

Homelessness Response System

A partnership between Multnomah County and the City of Portland



TO: Portland City Council, Multnomah County Board of Commissioners

FROM: Homelessness Response System Team

DATE: September 25, 2026

RE: Key Performance Indicators, Steering and Oversight Committee Adopted Goals

Overview

As established through the related intergovernmental agreement jointly adopted by the Portland City Council and Multnomah County Board of Commissioners, one of the core responsibilities of the Homelessness Response System (HRS) Steering & Oversight Committee (SOC) is to set system-level key performance indicators, track quarterly progress and review the performance indicators and goals comprehensively on an annual basis in the context of fiscal realities and other dynamics outside the control of local government.

Last fall, the SOC agreed upon 12 new system-level indicators and referred those out for formal adoption. They were subsequently approved by the Multnomah County Board of Commissioners and Portland City Council in December 2025.

The list of indicators are designed to be comprehensive, providing government leaders with more context than the original four adopted in 2024. Some represent data for awareness and directional tracking purposes. Others provide an opportunity to set specific goals that can be used during annual budget processes to align investments with positive outcomes.

Over the past several months, staff briefed the SOC on current baseline data and trends for each of these indicators, and solicited SOC feedback regarding potential goals associated with each indicator. Today, the SOC adopted a full suite of 2-year goals, guided by the following framework.

Goals should be:

1. Strategic, not aspirational
2. SMART (Specific, Measurable, Achievable, Relevant, and Time-bound)
3. Grounded in established, agreed-upon strategies that are funded
4. Monitored to assure equitable access and outcomes

This document summarizes SOC-adopted numeric goals for four indicators:

- Overall Homelessness
- Unsheltered Homelessness
- Exits to Housing
- Behavioral Health

In addition, you will note that the original list of proposed indicators suggested that we set specific goals related to Affordable Housing Production and Overall Exits from Homelessness. Again, based on available data and detailed staff briefings with the SOC, the SOC adopted alternate approaches for both, and we provide more detail on each below.

Finally, three additional pieces of background:

- Each of the goal recommendations is for two years, with June 2026 data as our baseline and June 2028 as the goal's target date.
- All indicators can be disaggregated across a range of racial and ethnic identity, age, gender, and disability and veterans status.
- Progress toward goals will be tracked on a public-facing dashboard, updated at least quarterly.

Section 2: Goal Summary, Implications & Caveats

The estimations presented here for many of these metrics are based on existing rates of inflow to and outflow from homelessness across the past two fiscal years. Those estimations suggest that existing FY27 budgets should put us on track to meet the adopted goals, summarized below and outlined in more detail in Section 3, primarily through those budgets' increased investments in rehousing and in preventing people from becoming homeless in the first place.

Broadly, the estimations assume that rates of inflow to homelessness will not get significantly worse over time. Similarly the estimates assume that we will not experience significant shifts in state and federal funding or changes in the regional allocation of Metro SHS investments that collectively support the work. These assumptions require ongoing monitoring and will be addressed through our quarterly reporting and system dashboards.

In order to maintain trends toward these goals, our collective level of effort and investment will have to be sustained in FY28, which may be challenging, given that significant portions of the FY27 investments were made with one-time resources.

