

Oregon Statewide Housing Plan: Definitions Appendix

This appendix provides definitions for the Statewide Housing Plan and the associated Housing Needs Assessment Appendix and Funding Assessment Appendix.

Definitions

Affordable Housing – In the context of this Plan, refers to publicly subsidized housing with affordability restrictions ensuring that households with incomes at established thresholds do not spend more than 30 percent of their household income on housing and utility costs. This can be accomplished through a rent restriction and/or an income restriction, as well as through rent assistance.

Affordable – Housing is considered to be affordable if a household spends less than 30 percent of its gross income on housing expenses; utilities are considered affordable if a household spends less than six percent of its gross income on utilities.

American Community Survey (ACS) – An ongoing survey recorded by the US Census Bureau about the country and the population. This analysis uses Public Use Microdata (PUMs) from the ACS to explore household-level data on the characteristics of the people responding to the survey, as well as their housing.

Amortizing – A type of loan in which the payments include a mix of principal and interest calculated to pay off the loan balance by the end of a defined period.

Area Median Income (AMI) – HUD publishes income thresholds used to establish program eligibility for household income, and allowable rent levels through corresponding rent tables. The thresholds are derived from, though not exactly the same as, the Census published median family incomes and is published for individual household sizes. (Different from Median Family Income (MFI) defined below)

Biennium – A biennium is a two-year time period. The State approves a biennial budget every two years. It consists of two annual budgets, one for each fiscal year.

Community Action Agencies (CAAs) – Local public and private social service agencies created through the Economic Opportunity Act of 1964 to reduce or eliminate the causes and conditions of poverty by empowering people in poverty. Each CAA uses a community-based needs assessment to develop advocacy and service priorities to provide the most relevant, most effective services for its own community.

Continuum of Care (CoC) – The Continuum of Care Program originates from the federal Housing and Urban Development (HUD) Agency. The CoC program is designed to promote communitywide commitment to the goal of ending homelessness; provide funding for efforts by nonprofit providers, and State and local governments to quickly

rehouse homeless individuals and families while minimizing the trauma and dislocation caused to homeless individuals, families, and communities by homelessness; promote access to and effect utilization of mainstream programs by homeless individuals and families; and optimize self-sufficiency among individuals and families experiencing homelessness.

Development Pipeline – Refers to development projects that have been approved for funding but have not yet been completed. Projects may be in the process of obtaining local land use and building permits or under construction.

Energy Burden – A measure used to determine whether a household is spending too much of their pretax income on utilities. Households spending between 6 percent and 10 percent of their income on utilities are considered energy burdened, while households spending more than 10 percent of their income on utilities are considered to be severely energy burdened.

Extremely Low Income (ELI) – A household earning less than 30 percent of the AMI; as defined and used by HUD.

Federal Poverty Line – A measure of poverty set by the federal government. The U.S. Census Bureau determines poverty status by comparing pre-tax cash income against a threshold that is set at three times the cost of a minimum food diet in 1963, updated annually for inflation using the Consumer Price Index, and adjusted for family size, composition, and age of householder.

Gender Diverse and Sexual Minority – Refers to people who identify as lesbian, gay, bisexual, transgender, queer, gender diverse, questioning, intersex, etc. Gender Diversity refers to the extent to which a person's gender identity, role, or expression differs from the cultural norms prescribed for people of a particular sex.

Housing Cost Burden / Housing Burden – A measure used to determine whether a household is spending too much of their pretax income on housing costs (inclusive of utility costs). Households spending between 30 percent and 50 percent of their gross income on housing and utilities are considered housing burdened, while households spending more than 50 percent of their income on housing and utilities are considered to be severely housing burdened.

Housing Tenure – Term used to describe whether a household owns their home or is a renter.

Families – In the ACS PUMs data, a family is a group of related persons living in the same residence. People can be related by birth, marriage, or adoption.

Fixed Income – In the ACS PUMs data, we define a household as fixed income if income is solely derived from a combination of retirement income, supplementary security income, and social security income.

Households – In the ACS PUMs data, a household is a single person or group of persons living in the same residence as the survey respondent. Households may have unrelated individuals or families living together or may be a family unit.

Households with Children – Defined in the analysis as a married couple household with presence of their own children.

Low Income (LI) – A household earning between 50 percent and 80 percent of the AMI as defined and used by HUD.

Low income Housing Tax Credit (LIHTC) – The Low-Income Housing Tax Credit offers credits on federal tax liabilities for 10 years in exchange for an equity investment in construction and rehabilitation of rental housing for lower-income households. See Funding Assessment appendix for details.

Median Family Income (MFI) – A calculated metric that is the median of all family incomes in an area used when examining demographic characteristics. Families are those households where two or more related persons live together. This study calculates MFI based on the county.

Median Household Income (MHI) – A calculated metric that is the median of all household incomes in an area used when examining demographic characteristics.

Metropolitan Statistical Area (MSA) – Defined by the U.S. Census as: a Core-Based Statistical Area associated with at least one urbanized area that has a population of at least 50,000. The metropolitan statistical area comprises the central county or counties or equivalent entities containing the core, plus adjacent outlying counties having a high degree of social and economic integration with the central county or counties as measured through commuting.¹

Moderate Income – A household earning between 80 percent and 100 percent of the AMI.

Permanent Supportive Housing (PSH) – Long-term affordable rental units with wraparound services, such as Resident Services, Mental Health Services, Social Services, etc.²

People of Color / Communities of Color – Refers to people or groups of people who identify as Hispanic or Latino and/or who identify as non-White, including those who identify as Black or African American, Native American or Alaska Native, Native Hawaiian or Pacific Islander, Asian, Two or More Races, or Other.

Qualified Allocation Plan (QAP) - The federal Low Income Housing Tax Credit program requires each state agency that allocates tax credits have a Qualified Allocation Plan that establishes priorities and criteria for awarding federal tax credits to eligible projects.

Redlining - A practice initiated by the Federal Housing Agency (FHA) in 1934 and followed by the FHA and other public and private lenders until 1968 that denied access

¹ Definition from the U.S. Census Bureau. https://www.census.gov/geo/reference/gtc/gtc_cbsa.html#mesa

² Definition sourced from the Technical Assistance Collaborative: <http://www.tacinc.org/knowledge-resources/topics/permanent-supportive-housing/>

to home mortgage loans based in certain neighborhoods because of the race/ethnicity of the residents.

Rental Assistance – Rental assistance is an ongoing rental subsidy provided from the government (federal, state, or local) to a household. It is structured so that a household pays 30 percent of their adjusted pretax income on their rent and utilities, while the rental assistance contract pays the remainder of the rent up to the amount charged, or the subsidy program's rent limit or Fair Market Rent, depending on the funding program used to provide the subsidy. Generally, the amount of rental assistance allowed is set based on the housing market in an area.

Rural – OHCS has several definitions for urban and rural parts of the state. The analysis that underlies the Housing Needs and Funding Assessment appendices designates a county as rural if it is not part of a Census-designated Metropolitan Statistical Area (MSA). In this analysis, the following 25 counties are considered Rural: Baker, Clatsop, Coos, Crook, Curry, Douglas, Gilliam, Grant, Harney, Hood River, Jefferson, Josephine, Klamath, Lake, Lincoln, Linn, Malheur, Morrow, Sherman, Tillamook, Umatilla, Union, Wallowa, Wasco, and Wheeler.

Self Sufficiency Standard – The Self-Sufficiency Standard attempts to measure the income necessary to meet basic needs without public or informal assistance. The Self-Sufficiency Standard varies from location to location and changes based on family type. The methodology was generated by the University of Washington's Center for Women's Welfare.³

Single Parent Household – Defined in the analysis as head of householder (male or female) with no presence of husband or wife and the household has related children residing in the unit.

Urban – OHCS has several definitions for urban and rural parts of the state. The analysis that underlies the Housing Needs and Funding Assessment appendices designates a county as urban if it is part of a Census-designated Metropolitan Statistical Area (MSA). In this analysis, the following 11 counties are included in the Urban Oregon Profile: Benton, Clackamas, Columbia, Deschutes, Jackson, Lane, Marion, Multnomah, Polk, Washington and Yamhill.

Very-Low Income (VLI) – A household earning between 30 percent and 50 percent of the AMI as defined and used by HUD.

³ Definition from the University of Washington Center for Women's Welfare.
<http://www.selfsufficiencystandard.org/node/3>

Oregon Statewide Housing Plan: Housing Needs Assessment Appendix

Introduction

This appendix provides a compendium of data that collectively illustrate the housing needs of Oregonians across several dimensions: geographic, demographic, and by category of OHCS service provision. Its purpose is to document a wide array of statewide housing and service need at the household level, provide context for the Statewide Housing Plan's priority focus, and provide data and analysis to inform ongoing policy work at OHCS and by partners.

Data Sources and Methodology

All sources are listed below each chart, graph, or are footnoted.

American Community Survey

We primarily used American Community Survey (ACS) Public Use Microdata Sample (PUMS) to analyze the housing and community service needs of Oregonians. The American Community Survey data are sourced through an ongoing annual survey recorded by the U.S. Census Bureau. This analysis uses household-level survey responses, weighted by the Census, to represent the housing, economic, and demographic conditions of Oregonians.

Year

Responses to the ACS are recorded annually. Data used in this study were recorded over the 2011–2015 timeframe – the most recently available data at the start of this process.

ACS Methodology

We combined the ACS household-level dataset and population-level dataset by joining the two on the head of household.

PUMA to County Crosswalk. ACS data are aggregated at the Public Use Microdata (PUMA) area. These “are special non-overlapping areas that partition each state into contiguous geographic units containing no fewer than 100,000 people each.”¹ As a result, a single PUMA can stretch across multiple county lines to meet the 100,000 person minimum. Using the Missouri Census Data Center's MABLE/Geocorr (or Geographic

¹ PUMA documentation: <https://www.census.gov/programs-surveys/acs/technical-documentation/pums/about.html>.

Correspondence Engine), we were able to generate county allocation factors. These allocation factors are county population-weighted percentages whose values indicate the proportion that each PUMA covers in a given county. The county populations are based on 2014 estimates and the PUMA designations are based on 2012 designations (the most recent available at the time of analysis).

As an example, the “Yamhill and Polk Counties” PUMA (coded as 1200) is partitioned across Yamhill and Polk counties. Per the MABLE 2014 population estimates, Polk County had a population of approximately 77,916 and Yamhill County’s population was about 101,758. Thus, the PUMA allocation factor (or the percent split across each county) is about 43.4 percent for Polk County and 56.6 percent for Yamhill County.

Area Median Family Income. We used local area median family incomes to designate each household’s income category (above/below 30% MFI, above/below 50% MFI, above/below 80% MFI). These income categories are based on the median family incomes in each metropolitan/micropolitan area and are adjusted for household size using HUD methodology. This methodology is consistent with that of the National Low-Income Housing Coalition (NLIHC). The appropriate income category is assigned to a household by comparing its reported household income (adjusted to 2015 dollars) to the respective metropolitan/micropolitan threshold.

For example, when the data state that “there are 129,271 renter households in Oregon with incomes below 30% MFI” – this is the number of households whose incomes are below 30% of their area’s median family income. The actual median family income in each area varies, and so would each 30%/50%/80% threshold, but the statistics compare each household income to its area median family income.

