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City Council Work Session

Council Work Session

Mayor Wilson's Report on Ending Unsheltered Homelessness

📅 January 22, 2025 2:00 pm – 5:00 pm

Available Online

Council in attendance:

- Councilor Avalos
- Councilor Dunphy
- Councilor Smith
- Councilor Kanal
- Councilor Pirtle-Guiney
- Councilor Ryan
- Councilor Koyama Lane
- Councilor Morillo
- Councilor Novick
- Councilor Clark
- Councilor Green
- Councilor Zimmerman

 [Presentation: Mayor Wilson's Report on Ending Unsheltered Homelessness Work Session](#) 5.43 MB

Updated January 21, 2025 6:50 pm

Council Chamber doors open to the public 15 minutes before the meeting starts. Learn more about [visiting City Hall to attend a Council meeting](#). Watch the live broadcast on [YouTube](#), on the [Open Signal website](#), or on cable TV (Xfinity Channels 30 and 330, CenturyLink Channels 8005 and 8505).

Staff contact: Aisling Coghlan 971-710-8354

Work sessions are public meetings related to a specific topic where information is presented to Council. Council does not vote or take any action; public testimony is not taken. The public and press may attend work sessions when held in person or watch the live broadcast online or on cable TV.

Location

City Council Chambers

1221 SW Fourth Avenue
Second Floor Auditorium
Portland, OR 97204

[Get Directions](#)

[More about this location](#)

Contact

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Wilson

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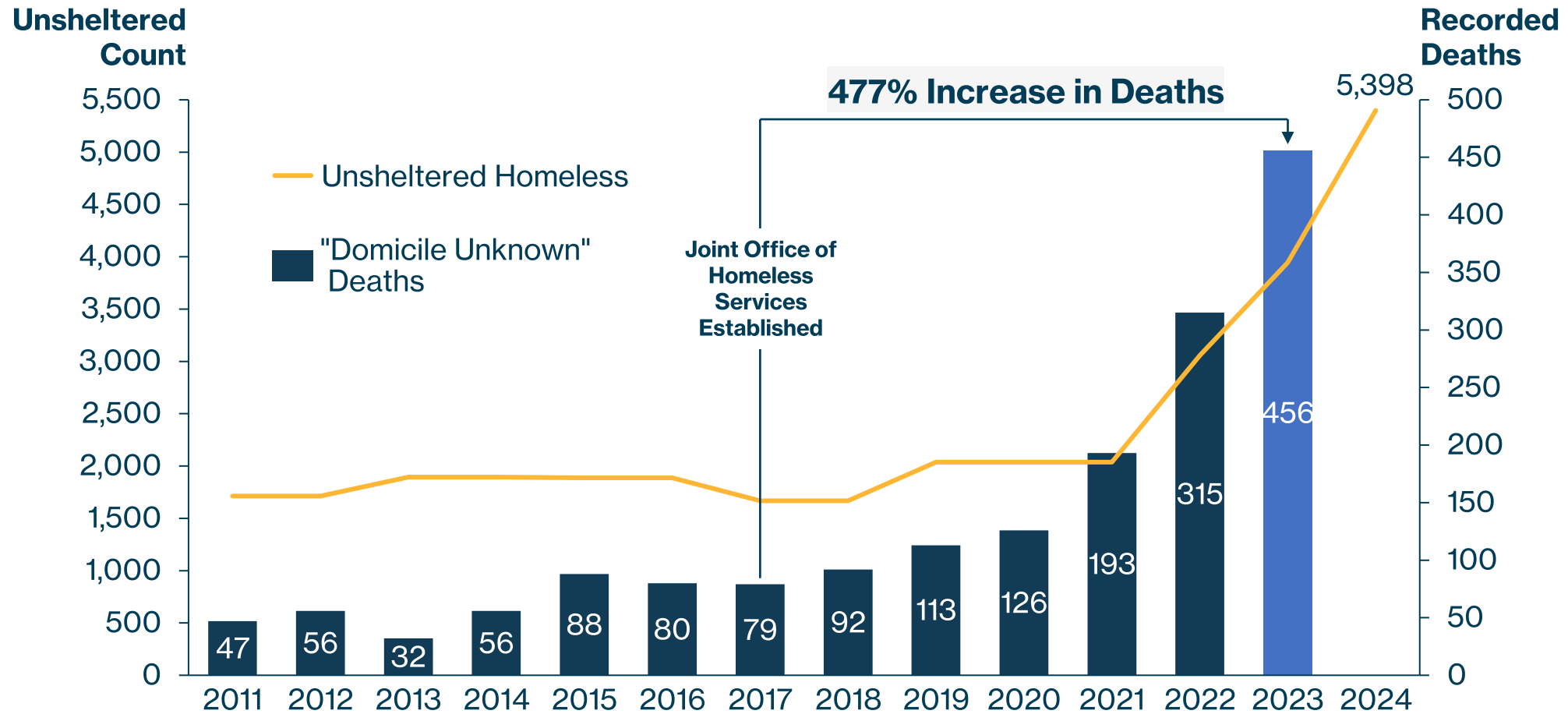
A Safe Bed for Every Neighbor, Every Night

