

# 2021-2022 Annual Report

## Supportive Housing Services



# ACKNOWLEDGMENT PAGE

We take this opportunity to thank the original caretakers of this land. Multnomah County is located on the ancestral homelands of the Multnomah, Kathlamet, Clackamas, Tumwater, Watlala bands of the Chinook, the Tualatin, Kalapuya, Wasco, Cowlitz, Molalla, and other indigenous nations of the Columbia River.

We honor and acknowledge the homeless community's experience, voice, and labor provided to inform our practices and efforts. We stand together as a community in solidarity for a better future for us all. Unified efforts from Metro, Washington County, Clackamas County, cross-departmental partners, and the following community-based organizations provided essential support to the Joint Office of Homeless Services to support our shared vision of Multnomah County's Metro Supportive Housing Services Local Implementation Plan:



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## MESSAGE FROM DIRECTOR



Shannon Singleton, Interim Director of the  
Joint Office of Homeless Services

I want to start with appreciation for the voters who passed the Supportive Housing Services measure, enabling us to dramatically expand our work addressing homelessness, reaching thousands more people with new or expanded services our community needs more than ever.

I also want to thank Chair **Deborah Kafoury** for her tireless leadership championing this measure and for ensuring we never take our focus away from proven solutions — like supportive housing — that are no less urgent and no less immediate, but also actually end someone's homelessness.

Thank you as well to the Multnomah County Board of Commissioners — **Sharon Meieran, Susheela Jayapal, Jessica Vega Pederson and Lori Stegmann** — for their unanimous approval of the Local Implementation

Plan (LIP) that directly guides the Joint Office's investment priorities as well as the FY2022 and FY2023 budgets that have put these priorities into tangible action.

Finally, I'd like to thank our partners at the City of Portland, Housing Commissioner **Dan Ryan** and Mayor **Ted Wheeler**, for their public approval of the LIP. That support was instrumental in ensuring that we had broad agreement to the approach, goals, and direction for how the Joint Office will continue to make a difference with SHS funds.

In this report, the Joint Office presents not only data on how these funds have quickly helped our neighbors — with new rent assistance programs, shelter sites, outreach workers and employment programs — but also some of the stories of those who were served. **The Joint Office leveraged SHS dollars to provide emergency shelter services to 357 people, place 1,129 people experiencing homelessness into housing, and prevent evictions and homelessness for 9,156 additional households.**

The SHS Measure was another step built on years of work in our community to address the long underfunded affordable housing and homelessness systems.

When we saw no new federal dollars would be coming to help build the lack of affordable housing in our community, voters passed the Portland Housing Bond in 2016 to create 1,300 affordable apartments. As of 2022, the City of Portland has created 1,859 apartments, exceeding the goal by 559 apartments. This includes hundreds of apartments capped at 30% Area Median Income, dedicated for permanent supportive housing, and/or constructed to be large enough for families.

Then, in 2018, voters passed the Metro Housing Bond to create 7,450 permanently affordable apartments across the region. As of 2022, 529 apartments have opened, 2,505 apartments are under construction, 3,131 apartments are planned and in pre-construction, with the remaining 1,285 apartments still to be planned out.

Finally, in 2020, with the COVID-19 pandemic bearing down, voters passed the Regional Supportive Housing Services Measure, which specifically called out the need for supportive services to pair with the affordable housing created by the Portland and Metro Housing Bonds. This funding ensures that direct service providers and Multnomah, Washington, and Clackamas counties will have the resources to support people to transition out of homelessness and back into permanent housing, with the wraparound services they need to maintain that housing for the long term. What's more, those funds aren't just leveraging new affordable apartments. They're also helping providers house people in apartments already available throughout our community, by subsidizing market rents to make them affordable.

Our community has much to be proud of in the extraordinary commitments — and progress — we have made to create affordable housing and support people experiencing homelessness. We are excited to share these outcomes and stories with you and look forward to the continued partnership with people with lived experience of homelessness, service providers, elected officials, landlords, and neighbors. It truly will take all of us to ensure we live in a community that aligns with our values of equity and safety, and where all people can realize their basic human needs like housing.



# EXECUTIVE SUMMARY

The Supportive Housing Services Measure represents a monumental opportunity to address chronic homelessness in our region. In this inaugural year, Multnomah County worked to expand homeless services both with the urgency and the intentionality required to ensure that the expectation of voters was met to maximize the impact of the Measure.

Since tax revenue was not immediately available, the Board of County Commissioners approved a loan to the Joint Office to initially fund SHS investment as tax collections began. By the end of the fiscal year, the Joint Office expanded or launched 31 programs, and funded the operation of 10 additional emergency shelters.

We are excited to present this annual year-end report to celebrate the life-changing outcomes and investments from Fiscal Year 2022. **In the first year of implementation, the Joint Office used SHS dollars to provide emergency shelter services to 357 people, place 1,129 people in housing, and prevent evictions and homelessness for 9,156 households.**

These housing services are reaching some of the most vulnerable people experiencing homelessness in our community, just as voters intended.

**Of the 1,129 people housed with SHS funds, 85% were experiencing chronic homelessness** (Population A). And of the 260 people who received regional long-term rent assistance — a locally funded voucher-like program fueled by SHS — 77% reported having a disabling condition. Moreover, 94% of those RLRA recipients were still housed after six months.

We will also provide a financial update (p. 23) and a deeper analysis of racial equity outcomes (p. 12).

Multnomah County's Local Implementation Plan (LIP) outlines the planned system investments the Joint Office enacted this first year. Both the Local

Implementation Plan and the Joint Office's SHS budget received approval from all five members of the County's Board of Commissioners. The Joint Office followed this unanimous plan to expand shelter and permanent supportive housing for people experiencing chronic homelessness (Population A), and to strategically build system capacity to maximize SHS investments.

Behavioral Health was a priority investment area for system capacity. The Joint Office leveraged County behavioral health services through an immediate expansion of emergency shelter and behavioral health outreach to support people experiencing unsheltered homelessness. To streamline housing placement, the Joint Office introduced regional long-term rent assistance to existing programs already providing intensive behavioral health case management.<sup>1</sup>

Overall, SHS funds were used to leverage new and existing opportunities to increase local Supportive Housing capacity by over 1,200 housing opportunities. This was made possible through partnership and strategic planning of the Portland and Metro Housing Bonds, and critical investment in existing housing placement programming.

Metro initially projected that Multnomah County would receive \$52 million in the first year of the Metro Supportive Housing Services (SHS) program, the amount of funding the County Board of Commissioners ultimately budgeted for the Joint Office. Metro had estimated that reaching full collection capacity might take as long as three years.

In partnership with community-based organizations, the Joint Office expanded and built a robust service system that is ready to scale up to deploy the additional revenue. For next fiscal year, the approved SHS budget totals approximately \$107 million.

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<sup>1</sup> For more programmatic details, please review Multnomah County's SHS quarterly reports on the Joint Office's Official County Website at: <https://www.multco.us/johs/supportive-housing-services>

Finally, over the last year, there have been many system changes despite the ongoing pandemic. And through it all, the Joint Office's network of contracted community-based organizations have held steady in their goal to support people experiencing homelessness with housing and wrap-around services, shelter, access to healthcare and street outreach. Thank you to them for their integrity, commitment, and grace throughout this year.



*Beacon Village alternative shelter  
(supported with SHS funds, opened in FY2022)*

## INVESTMENT AREAS AND IMPACT

The Joint Office of Homeless Services centered racial equity and the Supportive Housing Services (SHS) Measure's guiding principles — with unanimous approval from the County Board of Commissioners — when developing the first-year SHS budget.

Investments were made in proven solutions, with an emphasis on evolving and improving existing systems and developing best practices for new systems.

We have embraced regionalism and collaborated with Clackamas and Washington counties to share best practices and new approaches to program design.

We have maintained the SHS community engagement process that began in 2020, when the measure was passed — by uplifting the experience and expertise of people with the lived experience of homelessness, our community organizations, advocates from the business community and neighborhoods, as well as City of Portland and Multnomah County agencies — to invest in service recommendations.

We have invested SHS funds and Joint Office staff capacity to work with other departments in Multnomah County, such as the Health Department's Behavioral Health Division, to improve homeless service coordination. The results of this work include the outcomes we have seen from our first year of SHS implementation. As we move into the second year of implementation, the Joint Office will continue our commitment to use the SHS guiding principles and values to achieve the regional and local goals for SHS.