Data Limitations

While there are well-known issues relating to data collected and analyzed by the Census, its data remains the most detailed available to calculate our estimates relating to housing need by geography, by income, and by race or ethnicity.

SAMPLE SIZE

Each year of data over the 2011-2015 period samples approximately two percent of the population of the United States. Thus, when using data across this timeframe, five years of household data are being used to estimate the different statistics calculated. The benefit of using this data source is it allows for deeper and richer analysis beyond the summary tables reported in the American FactFinder. One drawback, however, is that this analysis is not point-in-time but refers to the population over the five-year period.

MARGINS OF ERROR

Despite their breadth and depth, all Census data are estimates that include a margin of error; the margin varies from data point to data point.

RACE AND ETHNICITY

There are well-documented issues relating to racial disparities in data that cross numerous institutions and systems, leading to misrepresentation, undercounting, and

mis-identifying the lives and livelihoods of communities of color.² Understanding that many minorities are under- or misrepresented in data sources, the races and ethnicities chosen in this analysis were carefully considered by OHCS staff. Staff weighed the importance of inclusion and representation along with data quality and availability for the purposes of supporting the Statewide Housing Plan and its priorities. After careful consideration, we analyzed data along the following races and ethnicities.

- Hispanic or Latino
- Non-Hispanic White Alone
- Non-Hispanic Black or African American Alone
- Non-Hispanic Asian Alone
- Non-Hispanic Native American or Alaskan Native Alone
- Non-Hispanic Native Hawaiian or Other Pacific Islander Alone
- Non-Hispanic of Some Other Race Alone
- Non-Hispanic of Two or More Races

We understand that these categories do not capture many people who are hidden within these categories – for instance the experiences of Chinese Americans may differ from those of Filipino Americans, but those differences are not understood by looking at the Non-Hispanic Asian Alone category. We acknowledge this and OHCS will do additional work to disaggregate the data and find other ways of using Census data and other data sources to better reflect the experiences of people of color.

Point in Time Counts

The largest and most commonly cited source of data on homelessness is U.S. Department of Housing and Urban Development (HUD)'s Point-in-Time Counts (PIT). HUD requires local Continuums of Care (CoCs) to count the total number and characteristics of all people experiencing homelessness in each CoC's region on a specific night in January. Every year the count includes people living in emergency homeless shelters, transitional housing and Safe Havens, while every other year the counties include unsheltered homeless persons (the latest of which was 2017).

We analyzed the biennial PIT Counts of the homeless population in Oregon. The data used for this analysis are from 2017, and include sheltered and unsheltered families, individuals, youth, veterans, and the "chronically homeless" which are individuals who have experienced homelessness for twelve consecutive months or in four different episodes adding to twelve months over the course of three years. Despite being the largest and most commonly cited data on homelessness, concerns exist about HUD's PIT approach, including:

² Curry-Stevens, Ann, Amanda Cross-Hemmer, Nichole Maher, and Julia Meier. 2011. "The Politics of Data: Uncovering Whiteness in Conventional Social Policy and Social Work Research." *Sociology Mind*, Vol. 1, No. 4: 183-191.

- **Variations in counting methods across regions.** The biennial counts of unsheltered individuals experiencing homelessness require large coordinated efforts and hundreds of trained volunteers. The local CoCs counting in their areas choose from several HUD-approved methods, depending on their region, populations, and resources. That methodologies vary across geographies makes it challenging to compare PIT counts across regions.
- **Different years including different populations.** In addition, the same data is not collected each year. HUD requires counts of sheltered populations each year, but only requires unsheltered counts (the larger effort) every other year. In years where the unsheltered are not counted, HUD adds the prior year's unsheltered count to the current year's sheltered count, to estimate annual counts all people experiencing homelessness. This methodology inherently assumes that the unsheltered populations are constant across two years.
- **The use of unverified, self-reported conditions.** Some key subpopulations (e.g., chronic homeless, or disabled) are self-reported in the dataset, and are not subject to third-party verification.
- **Properties can change categorization and purpose with implications for the counts.** This can cause artificial variations in the total counts from one year to the next. For example, a building in Portland once operated as transitional housing and its residents were included in the PIT. However, one year it shifted and became permanent supportive housing (PSH) providing longer term housing and services to its residents. Once this shift was made, the building's residents were not included in the PIT, even though they did not change. Changes in property categorization can somewhat artificially alter PIT counts from one year to the next.

Homeless Student Data

We analyzed 2016-2017 school year data on the homeless student population, as estimated annually by the Oregon Department of Education. These data usually find larger populations experiencing homelessness than do the HUD PIT counts, because it includes students who are "doubled-up" (living with others), and those students living in motels or hotels.

Home Mortgage Disclosure Act (HMDA) Data

The Home Mortgage Disclosure Act (HMDA) data provide information pertaining to home loan mortgage applications and outcomes by borrower characteristic. The Home Mortgage Disclosure Act was authorized by Congress in 1975. In 2011 rulemaking was transferred to the newly created Consumer Financial Protection Bureau (CFPB). The act requires banks and financial institutions offering loans to report public loan data. We analyzed 2016 data on loan outcomes for different borrowers: loan approvals, originations, denials, and incompletes/withdrawn.

Regional Multiple Listing Service (RMLS) Data

OHCS provided data sourced from the Regional Multiple Listing Service, a website and database that tracks home sales across the state. RMLS was our data source for information about the number and price of homes sold in 2016 in each county.

CoreLogic data

CoreLogic is an information intelligence company headquartered in Irvine, California. It maintains large, comprehensive databases related to properties and loan finance. We used their August 2017 estimates to approximate the quantity of home loans that are delinquent by 90 days or for each county. These estimates are reported as percentages, calculated as the quantity of loans 90 days or more delinquent as a share of total loans issued. We do not report the count of total loans or count of loans 90 or more days delinquent as these data are proprietary and cannot be shared publicly.

Self Sufficiency Standard

We used data on the Self-Sufficiency Standard in Oregon counties to evaluate the minimum income needed to afford basic household needs in counties across Oregon. Data are for 2014, inflated to 2015 using the Bureau of Labor Statistics' inflation calculator to be consistent with other data used. The Self-Sufficiency Standard is a commonly-used standard generated by the University of Washington's Center for Women's Welfare. The database includes information on a wide array of household types and sizes. We analyzed data relating to a family of four: two married adults and two children (one infant, one school aged).

Oregon Affordable Housing Inventory

OHCS published its Oregon Affordable Housing Inventory (OAHl) dataset in October 2018, which was used in this analysis. It is managed and updated by OHCS and includes details of all rent-regulated and subsidized affordable housing units in the State. We analyzed property information such as location, number of units, bedroom count, type of unit (set-aside), rent limit (expressed in percent of Area Median Income), and subsidy/restriction type.

Considerations on Data Availability

Many of the priorities in the Statewide Housing Plan seek to overcome the disparities felt Oregonians who are not white and cisgendered, who have experienced trauma, or who otherwise experience discrimination. However, due to limited data availability, sample size, margins of error, and data gathering methodologies, the demographic characteristics of these groups may be difficult to measure. OHCS and research staff took every effort to use the best available data for this analysis.

Profiles of Housing Need

The following are 16 profiles of different household types in Oregon. These profiles describe the varying housing needs and challenges faced by Oregonians of all walks of life. The types of households profiled, and the data chosen in each profile were carefully considered by OHCS staff to portray a broad swath of households.

- All Oregonians
- Urban Oregon
- Rural Oregon
- Hispanic or Latino
- Non-Hispanic White Alone
- Non-Hispanic Black or African American Alone
- Non-Hispanic Asian Alone
- Non-Hispanic Native American or Alaskan Native
- Non-Hispanic Native Hawaiian or Other Pacific Islander
- Non-Hispanic Another Race Alone (other than those profiled here)
- Non-Hispanic Two or More Races
- Senior Households (age 65+)
- Households with Children
- Single-Parent Households
- Households with One or More Disabilities
- Veteran Households

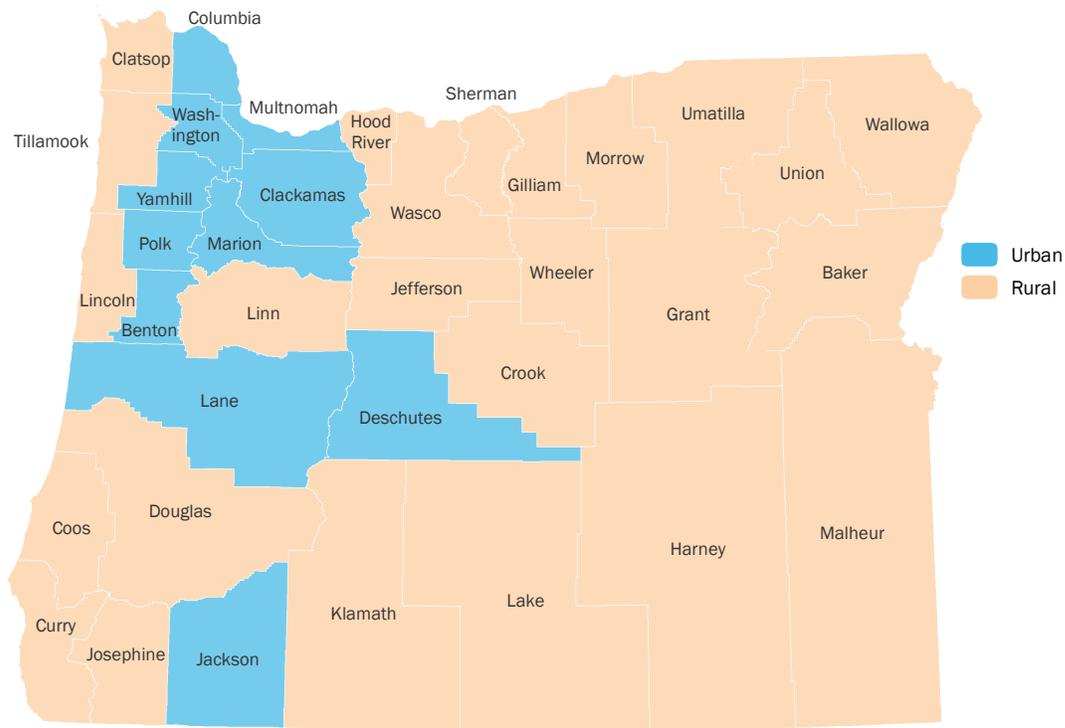
The sources for each profile are summarized in a single list at the end of this section. Data sources comprising these profiles come from four databases. The American Community Survey Public Use Microdata (PUMS) is the data source underlying most of the calculations in each profile. For data related to total population and poverty estimates, we use the U.S. Census Bureau's American FactFinder. Both the PUMS and FactFinder calculations use 2011–2015 5-year estimates. In addition to these two sources, we used the Housing Mortgage Disclosure Act (HDMA) database to calculate home loan denial rates in 2016, where data were available. In addition, we used the 2017 Point-In-Time Homeless Counts conducted by each of the seven Continuums of Care in Oregon to estimate the populations experiencing homelessness for the profiles, where data were available.