A Blueprint for Ending Unsheltered Homelessness

Mayor Keith Wilson



Rising “Domicile Unknown” Deaths



Source: Review of deaths among people experiencing homelessness in Multnomah County, ‘Domicile Unknown’ report



40% of fire calls are unsheltered homelessness

17% of all police calls are “unwanted or suspicious person,” or welfare checks

53% of public defender clients are homeless



86% disapprove of Portland's homelessness strategy¹

82% support **adding more shelter beds**¹

Homelessness in our city **increased by 65%** from 2015 to 2023, prompting **\$1.7 billion** in spending²

¹. [Oregonian November 11, 2024](#)

². [Portland.gov](#)



Portland's **compounding** livability and economic issues

Lagging **Job Creation**

Families and Workers **Choose Other Cities**

Fewer and Weaker **Small Businesses**

Increasing **Commercial Vacancies**

Less **Downtown Foot Traffic**

Declining **Livability**

Shrinking **Tax Base**



City of
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The suffering are
not **nameless** or
faceless...

... we must shift
from **maintenance**
to **crisis response**





A Crisis Response Strategy...

- Prioritize Emergency Shelters
- Scale to Meet Need
- "No Wrong Door" Strategy
- Complement with Day Centers
- Enforce Existing Laws

... Will Enable Us To:

- Pivot to "Built for Zero" Strategy



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What is Missing?

Emergency Night Shelters



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The Blueprint

How Portland Must
Respond to the Crisis



Modify 2017 Shelter Guidelines:

- **Stand up** a network of nighttime emergency shelters

Changes to 24-Hour Shelters:

- **Reintroduce** 90-day stay limits
- **Require** engagement with case managers
- **Follow** bed utilization rules

“There is no regulatory requirement from HUD or any other federal agency that shelters must operate 24/7. The cost of doing so is understandably very expensive. It requires three 8-hour shifts rather than one.”

- Mark Johnston, President Obama’s Assistant Secretary to Reduce Homelessness and Shelter Portland Council Member



- Rapidly stand up a network of **nighttime emergency shelters** so every unsheltered Portlander can find a safe bed
- Rapidly deploy a network of **day centers** to provide a 'warm handoff' to assess unique needs, provide individual service
- Ensure **support services** to help folks to the next best step



- Partner with **neighborhoods, businesses, non-profit organizations, and faith communities** to coordinate facilities
- **Better tracking** to better understand inflow and diffusion
- **Reunification** to help return people to their loved ones
- **Enforce community norms** on camping, unregistered vehicles, and dangerous RVs
- **End the 72-hour posting requirement for unestablished encampments**, and no more moving camps and RVs from street to street



Nighttime Emergency Shelters Are:

- Cost-Effective
- Scalable
- Enforce "Stay Limits"
- Near Transit Corridors
- Complemented by Day Centers