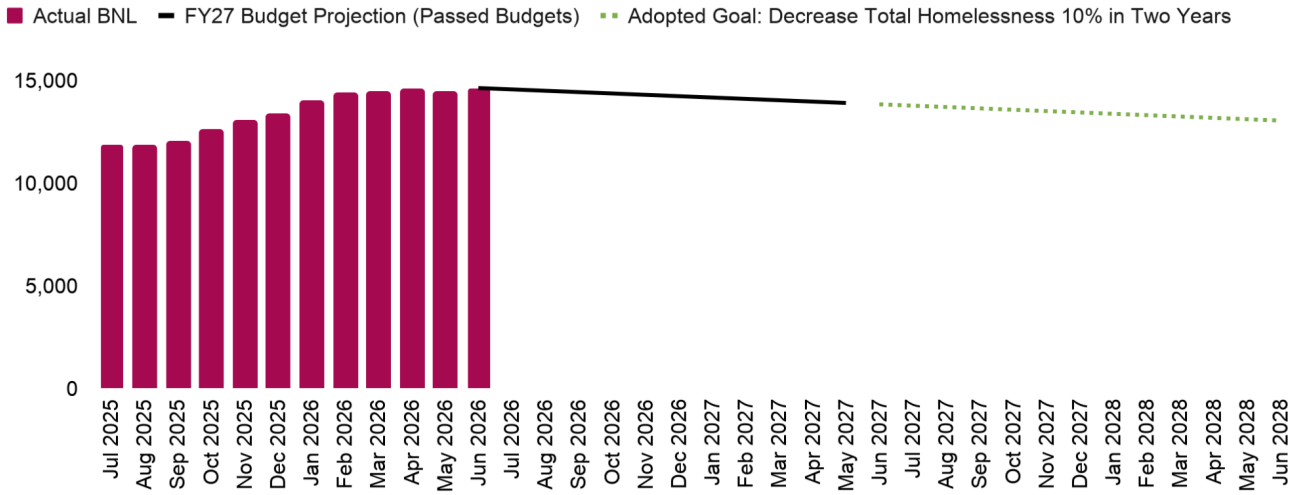
Taken together, the adopted goals allow us to say:

- After multiple years of seeing homelessness increase across our community, we believe our coordinated efforts are currently scaled to help reverse that curve.
- With sustained investment and ongoing coordination over the next two years, we expect that 12,350 people across Multnomah County will move from homelessness to housing.
- With that, we believe that we can reduce the overall number of people experiencing homelessness in Multnomah County by 10%, including an 8% reduction in people experiencing unsheltered homelessness.
- Through improved coordination between health care and homeless services providers, we can help more people experiencing homelessness and significant behavioral health challenges to get the help and housing that they need to stay healthy and stable.

Section 3: Key Performance Indicators - Goals

The first three goals are closely tied together, as all are derived from our county-wide By Name List (BNL) of people accessing homeless services. Changes to any one of these three indicators will directly impact the others, and the goals all move together as a result.

KPI: Reduce the total number of people experiencing homelessness by 10% in two years.



BACKGROUND: Current system-level data allows us to understand, on a month-to-month basis, the number of people who are entering homelessness (inflow), the number of people leaving homelessness (outflow) and the sheltered status of those who are experiencing homelessness

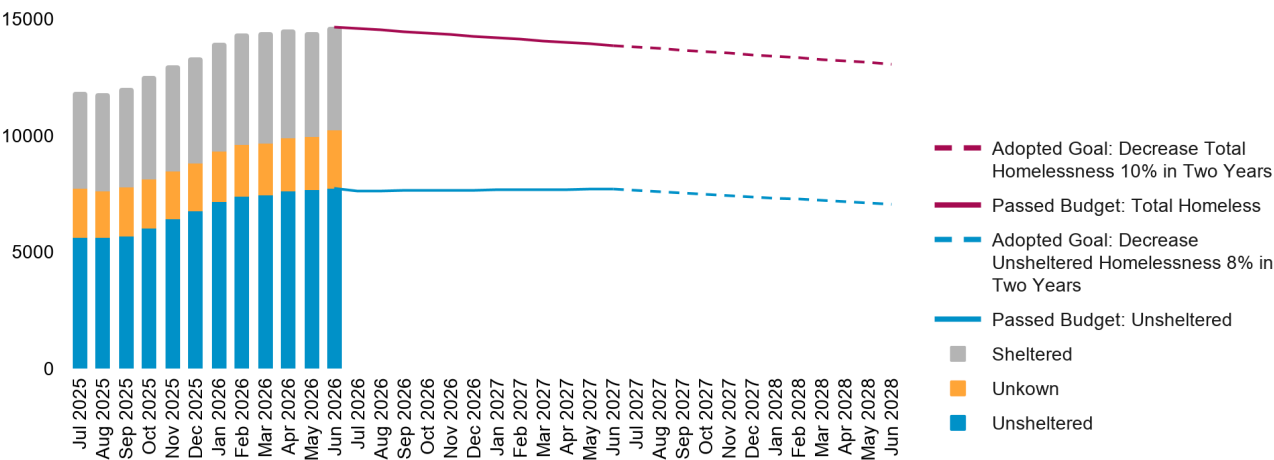
at the close of each month. This information can inform trends that can help us understand the relative level of effort and investment required to shift us from the current state to achieving a future, desired goal.