### Supportive Housing

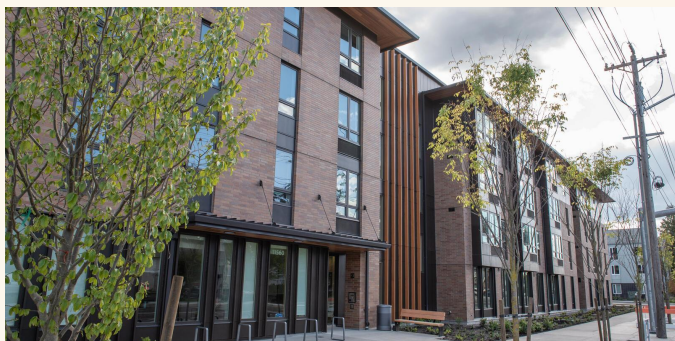
The Joint Office's contracted providers helped 4,560 people secure permanent housing in FY2022.<sup>2</sup> Of those assisted, 1,129 people were supported by SHS funds. The addition of SHS funds contributed to 25% of new permanent housing placements.

Multnomah County's overarching SHS goal is to increase housing capacity by an additional 2,350 permanent supportive housing opportunities by the second phase of implementation in Year 4 and the housing placement goal is to annually place 2,500 people in permanent housing or rapid rehousing programs.

In the first year, which necessarily served, in part, as a "ramp-up" year for new programs and projects to launch and grow, we nonetheless made significant,

<sup>2</sup> Multnomah County, "JOHS System Performance Quarterly Report - FY 2022 Q4," July 26, 2022. Retrieved from the Joint Office's official Tableau dashboard on October 20, 2022 at: [https://public.tableau.com/app/profile/johs/viz/JOHSSystemPerformanceQuarterlyReport-FY\\_2022Q4/Report](https://public.tableau.com/app/profile/johs/viz/JOHSSystemPerformanceQuarterlyReport-FY_2022Q4/Report)

urgent progress. The Supportive Housing Team worked this first year to develop a significant increase in housing opportunities that will serve for years to come. This was made possible through collaboration with community-based organizations, our federal housing authority Home Forward, the Portland Housing Bureau, and County partners such as the Department of County Human Services, the Behavioral Health Division and the Department of Community Justice. This coming year, the Supportive Housing Team will continue the work to increase housing opportunities,



*Crescent Court - one of the projects supported with SHS funding in FY2022*

Even as people continue to be housed in market-rate apartments, with rent subsidies, new project-based permanent supportive housing (PSH) apartments were made possible, even in this ramp-up year, thanks to local-bond-funded sites such as the Ellington Apartments (20 PSH units and 32 Homeless Preference units), the Breitung Building (28 PSH for veterans), Nesika Illahee (culturally specific housing supporting the Native community), Cedar Commons (40 PSH units), Crescent Court (7 PSH units for families) and Findley Commons (35 PSH units for veterans).

## System Access & Navigation

The System Access & Navigation Team increased access to housing assessment, housing preparation, peer support and legal services.

SHS investments supported 450 families with case worker assistance to help them access shelter and housing resources. In the adult system, SHS funds

were used to expand unsheltered outreach services, providing 2,640 people experiencing unsheltered homelessness with outreach worker support to access medical, housing, and shelter resources.

SHS funds supported 136 households with legal expungements, landlord/tenant debt negotiation, and legal assistance to obtain identification.

In addition, this investment made it possible to create a new culturally specific assessment team as part of the Coordinated Housing Assessment Team (CHAT). This team completed an additional 250 housing assessments, and helped 65 people prepare documents to obtain housing.

A central SHS goal is to increase culturally specific services throughout our system, and this investment in housing assessment services was a primary recommendation from service experts and community members. This coming year, the System Access & Navigation Team plans to maintain its current level of SHS investments.

## Housing Placement & Retention

The Housing Placement & Retention Team focused on increasing local landlord recruitment, funding more rapid rehousing opportunities and expanding retention case management services.

The overall SHS housing retention rate — the percentage of people who stay in their housing for 12 months following post subsidy — will be measured for the first time in next year's FY2023 annual report.

In the summer of 2022, the Joint Office developed a new landlord incentive and recruitment program, Move-In Multnomah, to test out strategies for accelerating SHS-funded housing placements. The program makes incentives available to landlords, including a rent guarantee for the duration of the lease, holding fees for vacant apartments, financial resources for property damages and a hotline for landlords to call with questions or concerns. In



FY2022, community-based organizations assisted an additional 125 individuals to move from homelessness into housing through the Move-In Multnomah campaign.

*"D. was referred to our program as a youth experiencing homelessness. He had some barriers to getting housed (low credit scores, no rental history, and some recent misdemeanors.*

*The Move-In Multnomah initiative was the answer - with the removal of eligibility barriers, the landlord was much more willing to take a chance on D. The landlord said the combination of the rent guarantee, damage fund and a landlord hotline made him willing to work with D. Now that D. is stably housed, he has already achieved the first goal on his list: getting a job."*



The Housing Placement & Retention Team also hired four Emergency Housing Voucher(EHV) retention workers to help stabilize individuals and families who received an American Rescue Plan Act (ARPA) EHV. Over the next year, the Housing Placement & Retention Team will maintain its current level of SHS funding and work to place any remaining EHV recipients into permanent housing.<sup>3</sup>

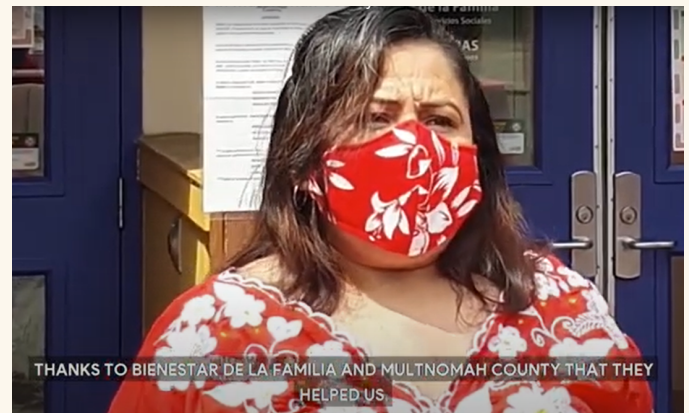
## Prevention & Diversion

Prevention & Diversion services are delivered by multiple Teams within the Joint Office. Eviction prevention and diversion programs funded this year aim to prevent evictions by using some combination of rental assistance, housing case management and legal support.

<sup>3</sup> See [Multnomah County's SHS FY22 Quarter 4 report](#) for more details on the American Rescue Plan Act emergency housing vouchers see page 8.

Overall, SHS funds helped prevent evictions for 9,156 people, supporting those households so they could remain in their homes. The number of people served is higher as funds were increased for this work due to the economic impacts of COVID in our community and the need and ability to rapidly deploy these new funds while the "ramp up" for other programs occurred over this first year.. The local SHS goal is to serve 1,000 new households with prevention services annually. At the onset of the pandemic, one of Multnomah County's priorities was to prevent as many evictions as possible related to the economic impacts of COVID-19.

In anticipation of this, the Joint Office committed SHS funds to support households experiencing housing insecurity. SHS investments supported Multnomah County's Rapid Response Eviction Prevention Program, which is a partnership among the County, the Portland Housing Bureau, federal housing authority Home Forward, legal assistance providers and community-based organizations.



*Maria Castillo and her husband both lost their jobs due to the COVID-19 pandemic. The couple and their four kids were terrified that would get evicted, but SHS funding helped leverage this family's access to rental assistance through Bienestar de la Familia, so they were able to keep their housing.*

The partnership is meant to strategically use local, state and federal rent assistance funding to help as many people as possible avoid eviction. SHS investment funded the expansion of the 211 call line, which is a community-based service that helps people identify, navigate and connect with local social service resources — including COVID-19 rent



assistance. 211 received and triaged over 26,000 rent assistance calls in FY 2022. In addition, SHS funds supported 537 households who received eviction notices, by providing these households with legal services through the Oregon Law Center.

Throughout the pandemic, Home Forward (formerly the Housing Authority of Portland, our area's federal public housing authority), has worked to help households who have not been able to pay their rent.

The housing authority implemented an internal eviction moratorium for nonpayment of rent for two years. Because the ongoing pandemic has lasted longer than the eligibility period for most emergency rent assistance programs, many Home Forward residents still had a significant amount of rent debt after these rent assistance programs ended.

With this partnership between the Joint Office and Home Forward, every current household with rent debt from the pandemic was eligible for SHS rent assistance and received support from Home Forward on the application process. In total, 1,116 households were served in this program. The Joint Office is monitoring prevention needs closely in FY2023 to ensure households continue to receive the support they need to avoid eviction, and to prevent as many households as possible from falling into homelessness.