For further context on how profile groups are defined, please refer to the definitions appendix and the methodologies section on page 1. Counties are designated as urban if they contain a metropolitan area, and rural if they do not.

The following 11 counties are included in the Urban Oregon Profile: Benton, Clackamas, Columbia, Deschutes, Jackson, Lane, Marion, Multnomah, Polk, Washington and Yamhill.

The following 25 counties are included in the Rural Oregon Profile: Baker, Clatsop, Coos, Crook, Curry, Douglas, Gilliam, Grant, Harney, Hood River, Jefferson, Josephine, Klamath, Lake, Lincoln, Linn, Malheur, Morrow, Sherman, Tillamook, Umatilla, Union, Wallowa, Wasco, and Wheeler.

Exhibit 1. Map of Urban and Rural Counties in Oregon



Source: ECONorthwest and OHCS

ALL OREGONIANS

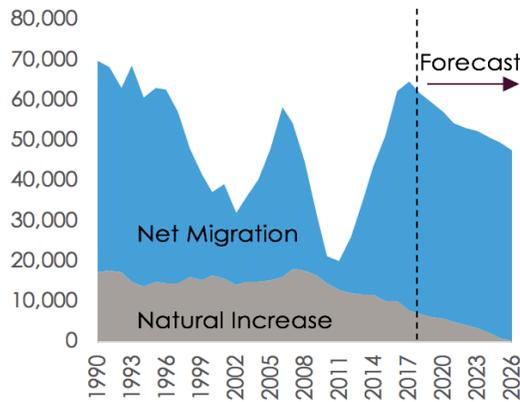
POPULATION

of People¹
3,939,233

Pop Change 2010 to present²
4.7%

Avg. HH Size³
2.42 persons

Components of Population Change, 1990-2026⁴

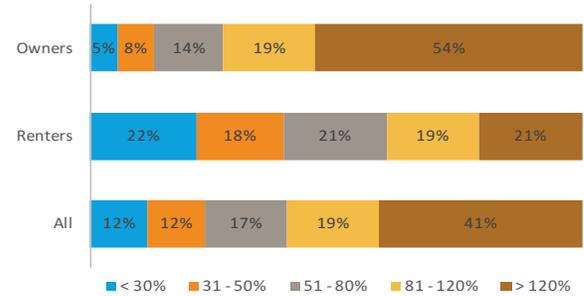


INCOME

Median Household (HH) Income⁵
\$51,489

Median HH Income on Fixed Income⁶
\$36,908

Population by Income Bracket⁷



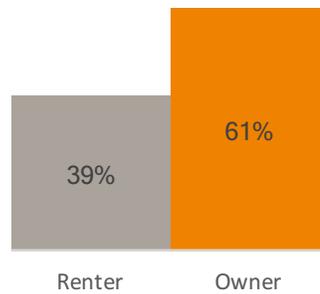
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,091

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 3.8

Home Applications and Denial Rate¹⁰
192,573 (15.5% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
31%

Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$913

HOUSING CHALLENGES

Percent Population Below Poverty¹⁴

16%

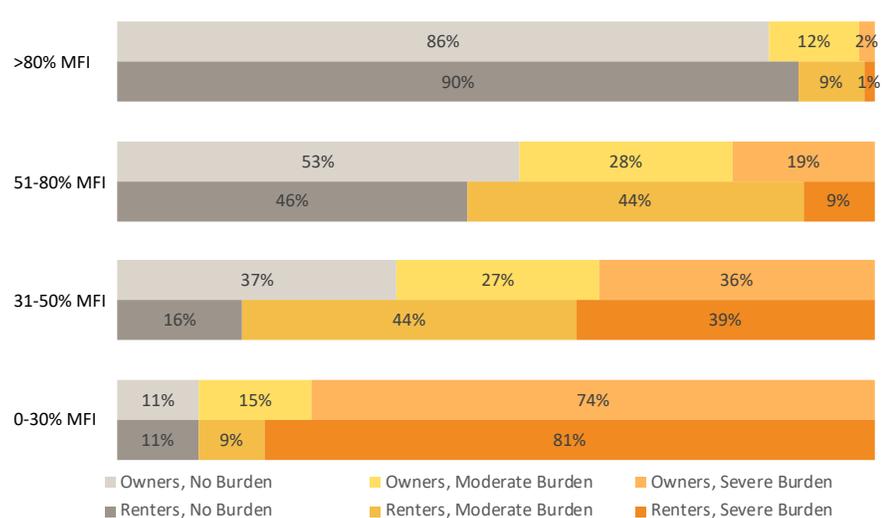
Percent Population Below 50% of the Poverty Line¹⁵

7%

Population Experiencing Homelessness¹⁶

13,953 (0.35% of all Oregonians)

Cost Burden by Income and Tenure¹⁷



RURAL OREGONIANS

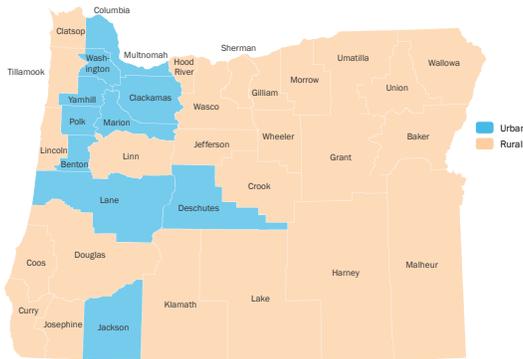
POPULATION

of People¹
855,596

Pop Change 2010 to present²
1.1%

Avg. HH Size³
2.44 persons

Rural Counties in Oregon



INCOME

Median HH Income⁵
\$42,757

Median HH Income on Fixed Income⁶
\$32,942

Population by Income Bracket⁷



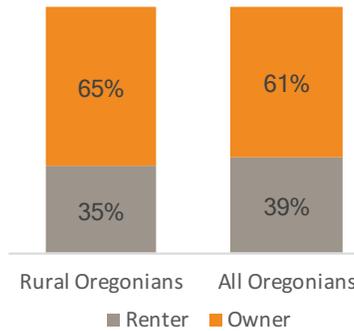
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,777

Avg. Home Value to Income Ratio⁹
w/ mortg. 2.8
w/o mortg. 3.5

Home Applications and Denial Rate¹⁰
32,898 (20.3% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
30%

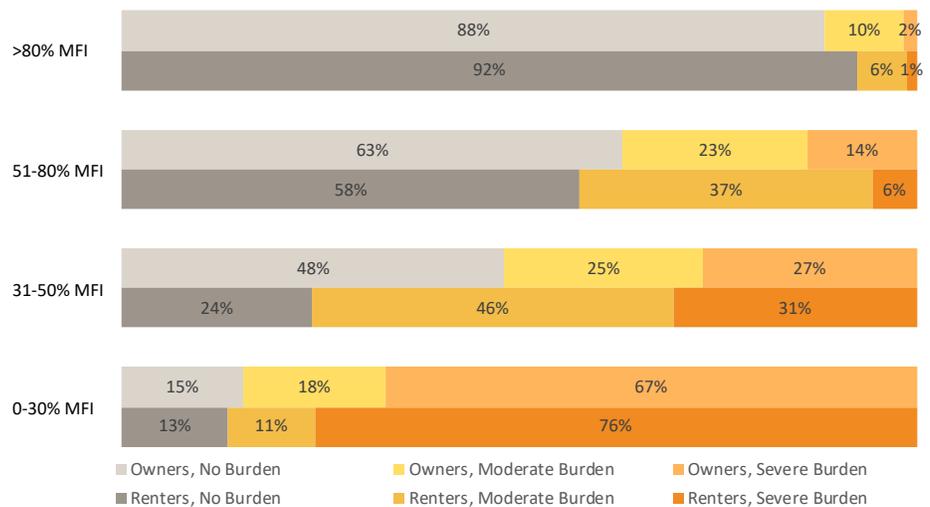
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$795

HOUSING CHALLENGES

Percent Population Below Poverty¹⁴
18%

Population Experiencing Homelessness¹⁶
3,783 (0.4% of all rural Oregonians)

Cost Burden by Income and Tenure¹⁷



URBAN OREGONIANS

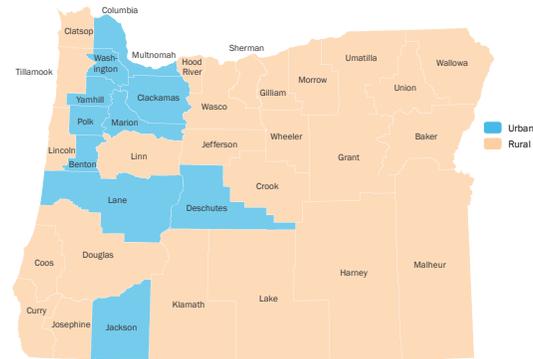
POPULATION

of People¹
3,083,637

Pop Change 2010 to present²
5.8%

Avg. HH Size³
2.44 persons

Urban Counties in Oregon

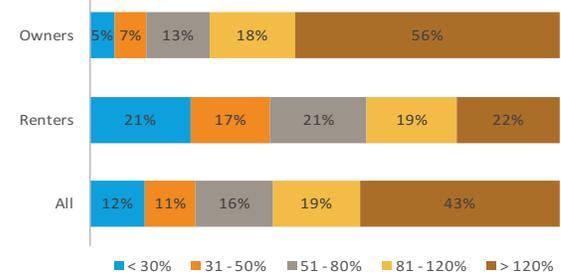


INCOME

Median HH Income⁵
\$54,419

Median HH Income on Fixed Income⁶
\$39,061

Population by Income Bracket⁷



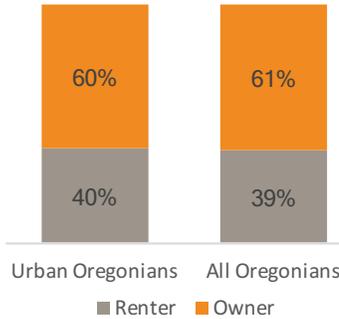
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,197

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 3.9

Home Applications and Denial Rate¹⁰
159,675 (14.5% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
31%

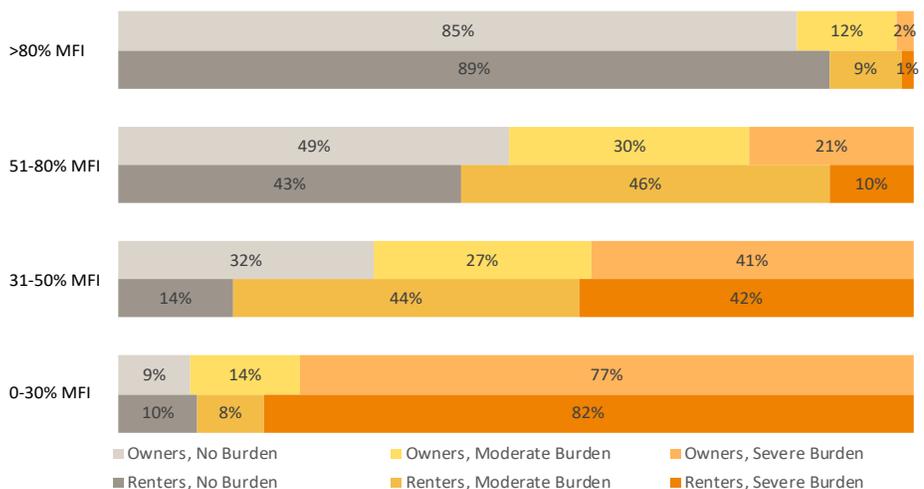
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$955