CURRENT STATE: The adopted goals reflect the following:

- Both access to and need for homeless services has been expanding for several years, locally (and nationally), with more people facing financial and housing instability.
- Prior unspent, one-time Supportive Housing Services (SHS) fund balances for local homeless services have been fully invested, leaving lower annual funding levels for services.
- While both the City and County used one-time general and other funds in FY27 to better balance investments across the homelessness response system, overall revenue to address the expanding need for services has begun to decline (and may continue to do so for several upcoming fiscal years, including at the state and federal levels).

ADOPTED GOAL: Based on prior data trends and financial realities presented to the SOC, the SOC considered a range of potential goals that could decrease overall homelessness over the next two years, such that unsheltered homelessness did not increase during that time. Updated and improved BNL data suggest that existing levels of effort may be sufficient to reduce both, if sustained across two years. Therefore, the adopted goal is to reduce the total number of people experiencing homelessness by 10% over two years. (The effect of this on unsheltered homelessness is detailed in the section that follows.)

KPI: Reduce the number of people experiencing unsheltered homelessness by 8% in two years.



BACKGROUND: Our system-level data also allows us to understand, on a month-to-month basis, the number of people believed to be living in an unsheltered location. Unsheltered locations are places not meant for habitation; for example, living outside, in bus stations, or in vehicles.

CURRENT STATE: Multnomah County, in partnership with the City of Gresham and contracted providers, as well as the City of Portland, provide outreach to those living on the streets. The County is in its second implementation year of its reformed outreach strategy. It was last year that the Homeless Services Department solidified the division of the county into geographic zones and began requiring more data be entered into HMIS, with new outcome criteria outlined in contracts. That work is also paired with the use of a new geographic information system that allows outreach workers to input key geographical information in real time. These reforms increase accountability, but they also provide our partners with a smarter, more efficient way of doing their work to the benefit of those served. County outreach workers continue to focus their efforts on placements in shelter or housing and connection to services.

The City of Portland continues to deploy outreach workers to offer connections to services and shelter as well. City outreach teams work in close coordination with the Impact Reduction Team and when necessary, law enforcement. HSD street outreach teams also engage in discussions and information sharing with the IRP team with the goal of aligning (not impeding) work, and planning to connect individuals at impacted encampments with services that will connect them with shelter, housing, and/or employment services. Both City and County outreach teams participate in weekly meetings that are held with jurisdictional partners, including Portland Police, Multnomah County Sheriff's Office, ODOT, PBOT and the Portland Impact Reduction Program. The City also brought back to the community the use of overnight-only shelters, providing the system more capacity to offer a bed for the night for those who want one.

ADOPTED GOAL: As mentioned above, the SOC's general framework was to set a goal that decreased overall homelessness, such that unsheltered homelessness does not increase in the next two years. However, updated and improved BNL data suggest that existing levels of effort may be sufficient to reduce unsheltered homelessness, if sustained across two years. Therefore, the adopted goal is to reduce the number of people experiencing unsheltered homelessness by 8% over two years.

In order to achieve this, we must maintain our level of effort for homelessness prevention and housing placement (see goal detail below) across the full two year period (June 2026 - June 2028). Based on our projections and taking into account FY27 investments, we will achieve approximately half of this goal during the current fiscal year. This means that, for FY28, we will need the City and County working together to identify and advocate for sufficient funding to maintain existing prevention and rehousing efforts, including programming currently funded

with one-time allocations.