## Safety On & Off the Streets

The Safety On & Off the Streets Team expanded alternative and emergency shelter, addiction support services, employment opportunities, and critical hygiene services. These investments are aligned with goals set in Multnomah County's Local Implementation Plan.

The Joint Office developed a shelter bed set-aside program to help City of Portland public space management agencies and Joint Office funded

navigation workers — including new positions funded with SHS, to connect people to emergency shelter opportunities when faced with relocation..

SHS funds are also directly allocated to support operations at emergency shelters representing 160 beds, including shelters added this fiscal year such as Beacon Village PDX and Arbor Lodge. In addition, a newly acquired motel in Gateway opened, offering 137 rooms for emergency shelter.

The Joint Office also continues to pursue multiple new congregate, motel and alternative shelter projects that will use SHS funding for acquisition, renovation and/or operations.

Across all of its funding streams in FY2022, the Joint Office added the following new shelter beds:

- Rodeway Motel Shelter in Gateway
- A congregate shelter at 120 SE Market.
- WeShine's Parkrose Village.
- Beacon Village PDX.
- Expanded capacity and year-round services at motel-based family shelter in Rockwood.
- Preserved critical shelter operations at the former Greyhound terminal in Old Town
- A behavioral health motel shelter in east Portland, in a County-owned motel site.

In addition, as of fall 2022, the Joint Office is developing or negotiating to obtain:

- Two more safe park sites or alternative shelters
- Two more motel sites
- One more congregate shelter site
- A combined space in East County that may hold a congregate shelter, a day center, and/or an alternative shelter.



*Rodeway Motel Shelter in Gateway  
(funded partly by SHS measure funding in FY2022)*

Beyond shelter, the Multnomah County Promoting Access To Hope (PATH) Team, a part of the Behavioral Health Division, provided outreach to 223 people who were either staying in a shelter or experiencing unsheltered homelessness. This will be an ongoing expansion thanks to continued SHS investment.

SHS funds have also been leveraged for employment services. In the area of employment opportunity, more than 359 people received employment training. In hygiene services, the mobile shower and hygiene program provided over 2,817 showers and completed additional outreach to an estimated 1,000 people.

Total services combined reached over 3,800 people. In the next year, the Safety On & Off the Streets Team will seek to increase funding to expand alternative and emergency shelter programming.



*Cultivate Initiatives: "Our team cleared 76,090 pounds of waste and garbage out of public spaces, particularly from highly visible roadways, houseless camps, and businesses in East County, and have developed relationships with housed and unhoused neighbors."*

## REGIONAL AND CROSS SECTOR COORDINATION

One of the key elements of SHS is a set of regional resources meant to help coordinate a regional response to homelessness across Multnomah, Washington and Clackamas Counties.

Through collaboration and sharing of best practices, the Tri-County area is working to intentionally align services and coordination to address homelessness at a regional level. Over the first year of SHS, the three counties have established a Regional Long-term Rent Assistance program (RLRA), built a regional service provider network and established standardized data systems. The following is a summary of the collective work:

RLRA is one of the key tools introduced to our region through the SHS Measure: hundreds of households will eventually be supported by this resource across the three counties through SHS funding to provide stable, long-term housing for our most vulnerable neighbors. Ongoing coordination between the three counties is being carried out by a workgroup of rental assistance and supportive housing technical experts who draft regionally consistent policies.

Additionally, the counties will coordinate program evaluation and improvement as the rental assistance program expands. This coordination will ensure that best practices for federal Housing Choice Vouchers (HCV) are implemented regionally, that barriers to entry are minimized, and that landlords, service providers and program participants have a consistent experience regardless of which County they are in.

The counties took a significant step toward the goal of building a regional service provider network with this year's Tri-County Request for Program Qualifications. This collaborative procurement, led by Washington County, sought to build a pool of pre-qualified service providers eligible to contract for SHS services throughout the region.

The procurement was reviewed by more than 40 people comprising a racially and geographically diverse panel of reviewers, drawn from all three counties. All qualified providers demonstrated a commitment to provide culturally responsive or culturally specific service provisions. This procurement added 89 service providers to the regional provider network. This pool of service providers will enable the counties to launch new SHS services with both existing providers familiar with their counties, and with those who can bring new and innovative programming.



In order to ensure consistent reporting standards, the counties are collaborating with Metro on aligning data collection and reporting practices. These regional systems and standards will ensure consistency for future reporting periods, improve data collection practices throughout the region, and ensure clarity in the communication of program outcomes. This work is being carried out by a workgroup composed of technical experts in data management, reporting, and analysis from the three



counties. Their work defining, establishing, and evaluating consistent data reporting practices and metrics will facilitate transparent evaluation and improvement of the programs as a whole.

## PROVIDER CAPACITY AND EXPANSION

The ballot measure language that voters approved in 2020 was clear: SHS would fund "supportive housing services to prevent and reduce homelessness." This goal — reducing all homelessness, not just unsheltered homelessness — is only possible thanks to the transformative services provided by community-based organizations working on the front lines in our communities.

In the first year of SHS, the Joint Office built and expanded provider capacity to be able to achieve the ambitious goals of the Measure.

Clackamas, Multnomah and Washington Counties designed a Tri-County procurement process to be able to bring in additional culturally specific community-based organizations.

In doing so, the three counties created a single, consistent procurement process for providers to qualify to deliver homelessness services throughout the Tri-County area. Through this process, 96 organizations applied and over 90 organizations were qualified for five years. The new qualified vendor pool established additional culturally specific organizations that are uniquely positioned, and have trust and relationships, within communities of color.

Reducing the racial and ethnic disparities that help drive homelessness in our region is part of Metro's charge to the three Counties. This coordination is a way to further advance the racial equity goals in the SHS Measure.

*"There is a single mother of a preschool aged child with developmental differences, who came to our Family Village shelter in early 2021, fleeing domestic violence. They were able to receive an Emergency Housing Voucher, and have been housed for three months now. During that time I have witnessed this mother rally her energy and resources toward lining up therapies and services for her child, get him registered for a school program and spend joyful time together with him."*



Over the last fiscal year, the Joint Office began planning how to integrate additional organizations in its various systems of care, with equitable and transparent processes. These systems of care (as defined by the U.S. Department of Housing and Urban Development) are Adult, Veterans, Family, Youth and Domestic Violence/Sexual Assault survivors. In FY2023, the Joint Office is working to create a standard process that will further the goal of increasing access to culturally specific providers, as well as providing transparency about how SHS funds are allocated and how all services are aligned.

The Joint Office will provide a calendar to all qualified providers listing funding opportunities available throughout the fiscal year. In addition, this process will improve access to SHS funding for newly qualified vendors and increase the number of opportunities for vendors to submit proposals. The Joint Office is committed to providing clear communication around funding availability and allocation.



To better support providers with system growth and development in FY2022, the Joint Office provided one-time capacity-building funds to organizations, including culturally specific organizations. Eligible activities for this funding included organizational infrastructure, increased wages and program development to allow for system expansion and long-term stability. According to the providers, these funds were necessary amid national and regional hiring shortages and the ongoing effects of the COVID-19 pandemic.

The Joint Office will implement capacity-building funds for providers in FY2023, as well as funds to provide technical assistance for data management, fiscal policies, organizational development and other technical support.

The Joint Office will also release a report regarding provider staff wages and demographics. This information will support the Joint Office in identifying additional opportunities for capacity building among qualified providers, with a particular focus on culturally specific organizations.

## EQUITY ANALYSIS

As the County's lead Department serving people experiencing homelessness, the Joint Office is committed to inclusively leading with race in all of its work and acknowledges that many of the systems and institutions that provide homeless services have historically underserved and harmed Black, Indigenous, Latino/a/x, Asian, Native Hawaiian, Pacific Islander, and other people of color.

The Joint Office has both the opportunity and the responsibility to advance equity and justice through the many ways we affect the daily lives of community members. In alignment with the requirements of SHS, the Joint Office is focused on reducing racial disparities across the regional homeless service system by prioritizing communities of color that are over-represented in homelessness.

The Joint Office also recognizes that other groups of people continue to be marginalized, including, oppression based on gender identity, sexual orientation, ability, and age. Acknowledging this helps us to take an intersectional approach, while always centering race as people of color continue to fare worse than their white counterparts across all axes of oppression.

Last year, a total of 37,715 people were either newly entered or were recorded as receiving services in the community's systemwide database, the Homeless Management Information System (HMIS). This number represents the total number of people served through all of the Joint Office's operations, including those funded by SHS.