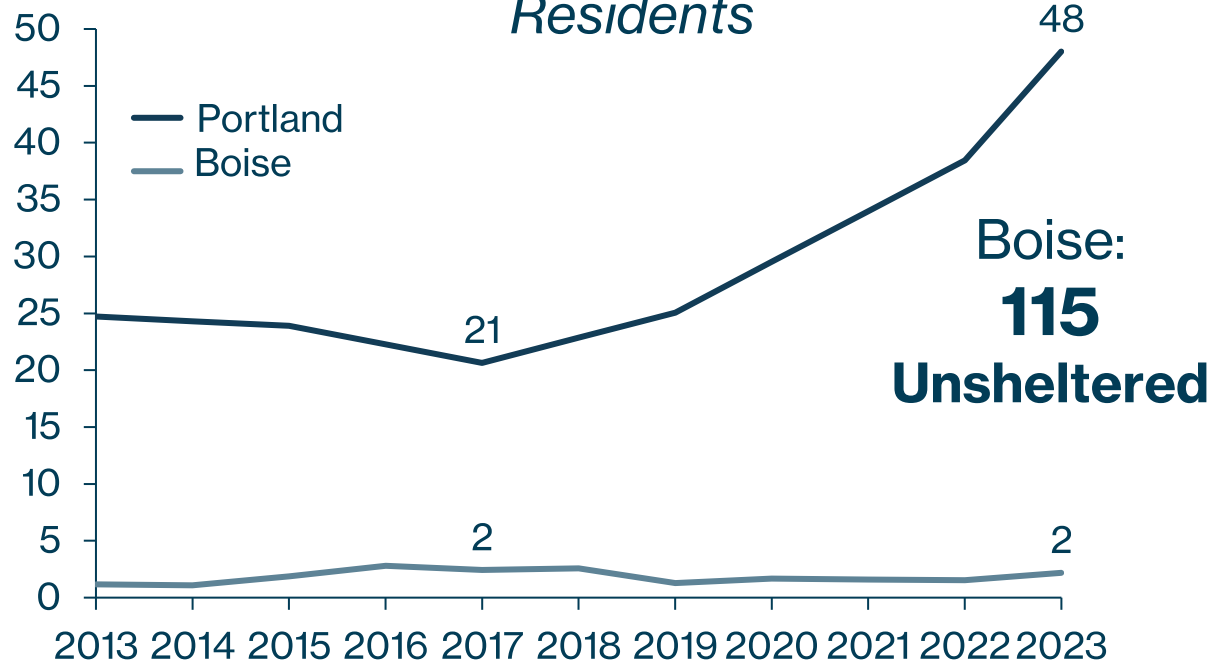
- 24-hour shelters have an **important role**
- They're also **far more expensive per bed**
- Relying *exclusively* on 24-hour shelters **defunds experienced operators** and **innovative solutions**
- We need solutions **without delay**
- We need **stay limits** to encourage transition to housing
- We need a **safeguard** for individual setbacks