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KPI: 12,350 people will exit homelessness to housing in two years.

BACKGROUND: The vast majority of housing placement resources are funded by the Metro SHS tax and County General Fund. Due to shifts in the investment strategy between FY26 and FY27 that were informed by our newly adopted key performance indicators, Multnomah County, with support from the City of Portland, now has a more balanced system between the three pillars: prevention, shelter and housing placement. This is a positive development and a collective recognition that our homelessness response system needs to be more focused on throughput rather than on total number of shelter units, which has dominated the public dialogue in recent years. We need “enough” prevention, shelter and housing to ensure that fewer people become homeless in the first place and that our homeless community members have effective pathways to return to housing rather than becoming stuck in shelter.

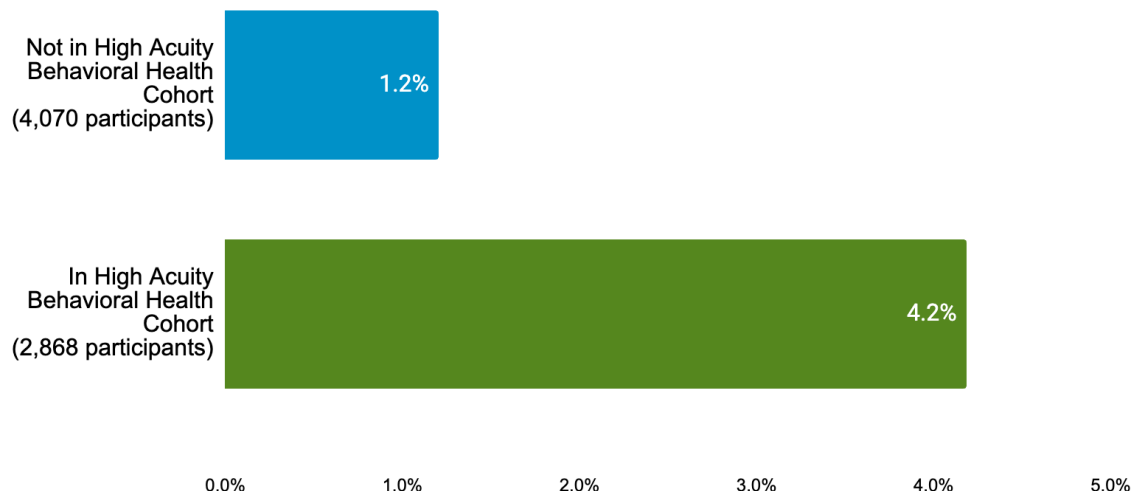
CURRENT STATE: For FY27, the Multnomah County Board of Commissioners added an additional \$7m to housing placement. This investment is in addition to the ongoing funds available for housing placement. Moreover, the City Council also dedicated resources to housing placement, \$1m of which is available in FY27. While these additional monies are one-time in nature, it will allow the system to increase the rate at which people exit shelter to housing. The level of one-time money in the FY27 budgets was a point of discussion at the Steering and Oversight Committee.

ADOPTED GOAL: This goal is critical to driving outflow from the BNL, and thereby central to changes in the first two recommended goals (reducing total and unsheltered homelessness). In other words, in order to reduce overall and unsheltered homelessness at the adopted goal rates, then that requires sustained outflow of 12,350 people moving from homelessness to housing over the next two years. Again, current FY27 levels of effort appear sufficient to meet roughly half of that goal, and the SOC acknowledges both the challenge and the importance of identifying continued funding for the FY28 investment strategy.

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KPI: Exits from permanent housing to homelessness for high-acuity behavioral health cohort.