HOUSING CHALLENGES

Percent Population Below Poverty¹⁴
16%

Population Experiencing Homelessness¹⁶
10,170 (0.33% of all urban Oregonians)

Cost Burden by Income and Tenure¹⁷



HISPANIC OR LATINO

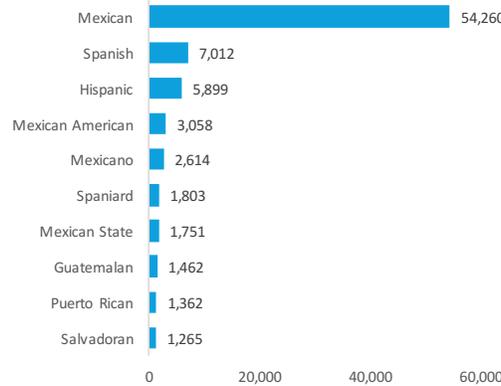
POPULATION

of People¹
485,646

Population Change 2010 to present²
15.6%

Avg. HH Size³
3.4 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

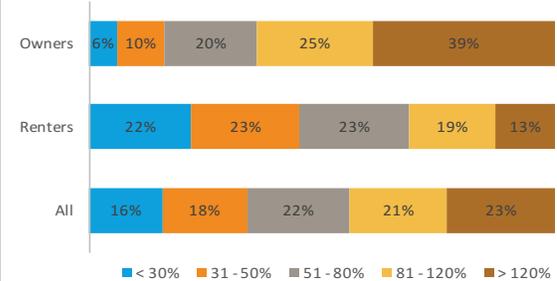


INCOME

Median HH Income⁵
\$41,062

Median HH Income on Fixed Income⁶
\$31,900

Population by Income Bracket⁷



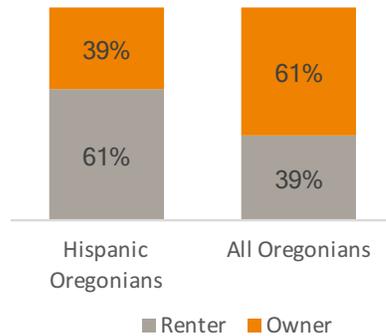
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,600

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 2.1

Home Applications and Denial Rate¹⁰
9,911 (21% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
30.9%

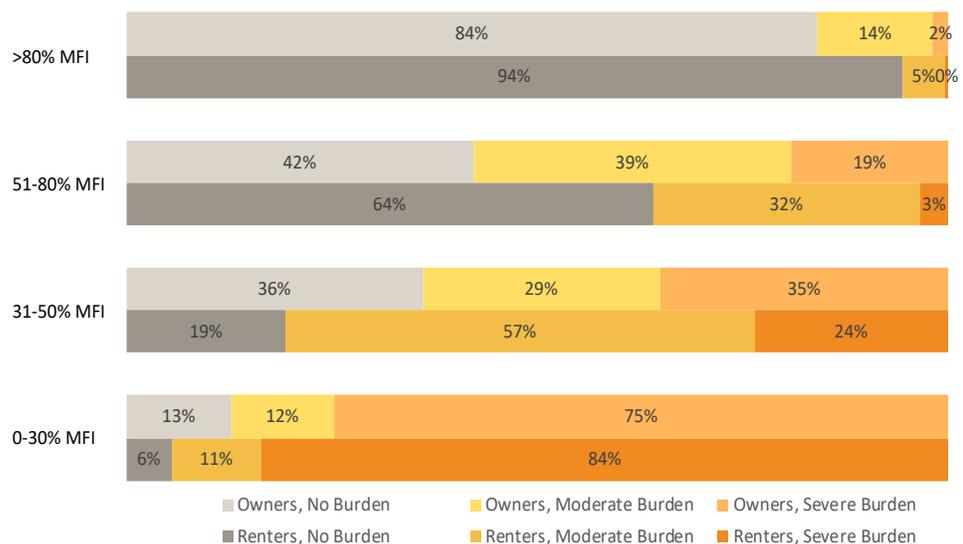
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$730

HOUSING CHALLENGES

Percent Below Poverty¹⁴
28%

Population Experiencing Homelessness¹⁶
1,494 (0.3% of all Hispanic or Latino Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC WHITE ALONE

POPULATION

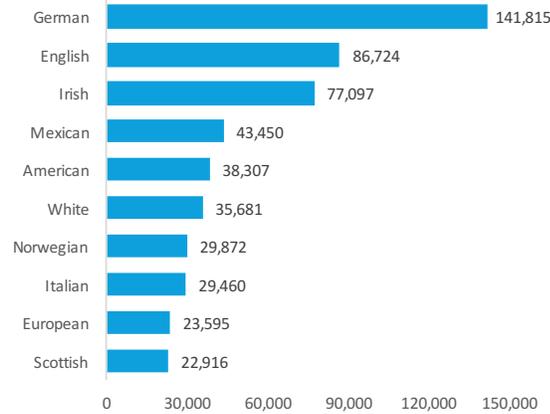
of People¹
3,041,088

of People, Alone or in Combination, any Ethnicity¹⁹
3,501,938

Population Change 2010 to present²
0.2%

Avg. HH Size³
2.3 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

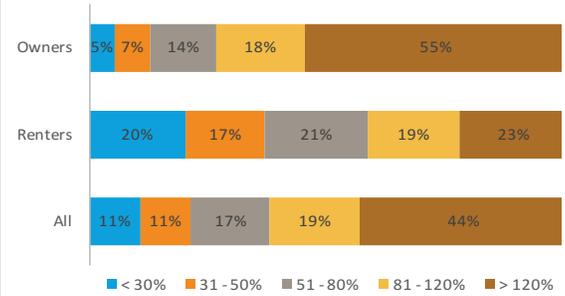


INCOME

Median HH Income⁵
\$53,185

Median HH Income on Fixed Income⁶
\$37,557

Population by Income Bracket⁷



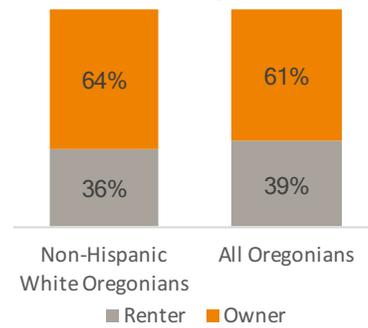
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,135

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 3.9

Home Applications and Denial Rate¹⁰
141,709 (15% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
30.2%

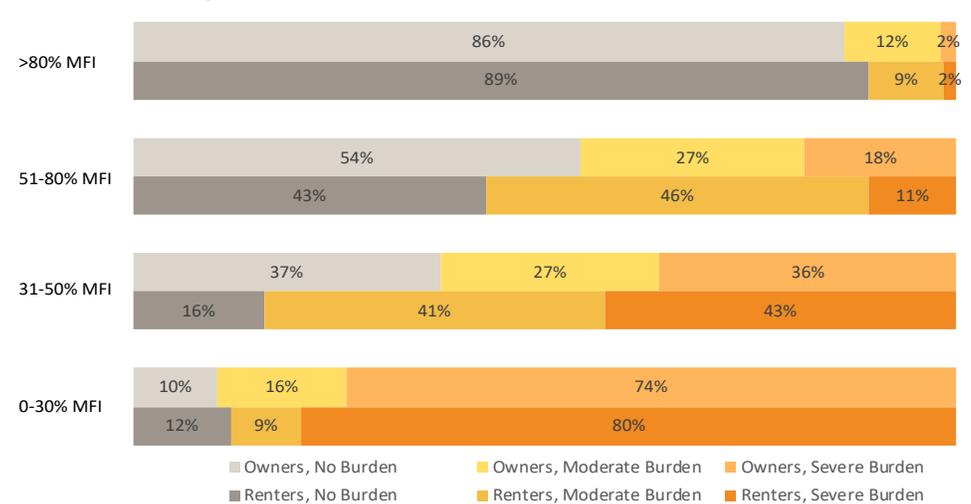
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$991

HOUSING CHALLENGES

Percent Below Poverty¹⁴
10.8%

Population Experiencing Homelessness¹⁶
11,332 (0.4% of White Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC BLACK OR AFRICAN AMERICAN ALONE

POPULATION

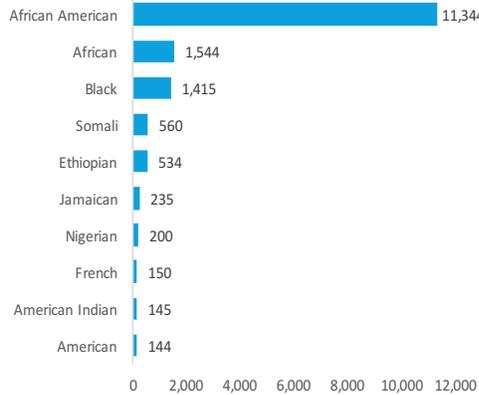
of People¹
70,906

of People, Alone or in Combination, any Ethnicity¹⁹
105,962

Population Change 2010 to present²
10.9%

Avg. HH Size³
2.34 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

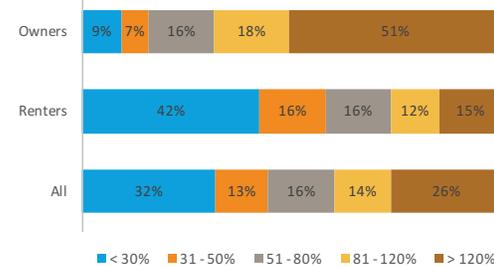


INCOME

Median HH Income⁵
\$32,509

Median HH Income on Fixed Income⁶
\$20,711

Population by Income Bracket⁷



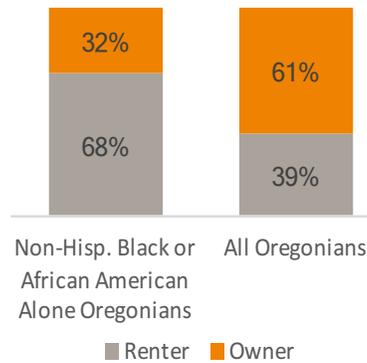
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,012

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.1
w/o mortg. 4.9

Home Applications and Denial Rate¹⁰
1,918 (18% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
38.9%