Of those, 2,971 individuals were counted as 'Population A', which means that they meet the following criteria: have a disability, earn 0-30% area median income, and have experienced homelessness for over 12 months. That roughly compares with the 3,120 people counted experiencing chronic homelessness in the 2022 Point in Time Count.

The remaining 34,744 individuals served in 2022 experienced a period of homelessness of less than 12 months, or were at imminent risk of homelessness (Population B).

### Local Implementation Plan Commitments

In FY2021, the Joint Office conducted an equity analysis for our SHS Local Implementation Plan (LIP). We compared the rates of total served in HMIS to U.S. Census data for Multnomah County's general population. The comparison demonstrated that Black, Indigenous, Latino/a/x, Native Hawaiian and Pacific Islander people were over-represented in the homeless service system compared to their representation in Multnomah County's general population.

The LIP also compared rates of housing placement and access to services overall, using HMIS data from

FY2020. This comparison indicated that Black and Latino/a/x people experienced significantly lower rates of permanent supportive housing placement as compared to their representation of the total number of people served in all services that year.

The analysis confirmed what the Joint Office has seen in its data since its inception in 2016, and what our community has known for years: Black, Indigenous, Latino/a/x, Native Hawaiian, Pacific Islander and other people of color are over-represented in HMIS compared to Census data of Multnomah County's general population.

In response to the equity analysis, the Joint Office made the following commitments in the LIP to improve housing placement outcomes and to prioritize communities of color that are over-represented in HMIS:

- Prioritize Black, Indigenous, Latino/a/x, Asian, Native Hawaiian, Pacific Islander and other people of color for housing opportunities
- Maintain low-barrier program eligibility requirements
- Improve system navigation services for Black, Indigenous, Latino/a/x, Asian, Native Hawaiian, Pacific Islander, and other people of color
- Allocate resources to culturally specific community-based organizations for expansion
- Invest in technical assistance to support new and expanded programming
- Increase flexible rent assistance programs
- Invest in culturally specific and recovery oriented peer support services
- Invest in culturally specific programming for families with children

During the first year of SHS, the Joint Office initiated each of those commitments. Specific programmatic outcomes have been discussed in the Investment Areas and Impacts section.

## SHS Year 1 Housing Outcomes

With the first year of SHS outcomes, we compared the FY2022 SHS-funded housing placements (1,129 people) to the FY2022 total served that meet the requirements of Population A (2,971 people) in HMIS.

The comparison demonstrated that some communities of color are receiving housing placement at a higher rate than their representation in the chronic homeless population served in FY 2022; this includes Black, African American or African and Hispanic or Latino/a/x people. Some communities of color were served in housing placement programs at a proportionate rate, including African, Asian or Asian American, Middle Eastern and Slavic people. Native American and Alaska Native people received SHS housing placement at a lower rate than they appear in the chronic homeless population.

Native American and Alaska Native people accounted for 17% of the chronic homeless population served last year and received SHS housing placement at 9% of the total placed. The disparate rate of housing placement indicates an ongoing racial disparity for Indigenous people in our homeless service system. This is also confirmed in data from Multnomah County's FY 2022 Point in Time Count.

The Point in Time Count showed that racial disparities continue and have increased since 2019. Black, Indigenous, Latino/a/x, Asian, Pacific Islander, and other people of color make up 39.6% of the people in this year's count, but only 34.3% of Multnomah County's population. Disparities vary significantly by individual communities of color, with the highest rates of overrepresentation in HUD homelessness continuing to be among people who identify as American Indian or Alaska Native, Black or African American, and Native Hawaiian or Pacific Islander.



*Nesika Illahee, which translates to "our place" in the Chinuk Wawa language, is a culturally specific affordable housing development that received support in FY 2022 through SHS funding*

Chronic homelessness grew significantly over the past three years. This population makes up a significant majority of the unsheltered population (69%), and the majority of the sheltered population (68%).

Black, Indigenous, Latino/a/x, Asian, Native Hawaiian, Pacific Islander, and other people of color increased as a percentage of the total unsheltered population between 2019 and 2022, going from 36.1% to 38.5%, while those who identified as Non-Hispanic White decreased their percentage to 52.8%.

Looking at individual communities of color, the largest increase in share of the unsheltered count was among those who identify as Black or African American (13.5% to 16.5%). Unsheltered homelessness among Black, Indigenous, Latino/a/x, Asian, Pacific Islander, and other people of color increased faster than overall HUD homelessness among Black, Indigenous, Latino/a/x, Asian, Pacific Islander, and

other people of color (26.6% vs. 21.5%), although this was not true for all communities of color.<sup>4</sup>

While we do not have a definitive analysis to correlate the increase in the number of people experiencing chronic homelessness or the acceleration of overrepresentation for some communities of color to specific causes, the Joint Office thinks that this has to do with the many adverse factors affecting people that experience homelessness and the disproportionality with which communities of color experience adverse factors such as diminished economic opportunities, high concentrations of people experiencing poverty, high levels of transiency due to gentrification, and the reduced access to educational opportunities and health care.

## Gender Identity

We compared the gender identity of FY2022 SHS-funded housing placements (1,129 people) to the total number of people served in FY2022 that meet the requirements of population A (2,971 people) in HMIS. For the SHS-funded housing placements, 23.3% of people either were not asked or did not report their gender. This missing data makes it challenging to make a comparison.

The information that we do have indicates that people identifying as a gender other than singularly female or male (non-binary, genderfluid, agender, culturally specific gender) were served at a lower rate than their share of the total number of people served in Population A. People who identified as transgender were served at a slightly higher rate, and people who identified as questioning were served at a higher rate.

<sup>4</sup> These numbers were based on the 2022 Point-In-Time Count. Although significant changes to our PIT Count methodology complicated comparisons between 2019 and 2022, the JOHS data analysis found that these statistics accurately capture trends in the population experiencing homelessness.



## Disability Status

All of the 2,971 people listed as Population A who received services in FY2022 reported having at least one disability. For the total served in Population B (34,744 people), 80.7% did not have a disability, 14.7% reported a disability, and 4.6% did not report their disability status.

## Age Distribution

We compared the ages of the FY2022 SHS-funded housing placements (1,129 people) to the FY2022 total number of people in "Population A" who received services (2,971 people). But because age information was not available for 23.5% of those receiving SHS-funded placements, we can draw only limited conclusions.

It was notable, however, that children under 18 represented 19% of all SHS-funded housing placements. In addition, children under 18 and adults 18-24 were served at a higher rate in SHS housing placements than the total number of people in Population A who received services.

This means that youth experiencing chronic homelessness (Population A) were prioritized for housing placement, which is congruent with SHS goals as laid out in the LIP.

Adults 70+ were served at a slightly lower rate, and adults 25-69 were underserved in SHS housing placement compared to the total number of people in Population A.

In FY2023, the Joint Office will continue to invest in the commitments made in its Local Implementation Plan — including data infrastructure to collect and disaggregate outcomes by race and ethnicity, gender identity, and age. In terms of housing programming, the Joint Office will continue to prioritize Black, Indigenous, Latino/a/x, Asian, Native Hawaiian, Pacific Islander, and other people of color

for new housing opportunities as new projects and programming come online.



*Breitung Building, one of the projects supported with SHS funding in FY 2022*

## AFFORDABLE HOUSING BOND ALIGNMENT

Multnomah County's work to expand permanent supportive housing capacity includes leveraging all available funding sources to create supportive housing apartments in new affordable housing developments as well as in scattered-site, market-based apartments.

Leveraging new developments has involved working with the Portland Housing Bureau (PHB) and Home Forward to determine the best and most efficient allocation of SHS services and rent assistance funds; construction funds from the 2016 Portland Housing Bond; construction funds from Metro's 2018 Housing Bond; project-based vouchers provided by the U.S. Department of Housing and Urban Development (HUD); and other state and federal rent assistance funds.

The Portland Housing Bureau committed to supporting the creation of at least 300 supportive housing apartments by coordinating their housing bond with the SHS services tax measure.



Nine of 14 affordable housing projects funded through Metro's housing bond so far will include a total of 260 supportive housing apartments. One of those projects, Findley Commons, operated by Do Good Multnomah, opened in FY 2022. Others are either in development or under construction. SHS will pay for supportive housing services in five of Metro's projects, while the other four will leverage federal or state funds for supportive housing.

Multnomah County partnered with the Portland Housing Bureau, Health Share of Oregon and Care Oregon to incorporate SHS and Medicaid-funded services as part of the City of Portland's Spring 2021 solicitation for housing projects funded by the Metro bond. This solicitation led to funding for a recovery-focused affordable housing project, Central City Concern's Meridian Gardens, scheduled to come online in Summer 2023. It will include 65 supportive housing apartments with services funded by SHS and Medicaid.