Participants who Exited Permanent Housing Programs to Homelessness

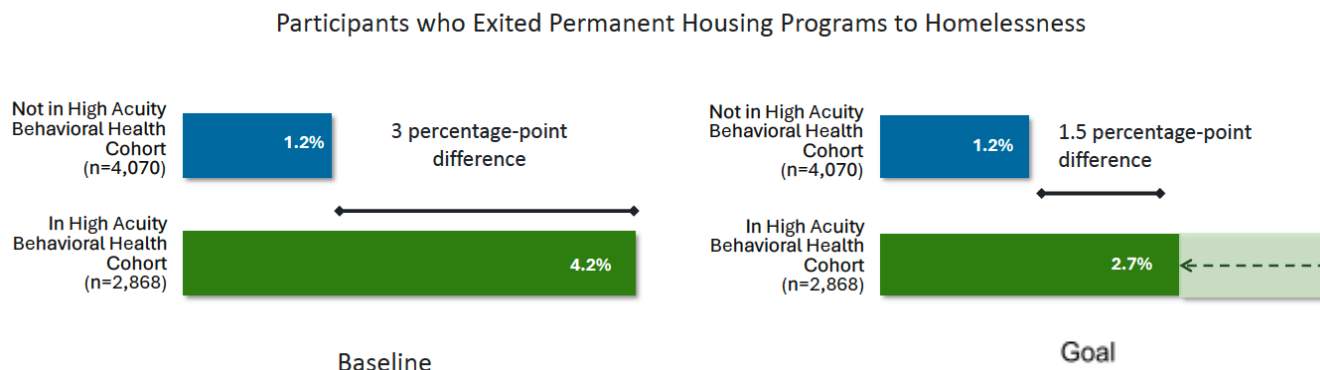


BACKGROUND: Programs that help to permanently house people who previously experienced homelessness generally work very well - very, very few people leave their permanent housing and return to homelessness. However, through a partnership between Health Share of Oregon and the Multnomah County Homeless Services Department, an analysis looking across two prior years finds that permanently housed residents who are members of the high acuity behavioral health (HABH) cohort exit housing to homelessness at roughly 3.5x the rate of other permanently housed residents. The HABH cohort includes individuals who have one or more of the following behavioral health conditions: stimulant use disorder, opioid use disorder, psychosis, or unintentional substance-associated overdose. Permanently housed, in this context, refers to people served in rapid rehousing, permanent supportive housing and other long term housing placements with services.

CURRENT STATE: For several years now, the tri-county region housing providers and health system partners have been working together to better support individuals when they are housed. This collaboration is referred to as Cross Sector Case Conferencing (CSCC), and, to date, has focused on those placed in Permanent Supportive Housing. Early data shows positive results. While the homelessness response system, including CSCC, cannot solve the larger, decades-long challenges in Oregon's behavioral health continuum of care and the related challenges being experienced by affordable housing owners and operators, we can do more to support those who are rehoused through homeless services.

ADOPTED GOAL: Reduce the existing disparity in returns to homelessness by half in two years.

This goal is ambitious, but within reach given much of the groundwork related to data and collaboration between housing and health care partners already in place. Moreso, while program level changes we pilot to achieve this goal will help people housed today, any changes will also have long term system level impacts, positively impacting those housed in the future.



Section 4: Key Performance Indicators - Directional

There are four indicators that the SOC established as directional:

- Increase homes affordable to extremely low-income households
- Reduce people entering homelessness
- Reduce net chronic homelessness
- Reduce average time from homelessness to housing

Three of four of those KPIs were established as directional when they were initially adopted, so we will not go into greater detail here for those. New is the SOC's decision to move the Affordable Housing Production KPI to directional as mentioned in the overview section above. For that reason, we speak to that KPI below.

In addition, we flag that we want to revisit the conversation about the Average Time from Homelessness to Housing. It has become very clear to us that this KPI is highly influenced by outliers. We plan to come back to the SOC with a proposal on how to better measure this KPI so that the information is more insightful and actionable.

KPI: Inventory of affordable homes per 100 extremely low-income (<=30% AMI) renter households.