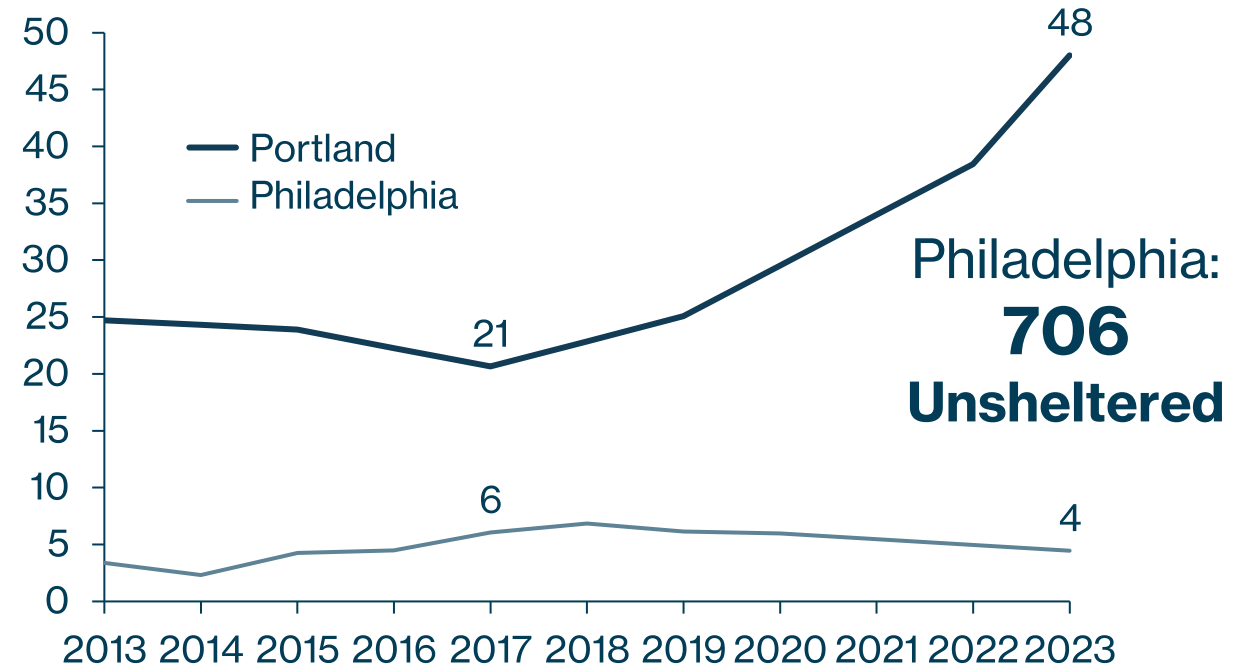
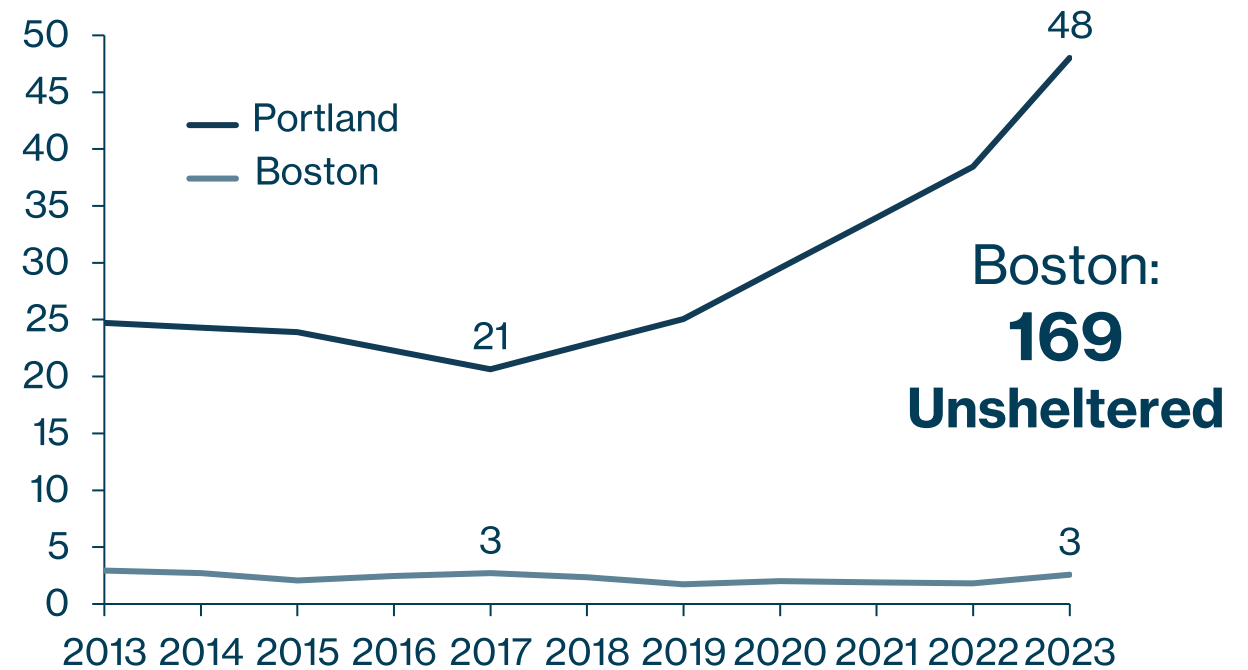
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Portland & Peer Cities With Emergency Shelters

*Unsheltered Homelessness Per 10,000
Residents*



[SOH: State and CoC Dashboards - National Alliance to End Homelessness](#)





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Crisis Response Blueprint



City of
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Incident Management Approach



EXTERNAL
PARTNERSHIPS



CITYWIDE
ALIGNMENT



MANAGEMENT
BY **METRICS**

Incident Management Structure



Emergency Support Functions

ESF 1 – Transportation

ESF 2 – Communications

ESF 3 – Public Works and Engineering

ESF 4 – Firefighting

ESF 5 – Information and Planning

ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, & Human Services

ESF 7 – Logistics (Resource Support)