## EVALUATION AND QUALITY IMPROVEMENT

The Local Implementation Plan requires the Joint Office to engage in regular evaluation of SHS and implement quality improvement.

The success of this first year of implementation has been due, in part, to continuous and ongoing quality improvement measures conducted throughout the year.

The Joint Office significantly expanded the homeless services system's ability to support the level of increase of service delivery required by SHS. The Joint Office also committed to data-driven decision-making and evaluation.

To support data and evaluation amid such a rapid expansion of programming and service delivery — and meet a community request for additional data

analysis and storytelling — the Joint Office received budget approval to add some staff positions and it has filled most of those in its program, data, evaluation, communications and human resources teams.

This additional capacity has helped ensure the implementation of all aspects of SHS in adherence with the LIP, including centering racial equity; supporting data standardization, regionalization and reporting; and providing increased support to contracted providers.

Using the tools and standards provided through the Built for Zero initiative, which the Joint Office joined this past year, the data team is continuing implementation of the data quality initiative called for in the LIP.

Throughout FY2022, the Joint Office monitored quantitative and qualitative data to strengthen and improve the quality of SHS-funded programs.

As part of its commitment to racial equity outlined in the Local Implementation Plan, the Joint Office developed a detailed data collection process to ensure funded programs are serving Black, Indigenous and other communities of color. All data collected in the Homeless Information Management System (HMIS) allows for disaggregation by race and ethnicity, among other demographic categories. This allows the Joint Office to assess and evaluate programs based on established racial equity goals, and to identify any gaps in services to recommend program and process changes that ensure all communities are served equitably.

SHS has funded a variety of quality improvement efforts, including a comprehensive wage study of qualified providers, the development of a new coordinated access tool, and the implementation of the Built for Zero framework to help track the rate of people who are chronically homeless as we move toward the goal of reaching "functional zero".

Joint Office staff worked with Homebase Consulting to launch a compensation, classification and benefits study ("wage study") of all contracted community-based organizations. This study, when complete, will be a major component in the effort to address wage inequities in homeless services by supporting a resilient and sustainable workforce. Amid the ongoing pandemic, workforce and hiring challenges have affected front-line homeless services providers in the same way they've affected other service-focused sectors of the economy.

The Joint Office collected de-identified data on each provider's compensation policies and wages from human resources and finance staff, and also surveyed employees directly about compensation, benefits and job satisfaction. The team developed employee focus groups to give provider staff the opportunity to contextualize their survey responses.

The Joint Office team identified data sources to compare and contrast providers' wage levels with similar jobs outside the homeless services sector. The evaluation team also began to design a customized classification, compensation and benefits report that each participating provider will receive at the end of the study. Additionally, the JOHS approved FY 2023 budget includes investments to achieve pay equity across our programs and increase front line staff salaries, a portion of which is SHS funds.

To improve the Coordinated Access process and make it more inclusive, the Joint Office is working with two consultants, Focus Strategies and C4, to revise the process and create a new assessment tool that's responsive, effective and culturally appropriate.

In the third quarter of FY2022, C4 engaged with providers and with people who have lived experience of homelessness in a culturally responsive and culturally specific feedback process. In the fourth quarter of FY2022, C4 and Focus Strategies used this feedback to develop an initial

draft of a new coordinated access assessment tool that includes new prioritization questions and policies.

This draft was shared with JOHS staff for initial review and will be brought to the Family Coordinated Access and Adult Coordinated Access meetings for their feedback before the Joint Office finalizes the next steps to pilot the new coordinated access tool among providers .

The Joint Office data and evaluation teams continue to work closely with Community Solutions toward implementing Built for Zero and the achievement of an additional by-name list of people experiencing chronic homelessness, working with outreach providers and people with lived experience. There is a misperception that the Joint Office does not already have by-name lists or by-name data. Built for Zero will support and complement existing by-name lists of adults and other populations already in use by the Joint Office.

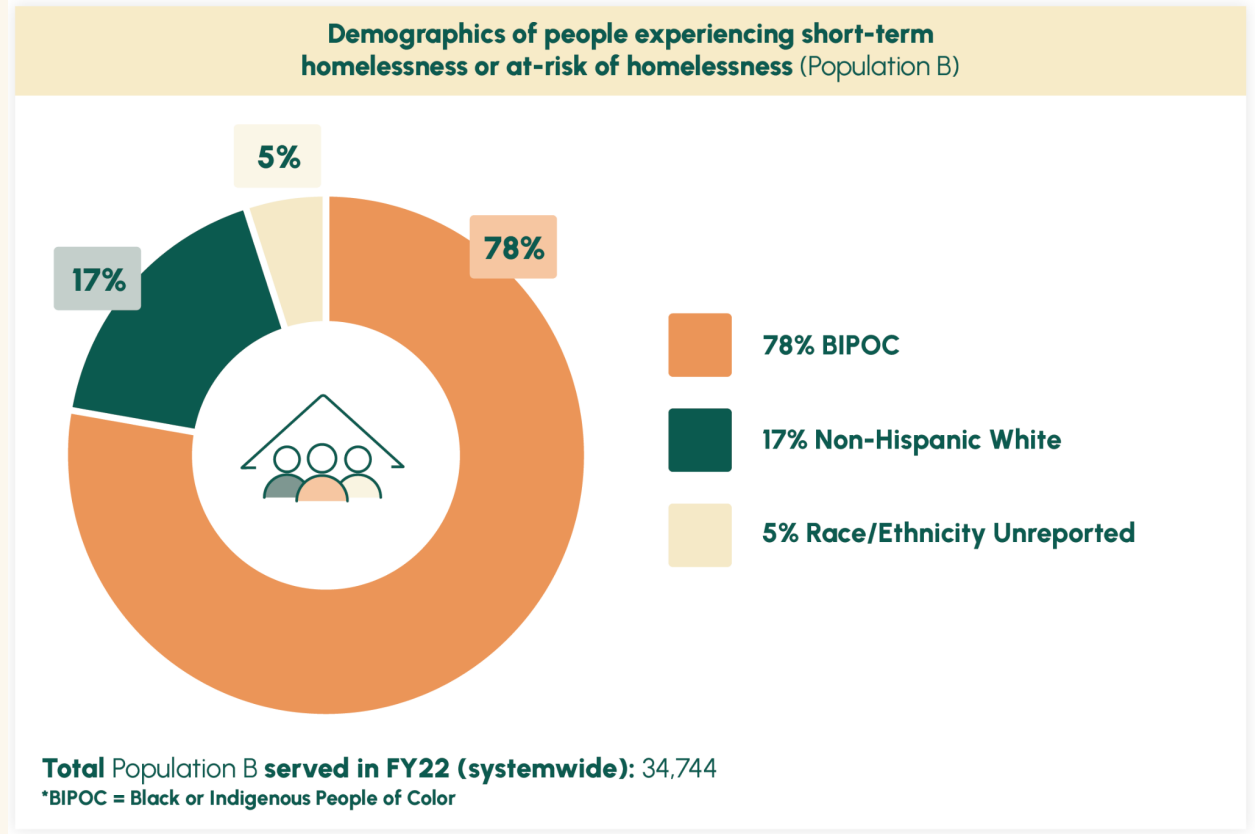
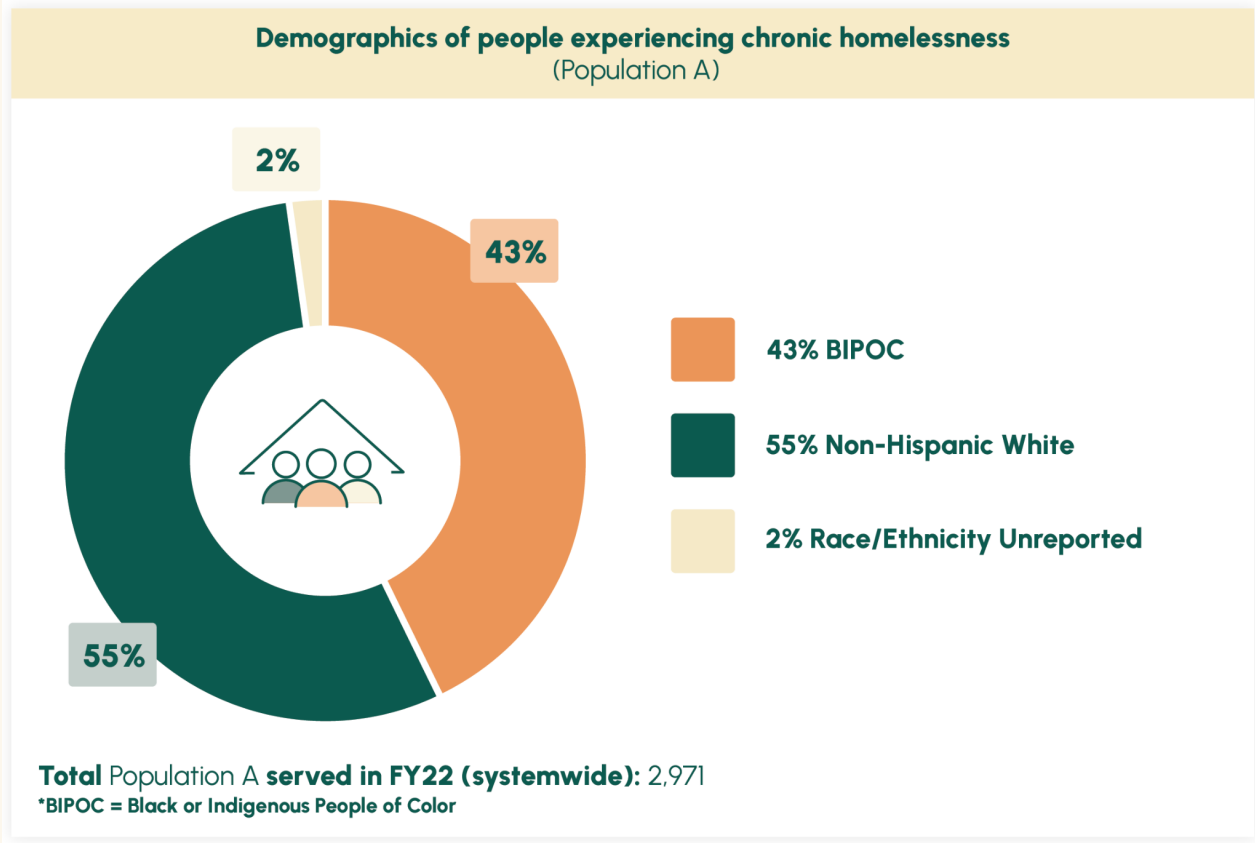
In FY2023 work with Metro and others to develop an evaluation framework for SHS funding will continue. This will allow the Joint Office to optimize and expand on successes and ensure continued improvements, while at the same time allowing the Joint Office to share the inspirational story of how SHS is supporting thousands of people to transform their lives and leave homelessness behind.