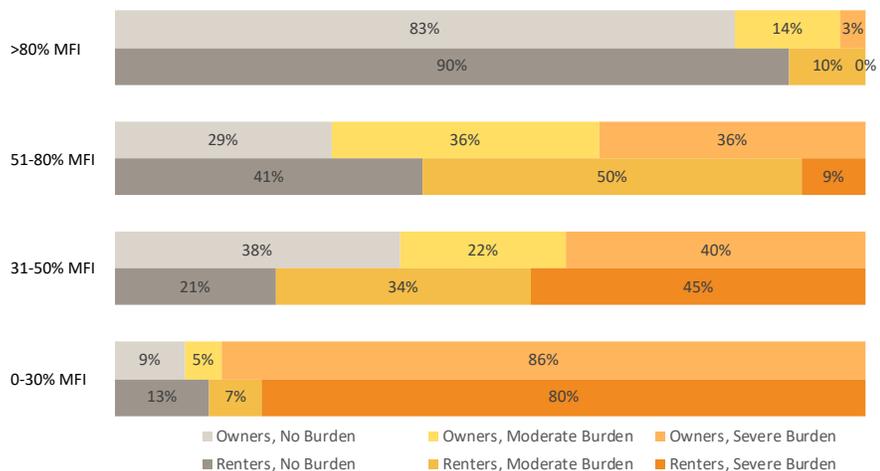
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$527

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
831 (1.2% of Black or African American Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC ASIAN ALONE

POPULATION

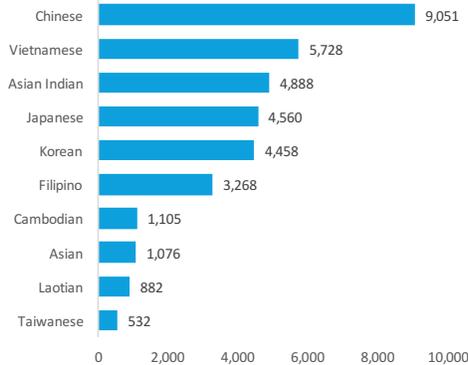
of People¹
153,630

of People, Alone or in Combination, any Ethnicity¹⁹
210,781

Population Change 2010 to present²
13.4%

Avg. HH Size³
2.71 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸



INCOME

Median HH Income⁵
\$65,623

Median HH Income on Fixed Income⁶
\$34,326

Population by Income Bracket⁷



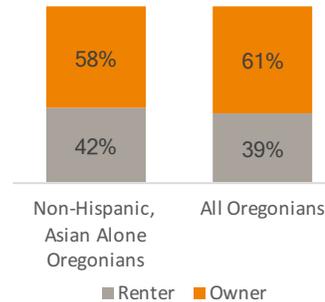
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,441

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 3.7

Home Applications and Denial Rate¹⁰
6,931 (14% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
27.7%

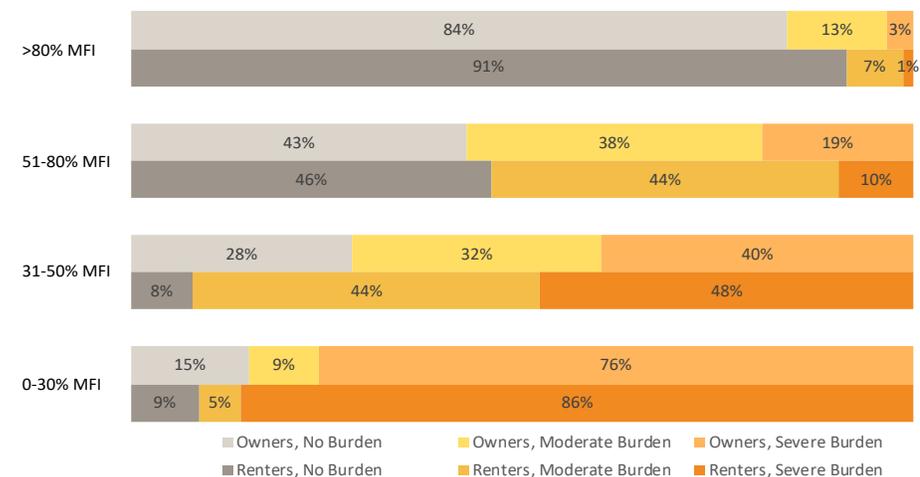
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$1,030

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
79 (0.1% of Asian Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC NATIVE AMERICAN OR ALASKAN NATIVE

POPULATION

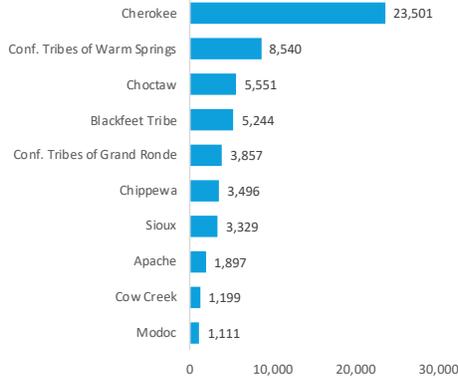
of People¹
35,453

of People, Alone or in Combination, any Ethnicity¹⁹
117,337

Population Change 2010 to present²
-5.8%

Avg. HH Size³
2.6 persons

Top 10 Tribal Affiliations Reported by Profile Respondents in Census¹⁸

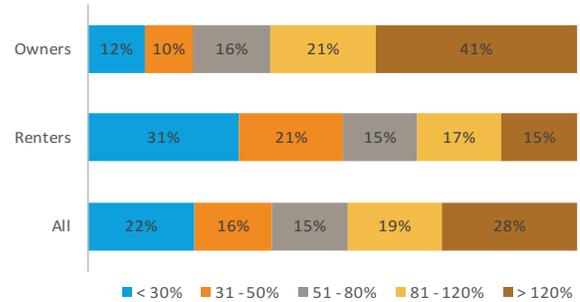


INCOME

Median HH Income⁵
\$36,046

Median HH Income on Fixed Income⁶
\$28,470

Population by Income Bracket⁷



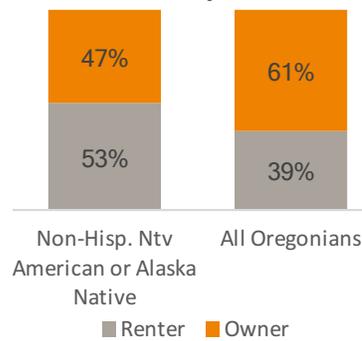
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,567

Avg. Home Value to Income Ratio⁹
w/ mortg. 2.7
w/o mortg. 3.8

Home Applications and Denial Rate¹⁰
1,028 (23.9% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
33.6%

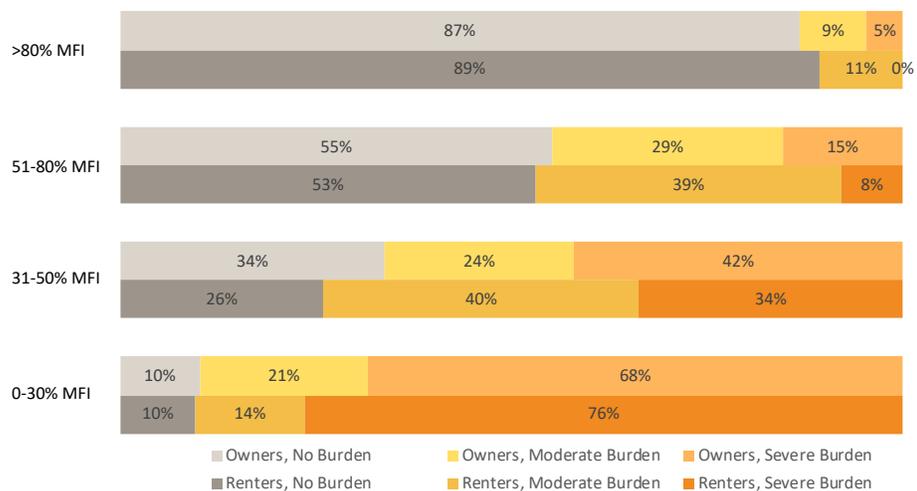
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$657

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
587 (2.0% of Native American or Alaskan Native Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC NATIVE HAWAIIAN OR OTHER PACIFIC ISLANDER ALONE

POPULATION

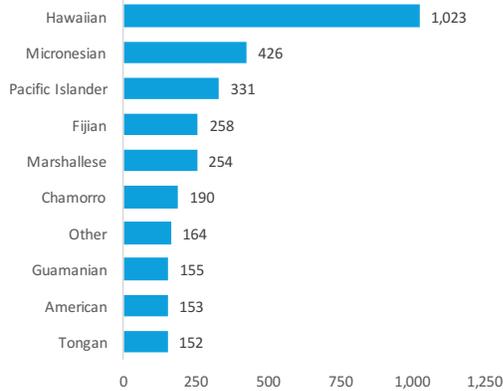
of People¹
15,757

of People, Alone or in Combination, any Ethnicity¹⁹
29,743

Population Change 2010 to present²
39.6%

Avg. HH Size³
3.2 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

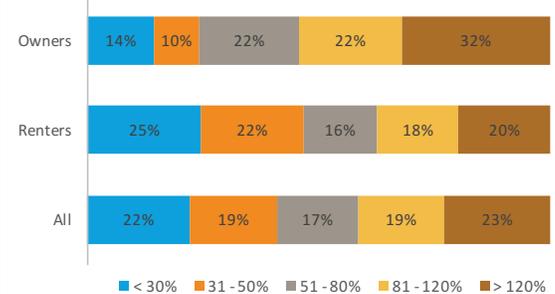


INCOME

Median HH Income⁵
\$35,040

Median HH Income on Fixed Income⁶
\$33,525

Population by Income Bracket⁷



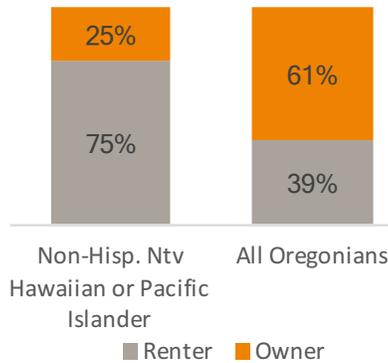
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,627

Avg. Home Value to Income Ratio⁹
w/ mortg. 2.5
w/ mortg. 6.6

Home Applications and Denial Rate¹⁰
702 (20.9% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
32.3%

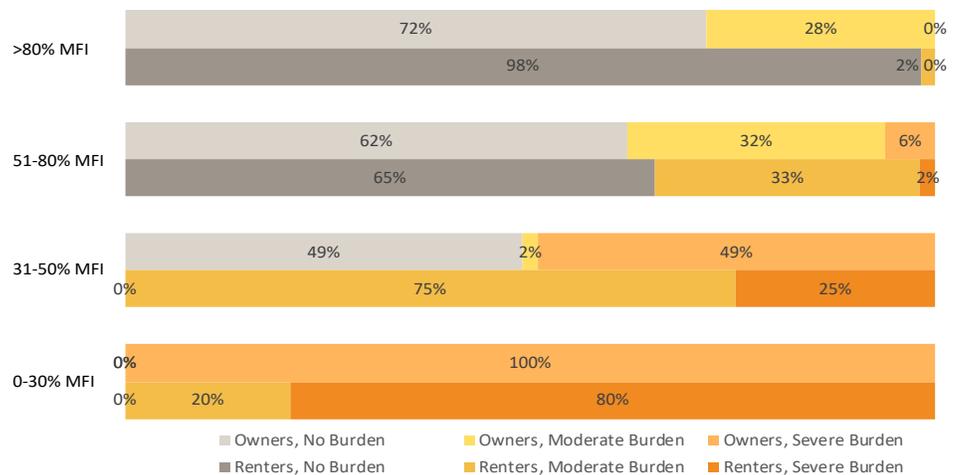
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$838