36,365 extremely low income renter households in Multnomah County (2018-2022)

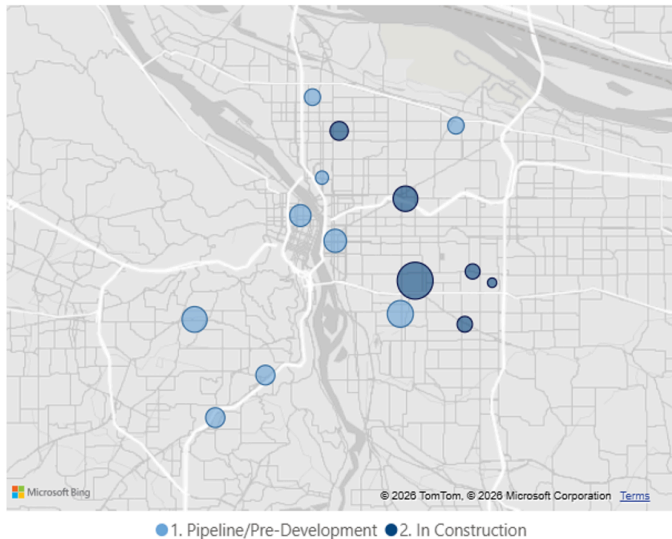
14,697 regulated affordable units at <=30% AMI

40.42 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

BACKGROUND: Nearly 70% of renter households pay more than half of their monthly income to rent. These are community members at great risk of becoming homeless. To prevent homelessness for them and other community members with extremely low incomes, increasing the amount of deeply affordable housing in our city and county is the long term solution to reducing inflow into homelessness. This is why the HRS Steering and Oversight Committee included a housing-focused key performance indicator in its revised set of indicators. In the prior set of indicators, housing went unnamed.

CURRENT STATE: Currently there are 40.42 affordable units for every 100 extremely low-income renter households. An analysis by the Portland Housing Bureau finds that another approximately 700 units affordable to households with extremely low incomes are in the production pipeline. Those units would have rents restricted to amounts affordable to a household earning 30% of the area median income (AMI) (resulting, for example, in a monthly rent of \$721 for a one-bedroom apartment).



Project Status	<30% AMI Units
1. Pipeline/Pre-Development	402
Holgate House (Group 8)	80
Ruth Haefner Plaza (Group 8)	73
The Clifford	57
Parcel 4A Broadway Corridor	50
Jamii Court	39
Barbur Apts	38
Clara Vista Building A-C	26
Rosemont Court	25
William & Russell	14
2. In Construction	318
Peaceful Villa	166
Hollywood HUB	71
Nicole Sandoval	34
73Foster	22
Legin Commons (PCC SE)	20
Jade Apartments	5
Total	720

ADOPTED GOAL: The original intention of the SOC was to set a goal around increasing this ratio by a specific numeric target. However, with only 720 deeply affordable units in the pipeline and the preservation needs across the housing portfolio extensive, the SOC discussion quickly became centered on how to preserve the deeply affordable housing we have while planning for the next affordable housing bond or greater support from the state or federal governments. Without another revenue source, substantially increasing this ratio over the next two years is not feasible.

Therefore, in alignment with our goal framework, the SOC adopted this goal as directional at this time: to achieve a modest increase in the ratio, in line with production and pipeline and preservation considerations. In the future, when the next revenue source is identified, we recommend that a more specific numeric goal is set for this KPI.

Toward that end, the Portland Housing Bureau, over the next two years, will lead efforts centered on:

- Preservation: capital upgrades, including safety and security, debt restructuring, rent/debt buy downs, and keeping existing buildings occupied and filling vacancies.
- Production: support existing production pipeline.
- Acquisition: look for opportunities to acquire buildings that could accommodate deeply affordable units.
- Land banking: look for opportunities to bank land for the development of deeply affordable housing.
- New revenue: continue to work with Metro and other partners to support the effort to secure our region's next affordable housing bond.