"To be amongst the people, to walk alongside them on their journey. Handing them those keys is the best feeling. Seeing the look on their face - that's what it's all about."

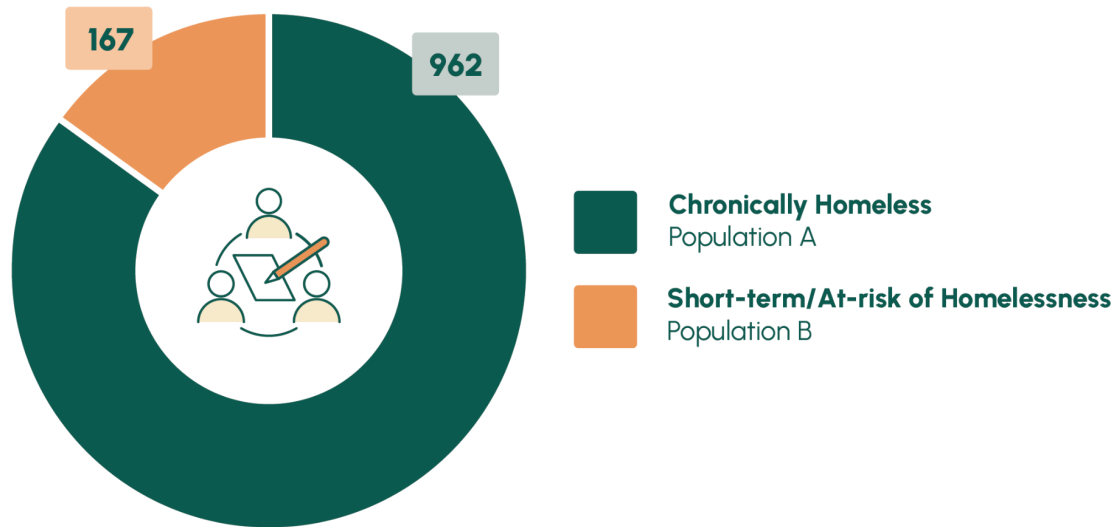
— Y'Ishia Rosborough  
Housing and Sheltering Director



