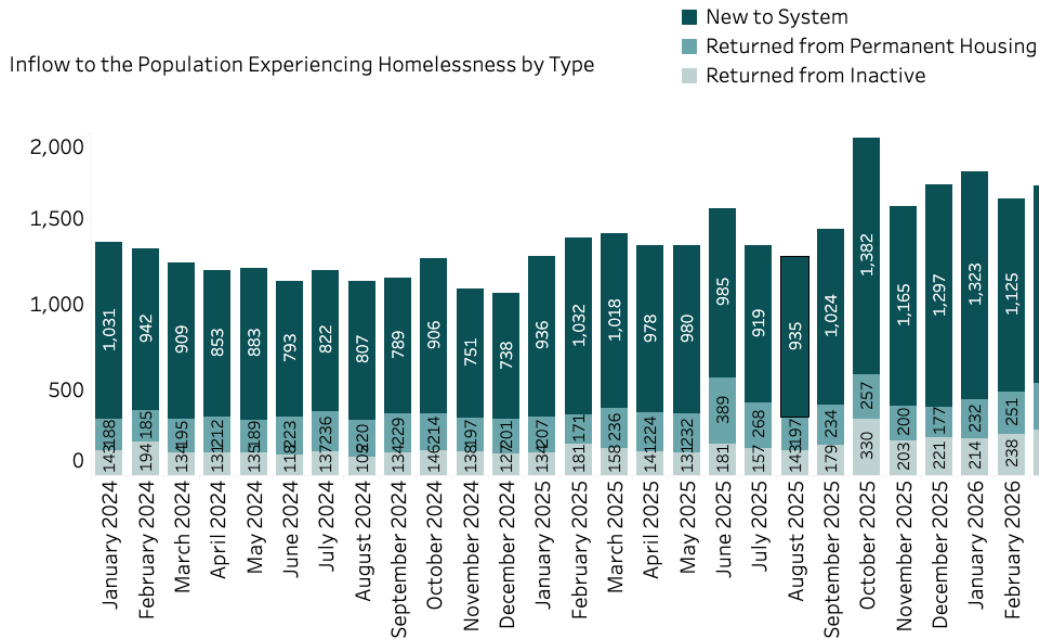
What it tells us:

ACS data estimated that at any given time in 2024, 3,477 people were living without a rental agreement in extremely low-income households in Multnomah County. While this is not a perfect estimate of all people who are doubled-up, it is consistently measured on an annual basis. Significant annual upward shifts in this number would signal increasing inflow pressure. This measure will be adapted to show annual changes in future reports.

How we can make a difference:

As a key environmental indicator, this helps us better understand the broader conditions in which the homeless services system is responding. Focused homelessness prevention programs reduce the likelihood that individual households will move from doubled-up to homeless, but improving housing supply and affordability reduces this inflow pressure over time.

→KPI: People entering homelessness, including people returning to homelessness from permanent housing



Why we track this:

Tracking where people enter homelessness from helps us understand whether they are new to our homeless services systems, cycling in and out of temporary resources like outreach, day centers and shelter, or returning from permanent housing. People new to the system reflect broader inflow pressures from outside of the homeless services system, while returns to homelessness from housing point to improvements that may be needed to help people retain their housing.

What it tells us:

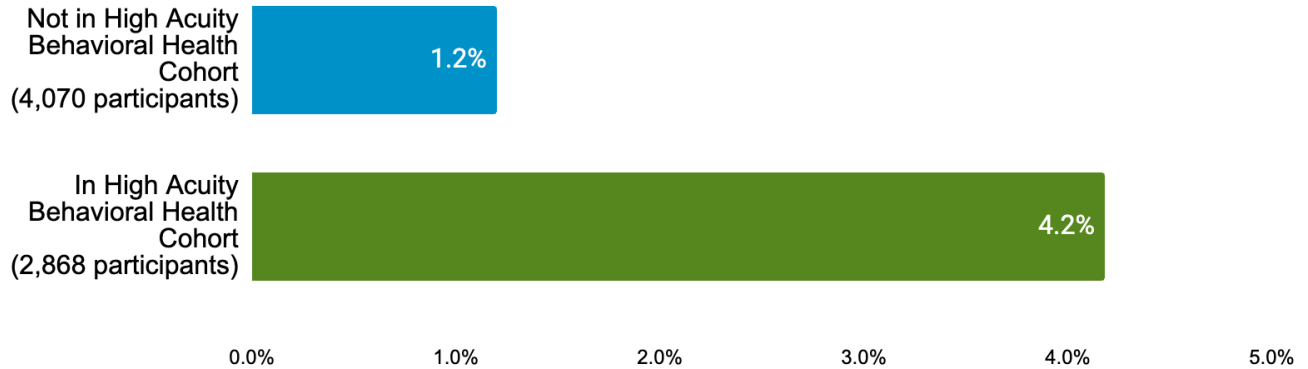
On average, roughly 1,370 people have entered homelessness each month over the past two years. A significant majority each month (roughly 70-75%) are new to our homeless services system, indicating heavy external inflow pressure. A much smaller proportion (12-14%, or 220-230 people monthly on average) return to homelessness from a housing program.

How we can make a difference:

This summer, the HRS SOC will set goals to decrease inflow in the coming years. This will require expanded or reprioritized investments in homelessness prevention and increased coordination of services focused on housing retention.

→KPI: Behavioral health and housing retention

Participants who Exited Permanent Housing Programs to Homelessness



Why we track this:

Coordination between homeless services and health care is important to improve people's health and housing stability. With ongoing access to behavioral health care and other supports, people experiencing homelessness and with high-acuity behavioral health conditions² frequently successfully access and retain permanent housing. Understanding whether this subset of people assisted in permanent housing returns to homelessness at different rates than people who do not have high-acuity behavioral health conditions helps us determine whether improved access to and coordination with behavioral health care is needed.

What it tells us:

Permanent housing services work. Very low percentages of formerly homeless people assisted in permanent housing leave that housing and return to homelessness. That said, in a two-year period, people with high-acuity behavioral health conditions exited permanent housing back to homelessness at roughly 3.5 times the rate (4.2%) as people without similar conditions (1.2%).

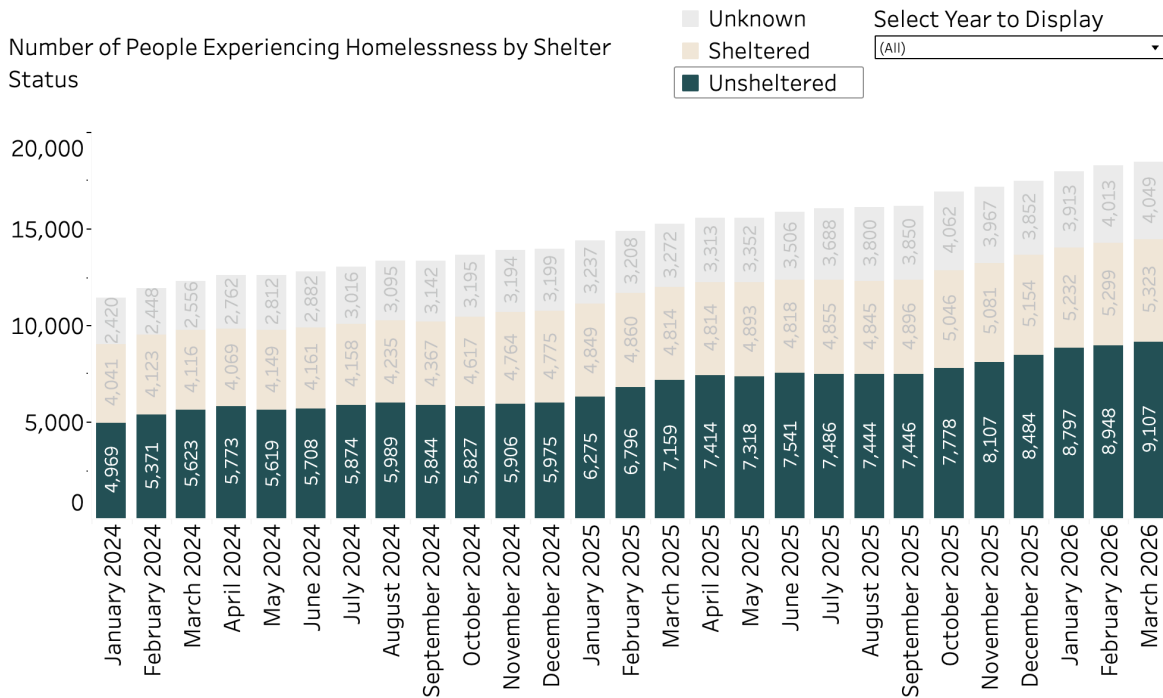
How we can make a difference:

This summer, the HRS SOC will set goals to narrow this gap in the coming years. This will require improved access to and coordination between behavioral health and housing programs.

² For this measure, "high-acuity behavioral health conditions" are defined as having one or more of the following: stimulant use disorder, opioid use disorder, or psychosis, as indicated by linked Medicaid claims data.

Safety on and off the Streets

→KPI: People experiencing unsheltered homelessness



Why we track this:

People who are experiencing unsheltered homelessness are generally among the most vulnerable and visible subset of people experiencing homelessness. Tracking how many people are experiencing unsheltered homelessness helps us understand and scale a balanced system that can both reduce homelessness overall and better meet the needs of people currently living on our streets.

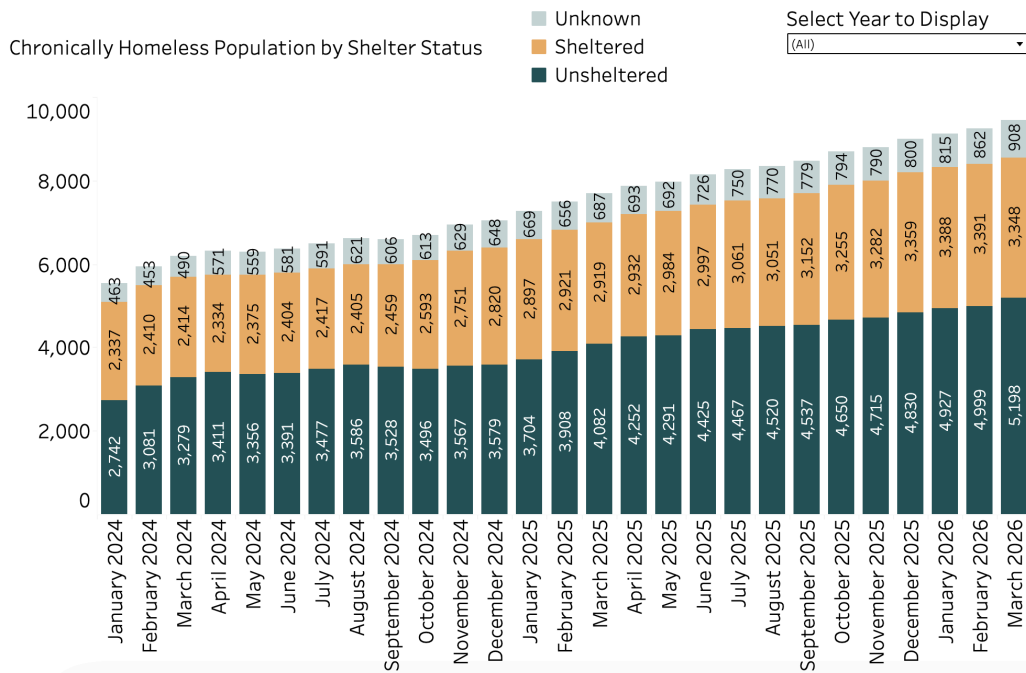
What it tells us:

As of March 2026, just over 9,100 people were known to be experiencing unsheltered homelessness in Multnomah County – just under half of all people known to be experiencing homelessness. That number has grown steadily, in spite of record expansions of shelter.