ESF 8 – Public Health and Medical Services

ESF 9 – Search and Rescue

ESF 10 – Oil and Hazardous Materials

ESF 11 – Agriculture and Natural Resources

ESF 12 – Energy

ESF 13 – Public Safety and Security

ESF 14 – Cross-Sector Business and Infrastructure

ESF 15 – External Affairs

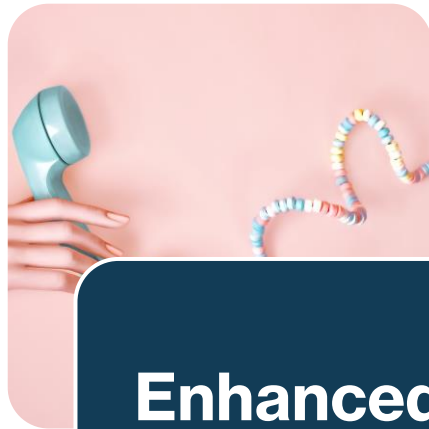


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Best Practice Shelter Support System



**Year-
Round
Shelter**



**Enhanced
Outreach &
Services**



**Surge
Capacity**



**Disaster
Sheltering**

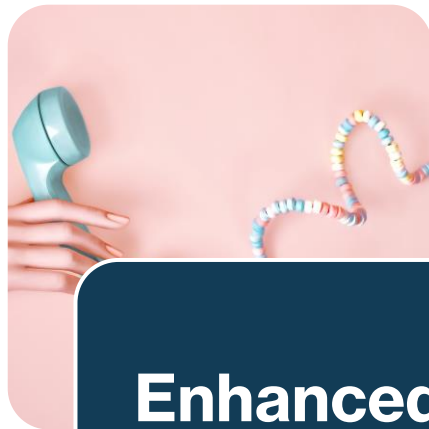


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Portland's Shelter Support System