# CHARTS AND TABLES

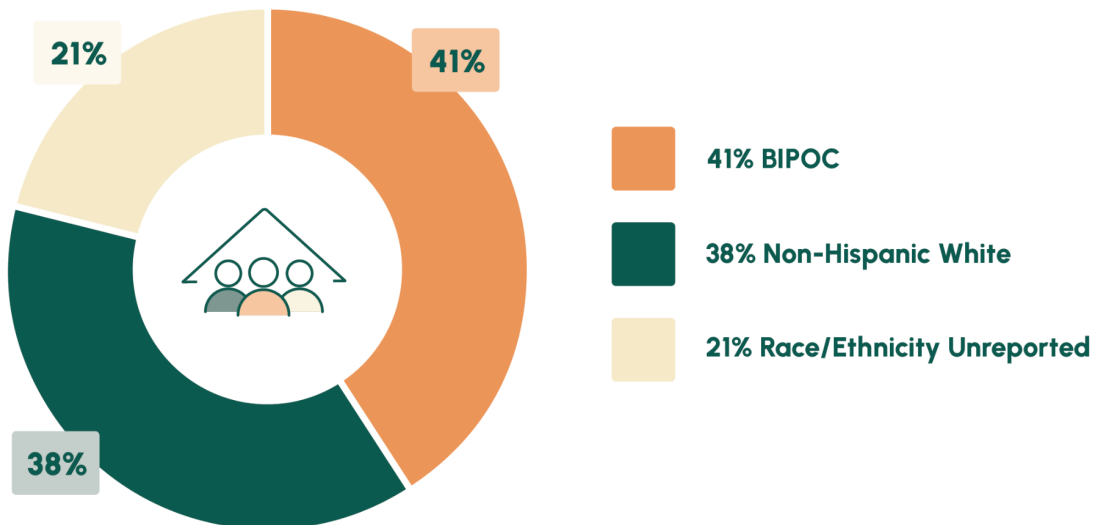


### Housing placements by population



**Total:** 1,129 people

### Housing placements (Demographics by Race & Ethnicity)

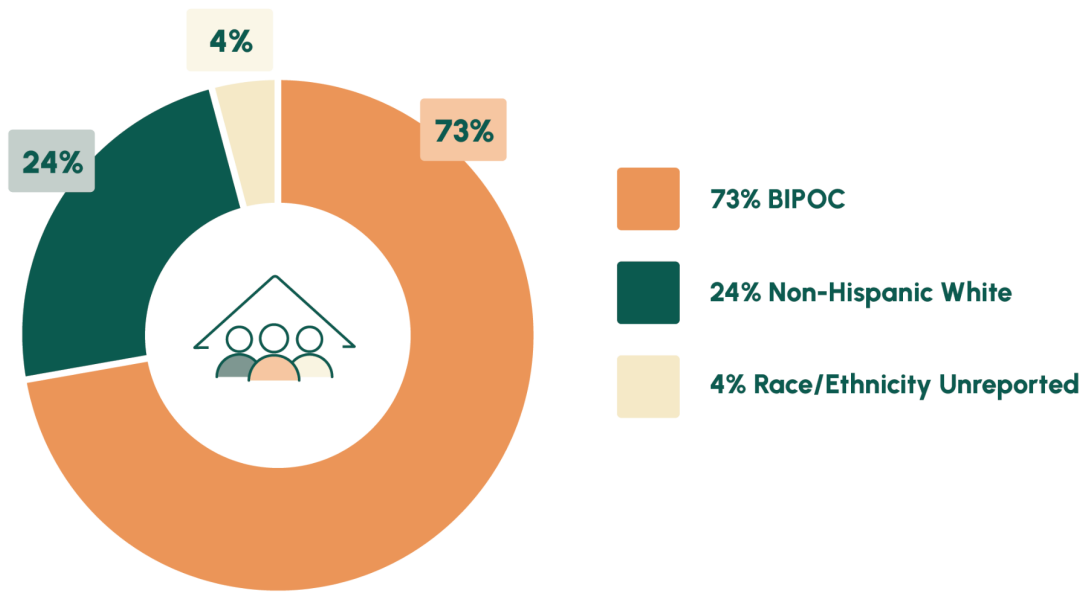


**Total people enrolled in SHS-Funded housing programs:** 1,768

\*BIPOC = Black or Indigenous People of Color



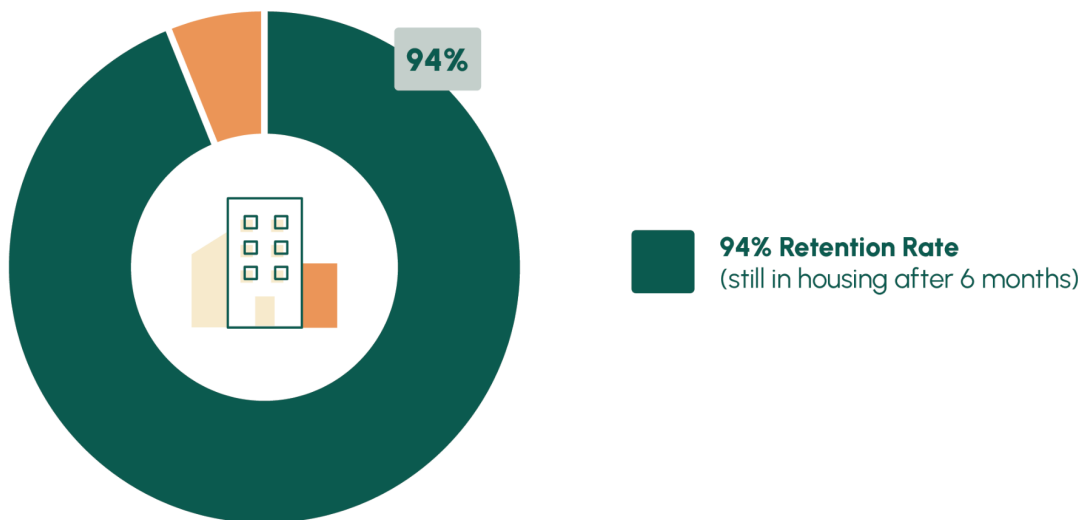
### Demographics of people who received support to avoid becoming homeless



Total people enrolled in Homelessness Prevention programs: 9,187

\*BIPOC = Black or Indigenous People of Color

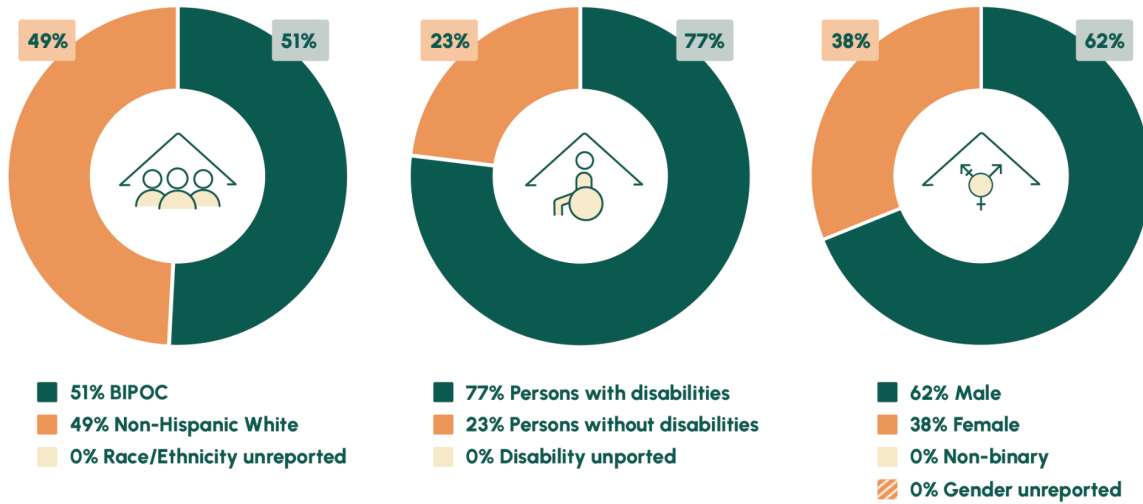
### Permanent supportive housing placements using Regional Long-term Rent Assistance (RLRA) vouchers



Total housing placements: 260

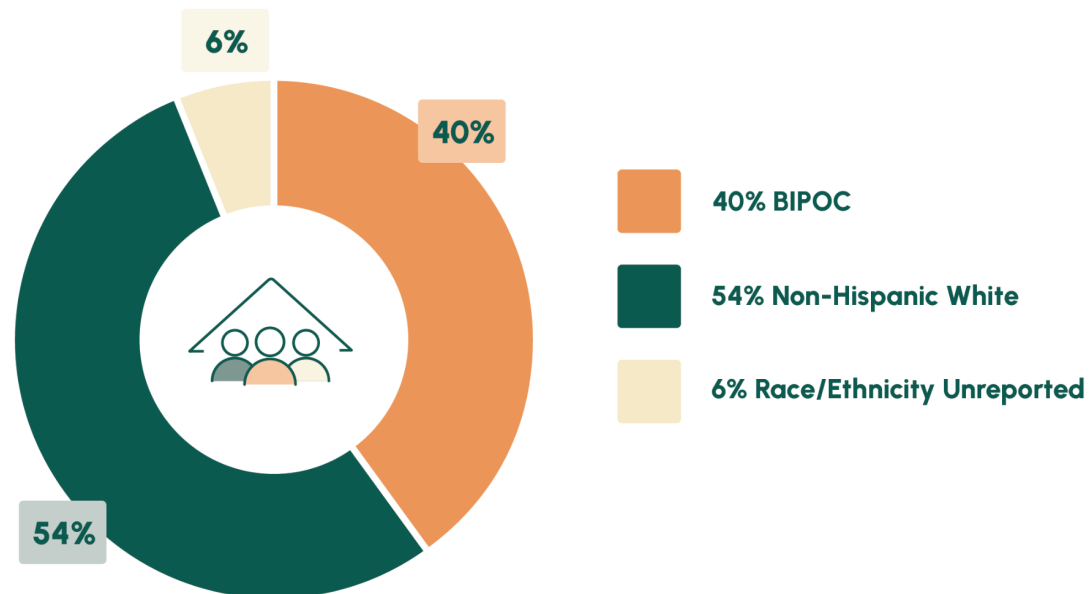
### Demographics of recipients of RLRA housing placements

\*RLRA = Regional Long-Term Rent Assistance



### Demographics of people served in shelter

(Demographics by Race & Ethnicity)



Total people enrolled in SHS-Funded shelter: 470

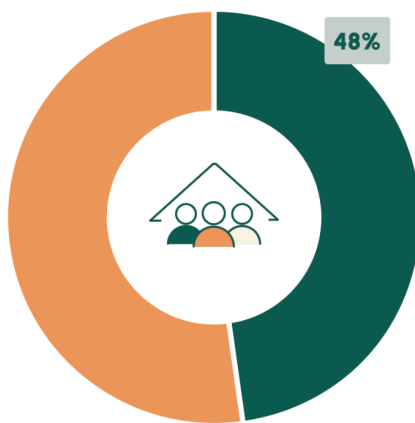
\*BIPOC = Black or Indigenous People of Color

For a full breakdown of demographic data, see [Multnomah County's Supportive Housing Services Q4 Report](#).

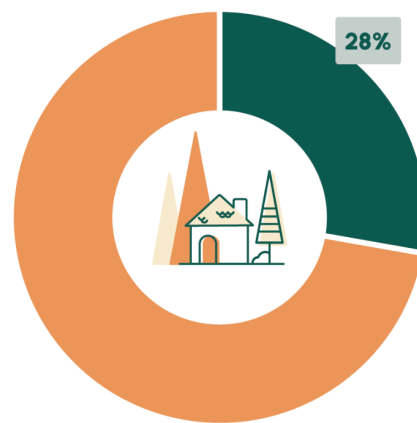
**Total number of people experiencing homelessness in Multnomah County:**  
Comparison of numbers from 2019 PIT Count and 2022 PIT Count



**Demographics of advisory/oversight committee members**



48% of the members identify as BIPOC



28% of members have lived experience of housing instability or homelessness

The data reflected is for the previous *A Home for Everyone* board. The JOHS will be launching the SHS Advisory Committee, Equity Committee and Lived Experience Committee in FY 2023.

# FINANCIAL REPORT

In 2020, after Metro voters approved the SHS measures, Multnomah County was projected to receive \$52 million of SHS funding in FY 2022. The Board of County Commissioners unanimously approved a budget for SHS based on that projected allocation.