Section 5: Key Environmental Indicators - Track

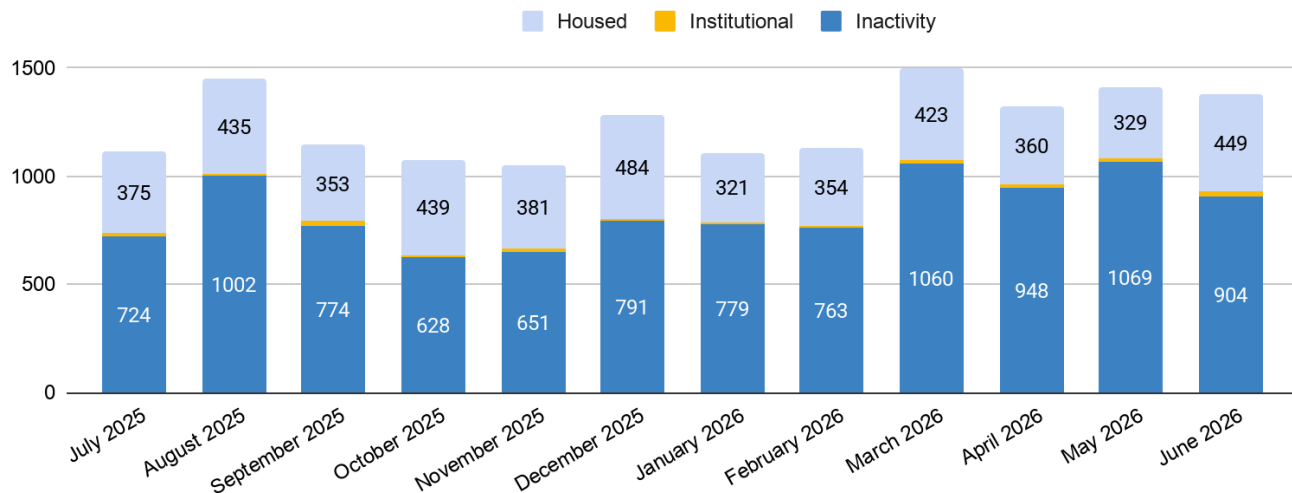
There are four indicators that the SOC set as key environmental indicators (KEI) to track, given their influence on the homeless services system:

- Eviction judgements
- People living in doubled-up situations
- Overall exits from homelessness
- Overall returns to homelessness from housing

Three of four of those were originally established as KEIs, so we will not go into greater detail here for those. What is new is the SOC's adoption of the Overall Exits to Housing, redefined as a KEI, rather than as a KPI with a specific numeric goal. For that reason, we speak to that KPI below.

KEI: People who exited the homeless system.

Monthly Outflow Destinations



On average across the past two fiscal years, roughly 1,250 people leave our homeless services system each month. For those who are housed through programs or are placed into a treatment setting, for example, we are able to document their exit type in HMIS. We track these exits to housing as one of our KPIs with a specific numeric goal (12,350 in two years).

But many other people - on average, roughly two-thirds of all who exit homeless services in any given month - exit due to inactivity. These are people who may have resolved their homelessness without additional housing placement support from the homeless services

system, or they may have chosen not to engage in services any further - without any communication to a provider as to their destination.

Therefore, the SOC elected to recategorize this indicator as a KEI because it represents a dynamic that our systems largely do not directly control.

Conclusion

A few final thoughts:

First, what the SOC has adopted and we present here represents our best effort to project an estimate we can collectively achieve to address homelessness across our community in the next two years, and we can only do so based on what is known and available to us today. We cannot know whether the federal and state governments will make future decisions that negatively impact our outcomes, nor can we accurately speculate on other things outside of our control such as economic volatility and growing affordability challenges. Focusing on these unknown factors would make it impossible to set goals. Worse, it would lead to paralysis. To us, that is not an option.

We are committed to closely watching as our projections play out relative to reality. If we see variances that we believe are taking us off track to achieve these adopted goals, we will transparently work together to identify what is driving the variance and how we might course-correct.

Last, through the SOC's adoption of these goals, we believe that you can report to the public precisely what they expect of us:

- 1.) Your city and county are aligned.
- 2.) We are coordinated in our efforts.
- 3.) We are using data to make smart investment decisions - and will shift those decisions as data indicates, because we are committed to continuous quality improvement.
- 4.) Our data and analyses will be published and made available to everyone.