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
174 (1.1% of Native Hawaiian or Other Pacific Islander Oregonians)

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC SOME OTHER RACE ALONE

POPULATION

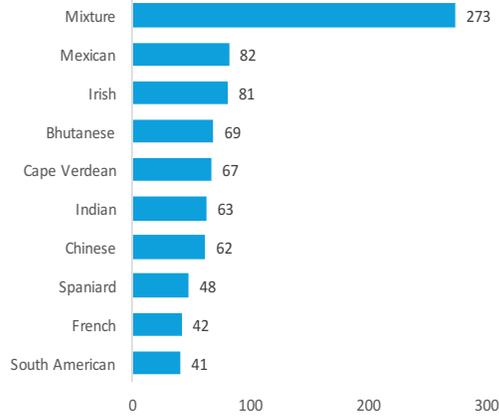
of People¹
3,939

of People, Alone or in Combination, any Ethnicity¹⁹
151,789

Population Change 2010 to present²
4.7%

Avg. HH Size³
2.6 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

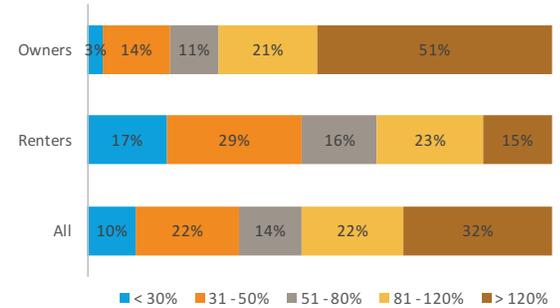


INCOME

Median HH Income⁵
\$41,009

Median HH Income on Fixed Income⁶
\$35,638

Population by Income Bracket⁷



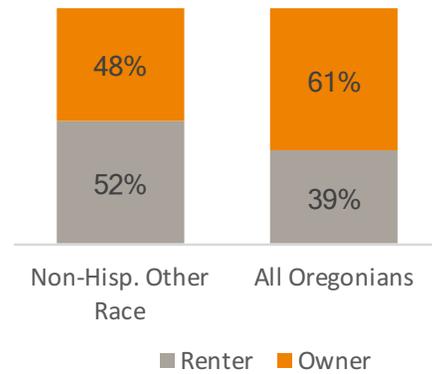
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,530

Avg. Home Value to Income Ratio⁹
w/ mortg. 4.3
w/o mortg. 5.5

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
31.2%

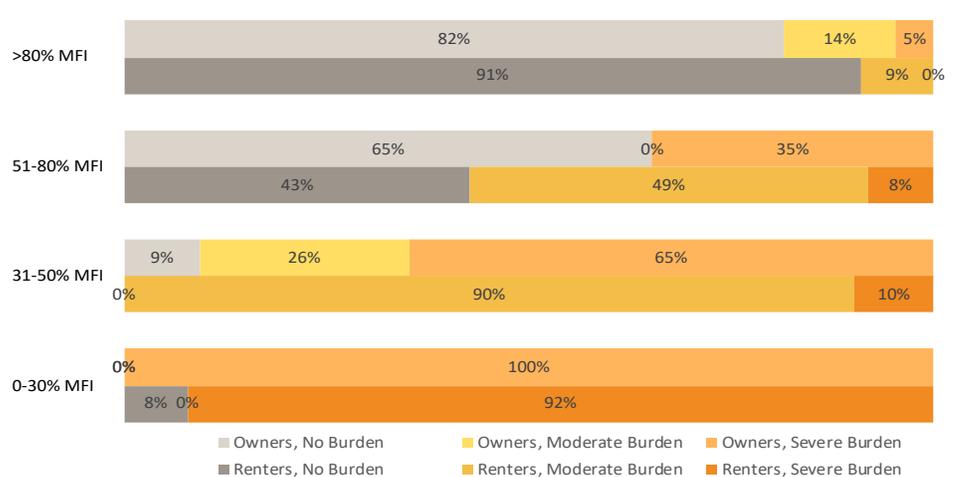
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$678

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
NA

Cost Burden by Income and Tenure¹⁷



NON-HISPANIC TWO OR MORE RACES

POPULATION

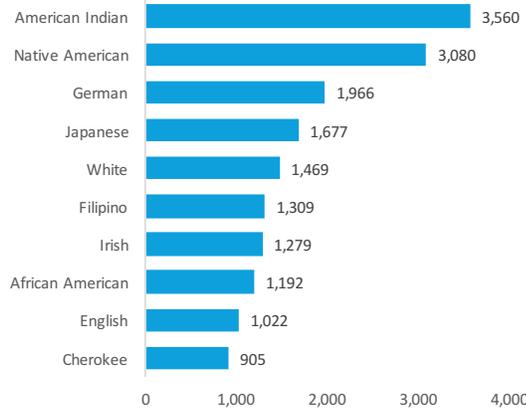
of People¹
129,995

of People, Alone or in Combination, any Ethnicity¹⁹
NA

Population Change 2010 to present²
23.4%

Avg. HH Size³
2.5 persons

Top 10 Ancestries Reported by Profile Respondents in Census¹⁸

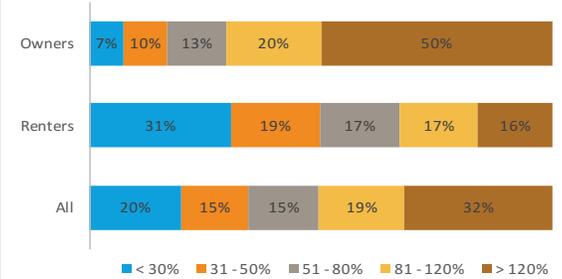


INCOME

Median HH Income⁵
\$43,138

Median HH Income on Fixed Income⁶
\$26,656

Population by Income Bracket⁷



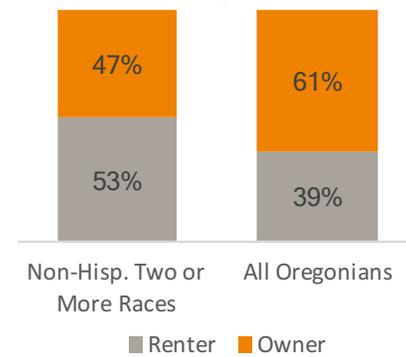
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,871

Avg. Home Value to Income Ratio⁹
w/ mortg. 2.9
w/o mortg. 3.6

Home Applications and Denial Rate¹⁰
1,467 (20% denied)

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
35.9%

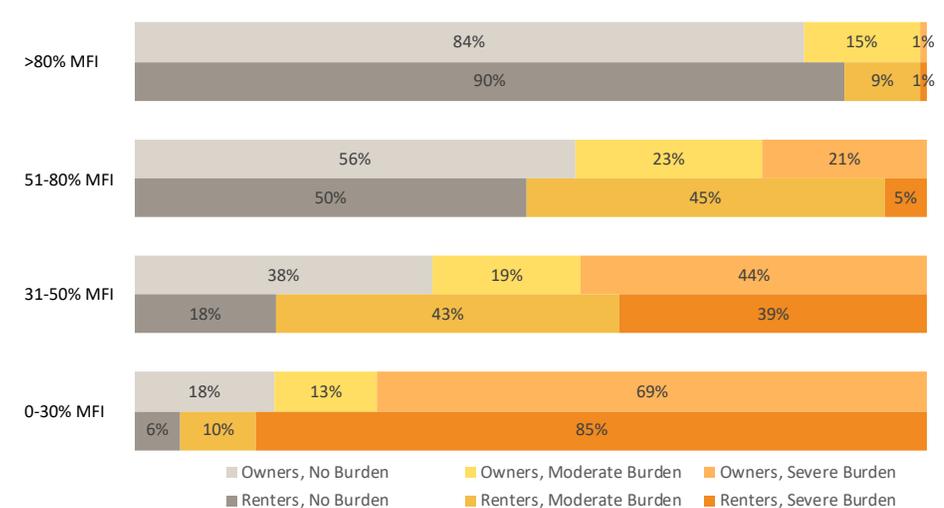
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$751

HOUSING CHALLENGES

Percent Below Poverty¹⁴
NA

Population Experiencing Homelessness¹⁶
950 (0.7% of Oregonians of Two or More Races)

Cost Burden by Income and Tenure¹⁷



SENIOR (65+) HOUSEHOLDS

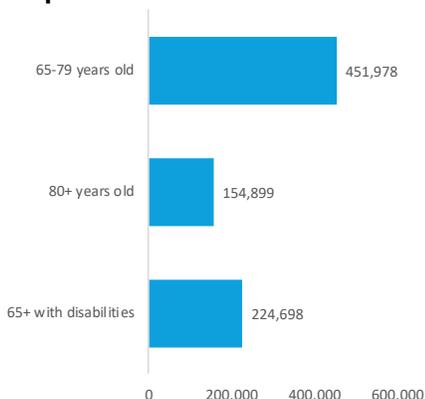
POPULATION

of People¹
606,877

Population Change 2010 to present²
19.5%

Avg. HH Size³
1.7 persons

Seniors by Age Group and Disability Status by Profile Respondents in Census¹⁸

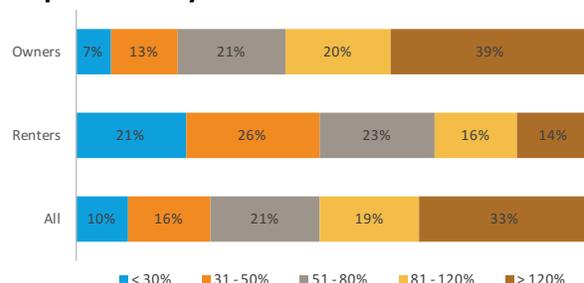


INCOME

Median HH Income⁵
\$39,778

Median HH Income on Fixed Income⁶
\$37,355

Population by Income Bracket⁷



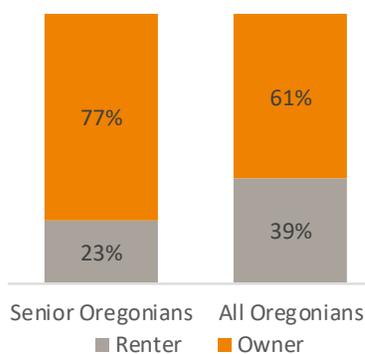
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,645

Avg. Home Value to Income Ratio⁹
w/ mortg. 4.1
w/o mortg. 4.5

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
36.8%

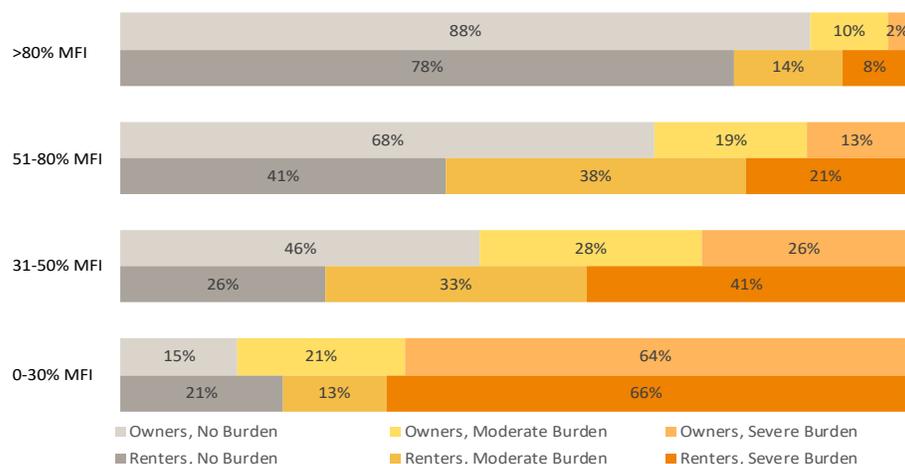
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$1,014