During the first year of SHS, those funds allowed the Joint Office to significantly increase programming and infrastructure to support the work of addressing homelessness in Multnomah County.

This infrastructure investment includes an increase in the network of qualified providers, an expansion of existing rent assistance programs, and a strengthening of partnerships with cross-jurisdictional offices. In partnership with community-based organizations and Multnomah County departments, the Joint Office built a robust system for distributing any additional revenue from Metro, to meet the goals set in the County's Local Implementation Plan.

To maximize SHS' impact, the Joint Office has leveraged funds and services in coordination with capital investments and other funding sources. These funding sources include federal Continuum of Care funds, Multnomah County general funds, and other federal, state and local funds.

The Joint Office serves as the lead agency for the federal Continuum of Care; in this role, the Joint Office has identified a number of ways to align current programming with the influx of SHS funding.

Examples include the YWCA's Domestic Violence Transitional Housing/Rapid-Rehousing Project and the Immigrant and Refugee Community Organization (IRCO)'s Domestic Violence Rapid-Rehousing Project. SHS funds were leveraged for match for the federal funded programs below:

The YWCA was able to convert two houses, one with 5 bedrooms and one with 10 bedrooms into transitional housing for survivors of domestic violence, sexual assault, stalking and dating violence, with a particular focus on serving BIPOC survivors. This program also provides rapid re-housing (RRH) to survivors as they leave transitional housing or direct placement into housing for those who prefer that route.

IRCO's Refugee and Immigrant Family Strengthening (RIFS): HUD New Beginnings Program provides culturally responsive services to survivors who are currently experiencing homelessness or are looking to flee due to domestic violence, sexual assault, stalking, and/or trafficking. The goal of RIFS New Beginnings Program is to empower immigrant and refugee survivors to achieve long-term safety and stabilization by providing 12 to 24 months of RRH rental assistance for at least 10 households in scattered-site apartments.

Additional opportunities for aligning funds included leveraging 476 federal Housing Choice Vouchers. SHS funds helped pay for the staffing necessary to serve thousands of households applying for federal COVID-19 emergency rent assistance programs. To be most effective in the work of addressing homelessness in Multnomah County, it is crucial to leverage the full range of SHS funding with all available federal, state, local, private, and other funds. In FY2023, the Joint Office will continue to identify opportunities to align resources to maximize housing opportunities in our community.



## Financial Report (by Program Category):

	Annual Budget	Q1 Actuals	Q2 Actuals	Q3 Actuals	Q4 Actuals	Total YTD Actuals	Variance Under / (Over)	% of Budget
<b>Metro SHS Resources</b>								
Beginning Fund Balance	218,301	-	218,301	-	-	218,301	0	100%
Metro SHS Program Funds	52,129,500	336,720	1,044,684	10,260,197	86,197,059	97,838,660	(45,709,160)	188%
Interest Earnings	-	-	-	-	53,006	53,006	(53,006)	N/A
<b>Total Metro SHS Resources</b>	<b>52,347,801</b>	<b>336,720</b>	<b>1,262,985</b>	<b>10,260,197</b>	<b>86,250,065</b>	<b>98,109,967</b>	<b>(45,762,166)</b>	<b>187%</b>

## Program Costs:

	Annual Budget	Q1 Actuals	Q2 Actuals	Q3 Actuals	Q4 Actuals	Total YTD Actuals	Variance Under / (Over)	% of Budget
<b>Activity Costs</b>								
Shelter, Outreach and Safety on/off the Street	10,250,000	1,577,643	504,214	1,536,613	1,709,276	5,327,746	4,922,254	52%
Short-term Housing Assistance	9,376,060	239,228	794,379	1,270,277	16,160,327	18,464,211	(9,088,151)	197%
Permanent supportive housing services	8,666,602	307,949	424,867	935,922	2,265,687	3,934,425	4,732,177	45%
Long-term Rent Assistance	4,704,622		63,545	113,665	565,866	743,076	3,961,546	16%
Other supportive services	5,448,569	92,986	336,029	706,180	1,519,127	2,654,322	2,794,247	49%
System Development and Capacity Building	5,252,363	40,891	597,744	338,554	2,447,553	3,424,742	1,827,621	65%
System Support, Planning & Coordination	3,389,384	97,770	128,615	176,052	185,378	587,815	2,801,569	17%
<b>Subtotal Activity Costs</b>	<b>47,087,600</b>	<b>2,356,466</b>	<b>2,849,393</b>	<b>5,077,264</b>	<b>24,853,215</b>	<b>35,136,338</b>	<b>11,951,262</b>	<b>75%</b>

Administrative Costs								
Admin: Long-term Rent Assistance	148,200	-	18,019	7,794	105,665	131,477	16,723	89%
Admin: Other	2,873,700	209,649	251,291	308,312	352,173	1,121,424	1,752,276	39%
Subtotal Administrative Costs	3,021,900	209,649	269,310	316,106	457,837	1,252,902	1,768,998	41%
Other Costs								
Debt Service	2,020,000	-	-	-	-	-	2,020,000	0%
Regional Strategy Implementation Fund <sup>[2]</sup>	-					-	-	N/A
Subtotal Other Costs	2,020,000	-	-	-	-	-	2,020,000	0%
Total Program Costs	52,129,500	2,566,114	3,118,703	5,393,370	25,311,052	36,389,240	15,740,260	70%

## List of Contracted Service Providers for FY2022:

Service Provider Name	SHS funds received FY2022
211INFO INC	267,681.58
ADVANCED TECHNOLOGY COMMUNICATIONS LLC	6,750.00
ALL GOOD NORTHWEST	1,477,012.66
BEACON VILLAGE	712,219.66
BRADLEY ANGLE	34,905.00
BRINK COMMUNICATIONS LLC	110,817.30
C4 INNOVATIONS LLC	50,604.39
CARLETON HART ARCHITECTURE PC	3,281.00
CASCADE AIDS PROJECT	70,805.13
CASCADIA HEALTH	351,227.89

CATHOLIC CHARITIES	50,836.15
CENTRAL CITY CONCERN	933,387.44
COMMUNITY DEVELOPMENT CORPORATION	146,308.00
CORPORATION FOR SUPPORTIVE HOUSING	86,570.00
CULTIVATE INITIATIVES	1,358,670.90
DO GOOD MULTNOMAH	3,503,935.28
EL PROGRAMA HISPANO CATOLICO	261,675.42
GOLDEN KNIGHT MOTEL	257,422.00
GRESHAM CITY OF	8,525.74
HOME FORWARD	4,666,219.64
HOUSING DEVELOPMENT CENTER INC	62,000.00
HUMAN SOLUTIONS INC	857,365.60
IMPACT NW	16,000.00
INNOVATIVE HOUSING INC	41,180.28
IRCO	1,110,090.32
JANUS YOUTH PROGRAMS	103,658.67
JOIN	574,046.59
LATINO NETWORK	170,373.67
MASTERTECH SECURITY SERVICES INC	90.00
MENTAL HEALTH AND ADDICTION ASSOCIATION OF OREGON	129,971.49
METROPOLITAN PUBLIC DEFENDER SVCS INC	308,997.58
NATIVE AMERICAN REHABILITATION ASSN OF THE NORTHWEST INC	227,778.86
NATIVE AMERICAN YOUTH & FAMILY CENTER	2,432.64
NEIGHBORHOOD HOUSE INC	6,488.00
NEW AVENUES FOR YOUTH INC	798,733.67
NEW NARRATIVE	366,001.07
NORTHWEST ENFORCEMENT INC	72.00
NORTHWEST PILOT PROJECT INC	178,524.07

OREGON LAW CENTER	627,369.90
OUTSIDE IN	264,268.73
PORTLAND HOMELESS FAMILY SOLUTIONS	199,069.60
PORTLAND PENSIONE LLC	254,289.00
PORTLAND STREET MEDICINE	6,350.00
RAPHAEL HOUSE OF PORTLAND	113,040.65
ROBERT HALF INTERNATIONAL INC	54,258.81
SALVATION ARMY THE	23,061.00
SEECCHANGE LLC	9,625.00
SELF ENHANCEMENT INC	355,196.53
SOFTWARE HOUSE INTERNATIONAL INC	429.83
STREET ROOTS	15,525.00
TELECARE MENTAL HEALTH SERVICES OF OREGON INC	14,384.82
TRANSITION PROJECTS INC	828,133.84
URBAN LEAGUE OF PORTLAND	1,675,760.03
VOLUNTEERS OF AMERICA INC	39,454.18
WESHINE INITIATIVE INC	62,204.25
WORKSYSTEMS INC	76,126.00
YWCA	37,706.00