**Year-
Round
Shelter**



**Enhanced
Outreach &
Services**

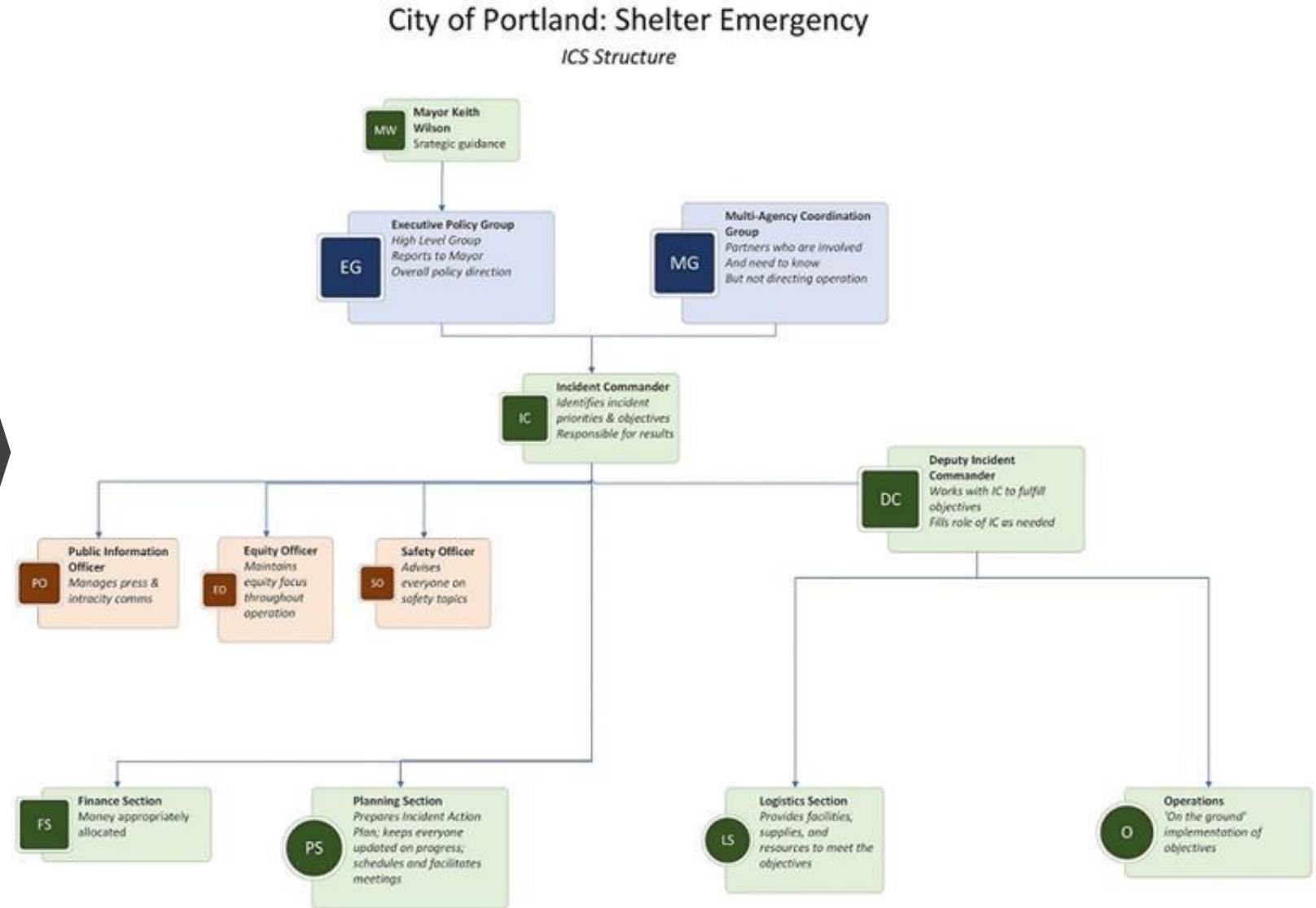


**Surge
Capacity**



**Disaster
Sheltering**

Incident Command Structure



City of Portland & Multnomah County - Nighttime Emergency And Day Shelter Budget Estimate

SHELTER COSTS:

Nighttime Emergency Shelter Cost

Current City / County JOHS Model Examples - 24 Hour Shelters	Staffing Ratios	Cost Per Person Per Day	
Joint Office of Homeless Services - 24-Hour Congregate Shelter - (for comparison only)	1:25	\$101.92	
Safe Rest Village (for comparison only)		\$189.57	
Nighttime Emergency Shelter Costs Examples (open 9 pm until 7 am)	Staffing Ratios	Cost Per Person Per Night	
Church of Nazarene Nighttime Emergency Shelter - Operated by United Gospel Mission	1:23	\$16.30	
Portsmouth Union Nighttime Emergency Shelter Forecast 100 Persons - Operated by Sunstone Wa	1:20	\$19.01	
City of Portland Nighttime Emergency Shelter Estimate	1:20	\$35.00	

Nighttime Emergency Shelter Cost Per Person Per Night Proforma Cost	1:20	\$35.00
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Day Shelter Cost

Day Shelter Costs Examples	Guests per Day	Cost Per Person Per Day	
Rose Haven Day Shelter	150	\$54.68	
PDX Saints Love / Shelter Portland Day Shelter	150	\$27.25	

Day Shelter Proforma Cost	\$54.68
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NIGHTTIME SHELTER BUDGET							
Nighttime Emergency Shelter Beds Needed Analysis:							
TOTAL Unsheltered Homelessness - Multnomah County By Name List - 2024					5,398		
					Target Percent	Shelter Beds Needed	Reduction
Shelter Beds Needed to End Unsheltered Homelessness					100%	3,000	5,398
Shelter Bed Commitments							
Homeless Response Action Plan (HRAP) Commitment					33%	1,000	1,799
Public Private Partnerships					17%	500	900
City of Portland / Multnomah County Nighttime Shelter Beds Required					50%	1,500	2,699
Total Beds Needed to End Unsheltered Homelessness					1,500		
Nighttime Emergency Shelter Cost Per Person Per Night (see 'Shelter Cost' above)							\$35.00
Total Nightly Costs (Total Beds Needed x Cost Per Person Per Night)					\$52,500		
Additional Costs to Be Considered:							
Insurance		RV Disposal	Derelict Vessels	Reunification (bus rides home)			
TriMet vouchers		Security	Portland Street Response (voluntary transport)				
Nightly Staffing Required - Staff to Guest Ratio ('Total Beds Needed' ÷ Staff to Guest Ratio)					1:20		75



Nighttime Emergency Shelter Budget Estimate - Monthly and Fiscal Year

Nighttime Emergency Shelter Flex Up / Flex Down - Nighttime shelter system use will decline over time as inflow decreases and outflow increases