HOUSING CHALLENGES

Percent Below Poverty¹⁴
8%

Population Experiencing Homelessness¹⁶
NA

Cost Burden by Income and Tenure¹⁷



HOUSEHOLDS WITH CHILDREN

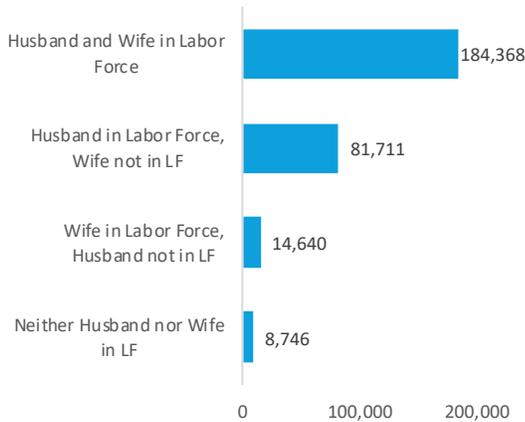
POPULATION

of People¹
290,408

Population Change 2010 to present²
NA

Avg. HH Size³
4.3 persons

Family Employment Status by Profile Respondents in Census¹⁸

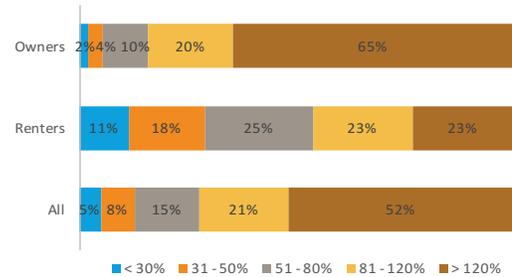


INCOME

Median HH Income⁵
\$77,263

Median HH Income on Fixed Income⁶
\$68,086

Population by Income Bracket⁷



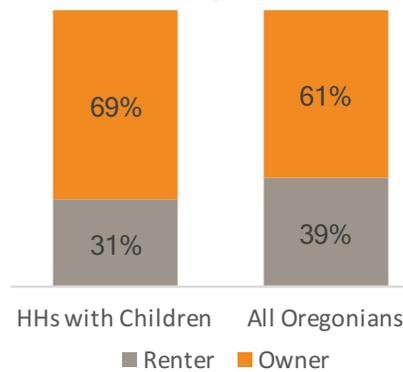
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$2,368

Avg. Home Value to Income Ratio⁹
w/ mortg. 2.6
w/o mortg. 2.7

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
26.7%

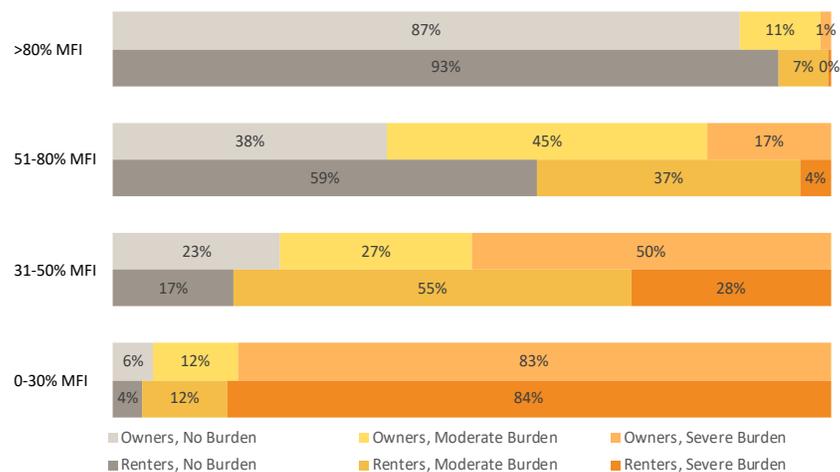
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$1,146

HOUSING CHALLENGES

Percent Below Poverty¹⁴
18%

Population Experiencing Homelessness¹⁶
4,124 (1.0% of all Oregonians in this profile)

Cost Burden by Income and Tenure¹⁷



SINGLE PARENT HOUSEHOLDS WITH CHILDREN

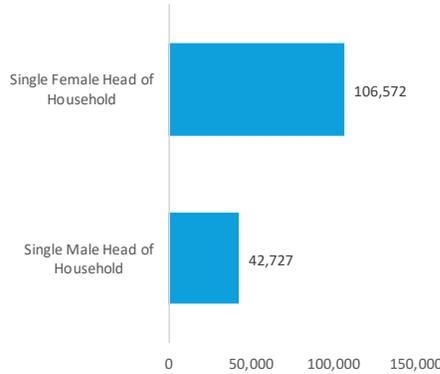
POPULATION

of People¹
149,299

Population Change 2010 to present²
NA

Avg. HH Size³
3.5 persons

Single Parent Head of Household by Profile Respondents in Census¹⁸



INCOME

Median HH Income⁵
\$34,644

Median HH Income on Fixed Income⁶
\$34,644

Population by Income Bracket⁷



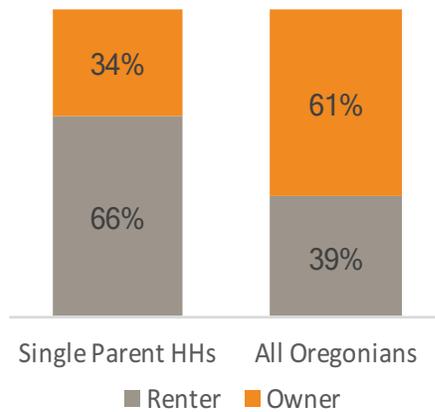
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,521

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.4
w/o mortg. 3.0

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
38.2%

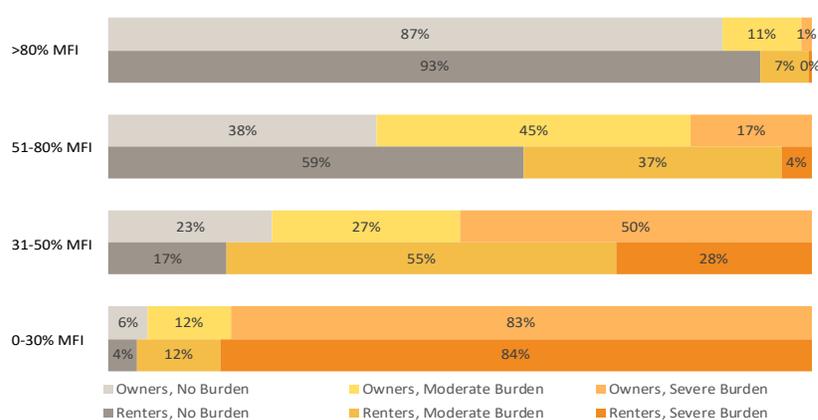
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$510

HOUSING CHALLENGES

Percent Below Poverty¹⁴
37%

Population Experiencing Homelessness¹⁶
NA

Cost Burden by Income and Tenure¹⁷



OREGONIANS WITH ONE OR MORE DISABILITIES

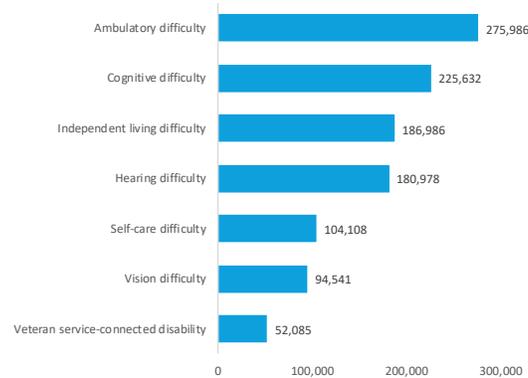
POPULATION

of People¹
562,324

Population Change 2010 to present²
11.2%

Avg. HH Size³
2.0 persons

Reported Disability by Disability Type in Census¹⁸

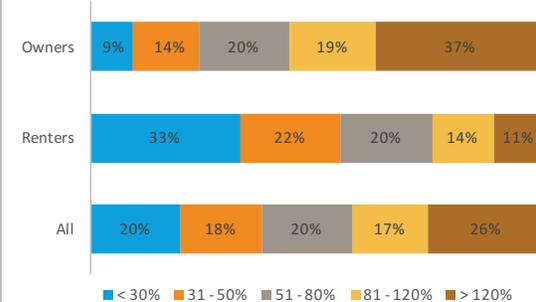


INCOME

Median HH Income⁵
\$32,307

Median HH Income on Fixed Income⁶
\$27,844

Population by Income Bracket⁷



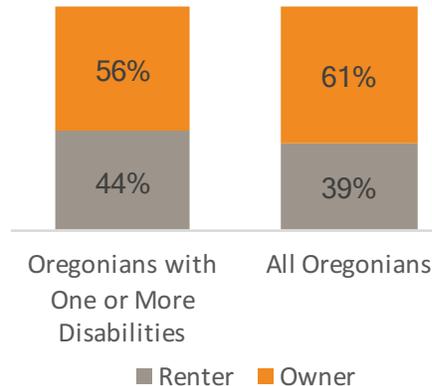
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,590

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.4
w/o mortg. 3.9

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
38.6%

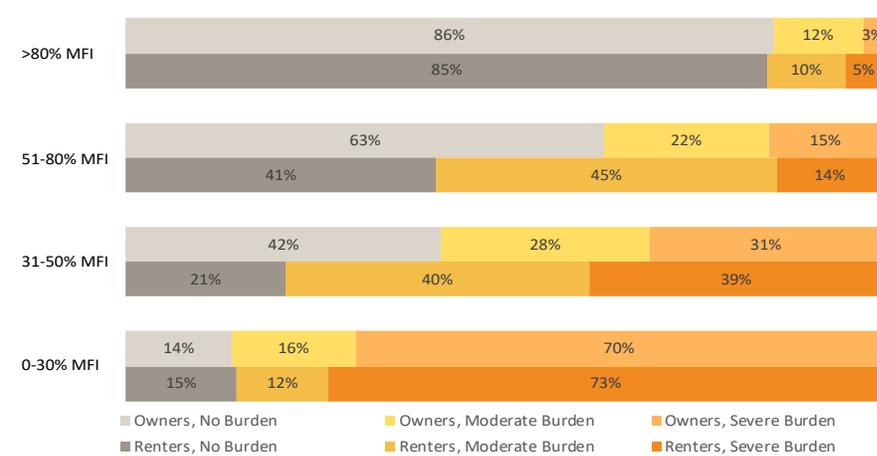
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$698