How we can make a difference:

This summer, the HRS SOC will set goals to limit or reverse these increases in the coming years. It will require expanded or reprioritized investments in a balanced system of homelessness prevention, housing placement, and shelter to meet the existing scale of need.

→KPI: People experiencing chronic homelessness



Why we track this:

People who have one or more disabilities and who have experienced long periods of homelessness are often referred to as chronically homeless. Tracking the total number and shelter status of people who are chronically homeless helps us understand whether our resources are effectively scaled and prioritized to help people with the greatest needs and longest experiences of homelessness return to housing and stability.

What it tells us:

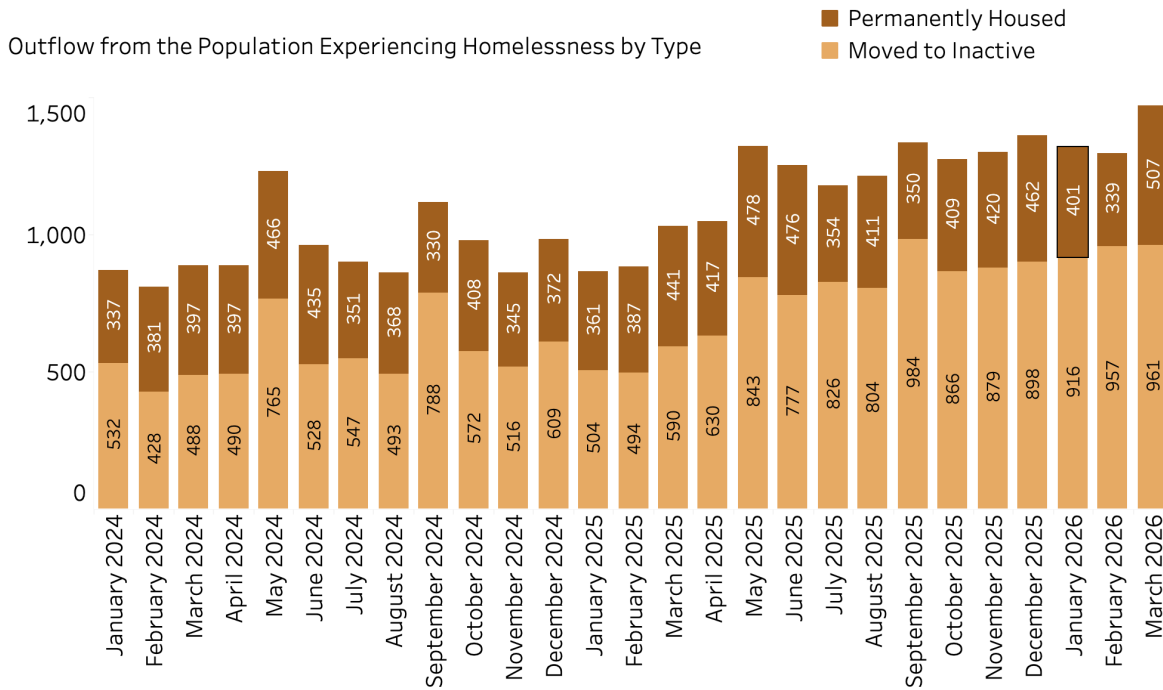
As of March 2026, just over 9,450 people were known to be experiencing chronic homelessness in Multnomah County – roughly half of all people known to be experiencing homelessness generally. More than half of people experiencing chronic homelessness are known to be unsheltered. This means that while we are sheltering and housing more people than ever before, more people need deeper levels of support than we currently have resources to provide.