Remaining Fiscal Year '25 - Total Budget Estimate

		Monthly Target	Nighttime Shelter Beds Flex Up & Flex Down Percent	Nighttime Shelter Beds (% x 'Total Beds Needed to End Unsheltered Homelessness')	Nighttime Shelter Cost Per Night (Nighttime Beds x 'Cost Per Person Per Night')	Number of Staff Required Per Night (Nighttime Shelter Beds Required ÷ 1:20)	Days Per Month	TOTAL Shelter Cost Per Month (Nighttime Shelter Cost Per Night x Days Per Month)	
		February 2025	10%	150	\$5,250	8	28	\$147,000	
		March	15%	225	\$7,875	11	31	\$244,125	
		April	20%	300	\$10,500	15	30	\$315,000	
		May	25%	375	\$13,125	19	31	\$406,875	
		June	30%	450	\$15,750	23	30	\$472,500	
		FY 2024-25 - TOTAL Estimated Cost to Begin Flex Up							\$1,585,500
		\$750,000 currently funded by Multnomah County and City of Portland Winter Shelter Project							

Fiscal Year 2025-26 - Total Budget Estimate

	Monthly Target	Nighttime Shelter Beds Flex Up & Flex Down Percent	Nighttime Shelter Beds (% x 'Total Beds Needed to End Unsheltered Homelessness')	Nighttime Shelter Cost Per Night (Nighttime Beds x 'Cost Per Person Per Night')	Number of Staff Required Per Night (Nighttime Shelter Beds Required ÷ 1:20)	Days Per Month	TOTAL Shelter Cost Per Month (Nighttime Shelter Cost Per Night x Days Per Month)	
Flex up nighttime Emergency Shelter network operations - HB 3115 time, place and manner restrictions phased out as we shelter our unsheltered								
	July 2025	50%	750	\$26,250	38	31	\$813,750	
	August	60%	900	\$31,500	45	31	\$976,500	
	September	70%	1,050	\$36,750	53	30	\$1,102,500	
	October	80%	1,200	\$42,000	60	31	\$1,302,000	
	November	90%	1,350	\$47,250	68	30	\$1,417,500	
	December	100%	1,500	\$52,500	75	31	\$1,627,500	
	Community Safety Laws Enforced:							
	Safety codes enforced - No tent camping, makeshift shelters, or sleeping in shopkeepers' doorways							
	DMV codes enforced - No RV, car, truck, van, camper, boats that are inoperable, unlicensed, uninsured							
	January 2026	100%	1,500	\$52,500	75	31	\$1,627,500	
	February	100%	1,500	\$52,500	75	28	\$1,470,000	
	March	100%	1,500	\$52,500	75	31	\$1,627,500	
	Flex down nighttime emergency shelter system as vacancies increase							
	April	70%	1,050	\$36,750	53	30	\$1,102,500	
	May	70%	1,050	\$36,750	53	31	\$1,139,250	
	June	70%	1,050	\$36,750	53	30	\$1,102,500	
	FY 2025-26 - TOTAL NIGHTTIME SHELTER BUDGET ESTIMATE							\$15,309,000

Fiscal Year 2026-27 - Total Budget Estimate								
	Monthly Target	Nighttime Shelter Beds Flex Up & Flex Down Percent	Nighttime Shelter Beds (% x 'Total Beds Needed to End Unsheltered Homelessness')	Nighttime Shelter Cost Per Night (Nighttime Beds x 'Cost Per Person Per Night')	Number of Staff Required Per Night (Nighttime Shelter Beds Required ÷ 1:20)	Days Per Month	TOTAL Shelter Cost Per Month (Nighttime Shelter Cost Per Night x Days Per Month)	
Flex Down								
	July 2026	70%	1,050	\$36,750	53	31	\$1,139,250	
	August	70%	1,050	\$36,750	53	31	\$1,139,250	
	September	70%	1,050	\$36,750	53	30	\$1,102,500	
	October	60%	900	\$31,500	45	31	\$976,500	
	November	60%	900	\$31,500	45	30	\$945,000	
	December	60%	900	\$31,500	45	31	\$976,500	
	January 2026	60%	900	\$31,500	45	31	\$976,500	
	February	60%	900	\$31,500	45	28	\$882,000	
	March	50%	750	\$26,250	38	31	\$813,750	
	April	50%	750	\$26,250	38	30	\$787,500	
	May	50%	750	\$26,250	38	31	\$813,750	
	June	50%	750	\$26,250	38	30	\$787,500	
	FY 2026-27 - TOTAL NIGHTTIME SHELTER BUDGET ESTIMATE							\$11,340,000