How we can make a difference:

This summer, the HRS SOC will set goals to limit or reverse these increases in the coming years. It will require expanded or reprioritized investments in permanent housing with coordinated supportive services for people with highly acute needs.

Outflow Details

→KPI: People who exited homelessness to housing



Why we track this:

The most effective way to end people’s homelessness is to help them move quickly from homelessness to permanent housing with the ongoing support that they need to be safe and stable. Tracking this rate of outflow, especially relative to current inflow, helps us understand whether our system is appropriately scaled to effectively meet the level of need across our community.

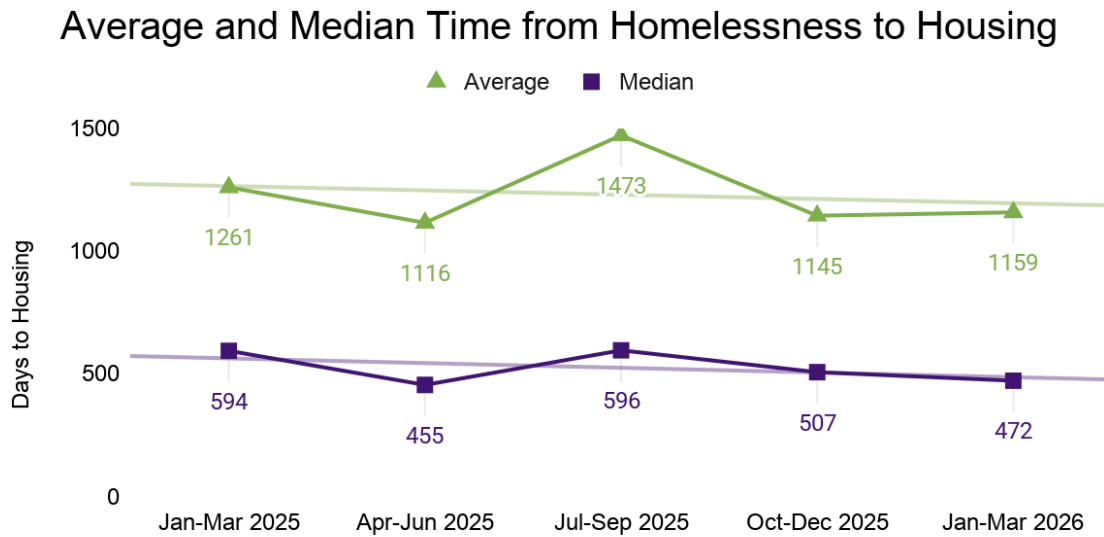
What it tells us:

On average, more than 400 people leave homelessness to permanent housing each month in Multnomah County, joining the more than 9,400 people who are currently assisted in housing across our system. That monthly outflow to housing is outpaced nearly three-to-one by people newly becoming homeless.

How we can make a difference:

This summer, the HRS SOC will set goals to increase outflow to housing in the coming years. This will require expanded or reprioritized investments in housing navigation, placement, rental assistance, and other supportive services to promote stability.

→KPI: Average time from homelessness to housing



Why we track this:

An appropriately resourced and high-functioning homeless services system can help to assure that people rarely experience homelessness, but when they do, those experiences are brief and not repeated. Measuring changes in the system-level average time from the beginning of people's experience of homelessness until they are housed helps us understand if we are making progress toward that appropriately resourced and well-functioning system. Note that this KPI is provisional, and may be refined moving forward.

What it tells us:

Among people who moved from homelessness into permanent housing in the last quarter, the average time they reported being homeless prior to being housed was 1,159 days (just over three years). Generally, this is reflective of an unbalanced system with high levels of chronic homelessness and that lacks sufficient housing placement resources to quickly resolve people's homelessness.

How we can make a difference:

This summer, the HRS SOC will set goals to narrow this gap in the coming years. This will require expanded or reprioritized investments in housing navigation, placement, rental assistance, and other supportive services for stability.