DAY CENTER BUDGET - One Per Every New Portland Council District

Fiscal Year - Day Center Budget Estimate

The Five S's: Safety, Security, Shelter, Sleep, and Services: Nighttime emergency shelters provide the first four ensuring guests are rested and ready for the next day. Day centers provide a "warm handoff" from the nighttime emergency shelters to connect guests with services.			
Day Center Guests Served Per Day - New Capacity			150
Day Centers - Proposed - One Per Every New Portland Council District			4
Each district resident and councilor will have a neighborhood team resource for every homeless person and those at risk of becoming homeless			
Total Day Center Guests Per Day - New Capacity (Day center guests per day per facility x Council Districts)			600
Day Center Costs (see 'Day Center Costs' above)			\$54.68
Day Center Costs Per day ('Total Day Center Guests Per Day' x 'Day Center Costs Cost Per Person Per Day')			\$32,808

FISCAL YEAR TOTAL DAY CENTER BUDGET ESTIMATE ('Day Center Cost Per Day' x 365 days) \$11,974,920

STORAGE UNITS BUDGET - One Per Every New Portland Council District

Fiscal Year - Storage Units Budget Estimate

Helping to keep a person connected with their belongings today is the springboard for their tomorrow			
Storage Facilities - Proposed - One Per Every New Portland Council District			4
Each district resident and councilor will have a neighborhood team resource for every homeless person and those at risk of becoming homeless			
Storage Units Per Facility - New Capacity			300
Multiple storage container sizes			
Total Storage Units - New Capacity			1,200
Cost Per Storage Facility Per Month			\$18,000.00
Storage Facility Cost Per Year			\$216,000.00

FISCAL YEAR TOTAL STORAGE FACILITY BUDGET ESTIMATE ('Storage Facilities' x 'Storage Facility Cost Per Year') \$864,000



Total Biennium Cost

To FLEX UP to End Unsheltered Homelessness and Begin FLEX DOWN

<u>TOTAL FUNDING REQUIRED: NIGHTTIME SHELTERS + DAY CENTERS + STORAGE UNITS</u>								
Fiscal Year <u>2025-26</u> New Capacity Budget Estimate								
		Nighttime Emergency Shelters					\$15,309,000	
		Day Center - One per council district					\$11,974,920	
		Storage Unit Facilities - One per council district					\$864,000	
		FY 2025-26 New Capacity Budget Estimate						\$28,147,920
Fiscal Year <u>2026-27</u> New Capacity Budget Estimate								
		Nighttime Emergency Shelters					\$11,340,000	
		Day Center - One per council district					\$11,974,920	
		Storage Unit Facilities - One per council district					\$864,000	
		FY 2026-27 New Capacity Budget Estimate						\$24,178,920
<i>TOTAL FY 2025-2027 Biennium</i>							<i>\$52,326,840</i>	



HRAP - Behavioral Health

Increase access to appropriate levels of behavioral health supports and reduce barriers to access.

+100 Psychiatric secure residential treatment beds and high-intensity services

+150 Residential substance use disorder, withdrawal, dual diagnosis beds

+20 Civil commitment beds

+20 Subacute and stabilization beds

+1 24/7 drop-off sobering center

+200 Assertive Community Treatment slots for people in severe mental distress



City of
Portland

We've Initiated a Crisis Response...



***"I like it. I feel
safe in there."***

***"Being outside in the
cold was no good.
Easy to get sick, hard to
get better."***

- Guest Quotes, Oregonian, January 11, 2025



... and We're Not Alone

Enormous risk if we do not act...

- ...but great opportunity if we do
- Every budget (city, county, state) will be positively impacted
- Portland alone is spending hundreds of millions managing the crisis

Regionalism opportunity

- Multnomah County, Metro Council, Regional Mayors, Metro Representatives, and Senators are leaning in and want to partner

Portland's success is Oregon's success!

- A strategy that can be used in every struggling community in Oregon



**City of
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