HOUSING CHALLENGES

Percent Below Poverty¹⁴
23%

Population Experiencing Homelessness¹⁶
NA

Cost Burden by Income and Tenure¹⁷⁸



VETERAN OREGONIAN

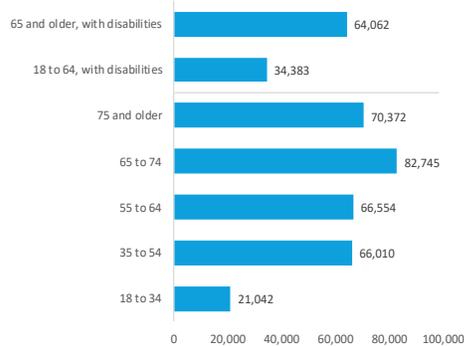
POPULATION

of People¹
306,723

Population Change 2010 to present²
-11.3%

Avg. HH Size³
2.1 persons

Veterans by Age Category and Disability Status in Census¹⁸



INCOME

Median HH Income⁵
\$54,336

Median HH Income on Fixed Income⁶
\$45,885

Population by Income Bracket⁷



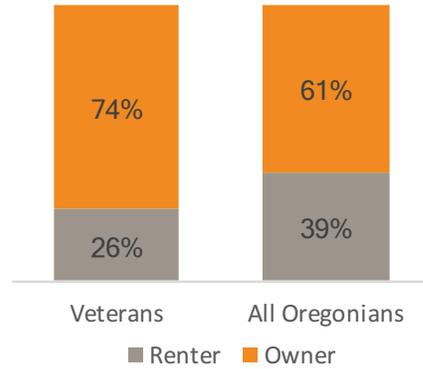
HOMEOWNERSHIP

Max Affordable Monthly Mortgage for Median Owner Family in Profile⁸
\$1,932

Avg. Home Value to Income Ratio⁹
w/ mortg. 3.0
w/o mortg. 3.8

Home Applications and Denial Rate¹⁰
NA

Homeownership Rate¹¹



RENTING

Avg. Percent of Income Spent on Rent¹²
29.2%

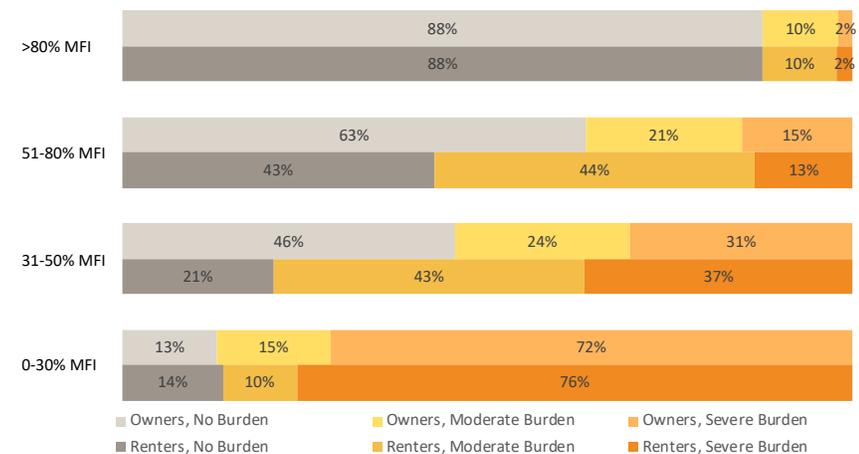
Max Affordable Monthly Rent for Median Renter Family in Profile¹³
\$1,176

HOUSING CHALLENGES

Percent Below Poverty¹⁴
8%

Population Experiencing Homelessness¹⁶
1,244 (0.4% of all Oregon Veterans)

Cost Burden by Income and Tenure¹⁷



Profile Sources:

- ¹ U.S. Census Bureau, American Community Survey, 5-year estimates, 2011–2015.
- Table B01003 – Total Population: All Oregonians, Rural Oregonians, Urban Oregonians.
 - Table B01011 – Sex by Age (Hispanic or Latino): Hispanic or Latino.
 - Table B18101 – Sex by Age by Disability Status: Oregonians with One or More Disabilities.
 - Table CP05 – Comparative Demographic Estimates: Non-Hispanic White Alone, Non-Hispanic Black or African American Alone, Non-Hispanic Asian Alone, Non-Hispanic Native American or Alaskan Native Alone, Non-Hispanic Native Hawaiian or Other Pacific Islander Alone, Non-Hispanic Oregonians of Some Other Race Alone, Non-Hispanic Oregonians of Two or More Races.
 - Table B02001 Race Universe: Total Population: White Alone or in Combination, Black or African American Alone or in Combination, American Indian or Alaskan Native Alone or in Combination, Asian Alone or in Combination, Other Race Alone or in Combination, Native Hawaiian or Other Pacific Islander Alone or in Combination
 - Table S0103 – Population 65 Years and Over in the United States (Oregon): Seniors (Age 65+).
 - Table S2101 – Veteran Status: Veteran Oregonians.
 - Public Use Microdata: Households with Children, Single-Parent Households with Children.
- ² *Ibid.* American Community Survey, 5-year estimates, 2006-2010.
- Table B01003 – Total Population: All Oregonians, Rural Oregonians, Urban Oregonians.
 - Table B18101 – Sex by Age by Disability Status: Oregonians with One or More Disabilities.
 - Table CP05 – Comparative Demographic Estimates: Non-Hispanic White Alone, Non-Hispanic Black or African American Alone, Non-Hispanic Asian Alone, Non-Hispanic Native American or Alaskan Native Alone, Non-Hispanic Native Hawaiian or Other Pacific Islander Alone, Non-Hispanic Oregonians of Some Other Race Alone, Non-Hispanic Oregonians of Two or More Races.
 - Table S0103 – Population 65 Years and Over in the United States (Oregon): Seniors (Age 65+).
 - Table S2101 – Veteran Status: Veteran Oregonians.
- ³ U.S. Census Bureau, American Community Survey Public Use Microdata, 5-year estimates, 2011–2015.
- ⁴ Oregon Economic Forecast, Appendix C: Population Forecast, Table C.1, August 29, 2018.
- ⁵ U.S. Census Bureau, American Community Survey Public Use Microdata, 5-year estimates, 2011–2015.
- ⁶ *Ibid.*
- ⁷ *Ibid.*
- ⁸ *Ibid.* Note: This statistic reflects the median income of families who are homeowners and still paying off their mortgage. Families that have fully paid off their mortgages are not included in this statistic.
- ⁹ *Ibid.*
- ¹⁰ Housing Mortgage Disclosure Act (HDMA), Action Taken Name, 2016.
- ¹¹ U.S. Census Bureau, American Community Survey Public Use Microdata, 5-year estimates, 2011–2015.
- ¹² *Ibid.*
- ¹³ *Ibid.*
- ¹⁴ U.S. Census Bureau, American Community Survey, 5-year estimates, 2011–2015.
- Table B1701 – Poverty Status in the Past 12 Months: All Oregonians, Rural Oregonians, Urban Oregonians, Hispanic or Latino, Oregonians with One or More Disabilities.

- Table B17012 – Poverty Status in the Past 12 Months of Families by Household by Type of Related Children Under 18 Years: Single-Parent Household with Children.
- Table S1702 – Poverty Status in the Past 12 Months of Families: Households with Children.
- Table S2101 – Veteran Status: Veteran Oregonians.

¹⁵ *Ibid.*

¹⁶ Oregon Housing and Community Services, Oregon Point-In-Time Homeless Counts, 2017.

¹⁷ U.S. Census Bureau, American Community Survey Public Use Microdata, 5-year estimates, 2011–2015.

¹⁸ *Ibid.*

¹⁹ U.S. Census Bureau, American Community Survey, 5-year estimates, 2011–2015.

- Table B02008 – White Alone or in Combination with One or More Other Races.
- Table B02009 – Black or African American Alone or in Combination with One or More Other Races.
- Table B02010 – American Indian and Alaska Native Alone or in Combination with One or More Other Races.
- Table B02011 – Asian Alone or in Combination with One or More Other Races.
- Table B02012 – Native Hawaiian and Other Pacific Islander Alone or in Combination with One or More Other Races.
- Table B02013 – Some Other Race Alone or In Combination with One or More Other Races.

Additional Profiles of Housing Needs

The U.S. Census Bureau does not capture all types of household profiles, so additional qualitative research has been done to assess the housing needs of additional household types.

Foster Youth

Foster youth, and youth and their families that are engaged with the child welfare system as a whole, have unique needs and face unique challenges to achieving stable housing. Currently, OHCS is working with Oregon DHS to better collaborate on the housing component of the child welfare system, sharing data to better understand and serve those families and youth who are impacted by it. This process is just beginning, and, as such, the existing housing data for this subpopulation is not as robust as the housing data of other populations that is more regularly and intentionally collected.

In 2016, 11,191 children spent at least one day in some form of foster care. White children made up the largest racial/ethnic group at just under 70 percent of the total population. While the largest, this percentage is disproportionately small compared to Oregon's total population, which is 76 percent White. African Americans (two percent of total) and Native Americans (one percent of total) had disproportionately high representation amongst foster youth, at six percent and five percent of that population, respectively.

Independent Living Program Alumni:

Studies have shown 42% of foster youth becoming disengaged from education between ages 17-19, with 31% of them obtaining some type of employment. From ages 19-21, an additional 30% become disengaged from education and only one percent of them obtain some type of employment. This suggests that 58% of these individuals are not employed whatsoever, and the youth that are employed have predominantly taken jobs with low education requirements, which are less likely to pay a living wage.³ Without a living wage, or any wage at all, stable housing is a very serious concern amongst this population, and the risk of homelessness is common.

One study found that approximately 36% of the alumni of the foster system indicated that there had been times when they did not have a place to live (19% reported living on the streets and 18% lived in a homeless shelter). Even amongst youth that were not homeless, they tended to be housed in an unstable manner; 35% had moved five or more times since leaving foster care. Just over half (51%) of the respondents to this study reported receiving housing assistance, with almost a third reporting they did not have a

³ Bridges, Bobby Jr. "Oregon's Foster Youth: Waiting for a Unified Systems' Approach." *Youth & You*. Oregon Youth Development Council. 2016. http://www.oregonyouthdevelopmentcouncil.org/wp-content/uploads/2016/09/Foster-Youth-Position-Paper_YDC.pdf

place to live after discharge and 50% did not have at least \$250 when they exited. Just 16% received assistance in the form of money to assist with housing.⁴

Independent Living Programs (ILP) are a resource offered by Oregon's Department of Human Services (DHS) that provides vital resources to older youth either currently in or recently removed from the child welfare system to help them learn the skills and gain baseline resources and human capital necessary to live independently in the community. These resources include education and work skills training grants, classes teaching necessary independent living skills, and housing subsidies. In 2016, 1,359 children received ILP services of some kind.⁵

Problems persist with this population though, particularly with regards to housing, crime, and employment. Upon reaching age 17, baseline survey data from a 2011 ILP cohort showed that 23% of foster youth had experienced homelessness before in their lifetime. A follow-up survey in 2013 showed 16% of respondents experienced homelessness in the 2 years between surveys, and another survey in 2015 showed 12% of respondents experienced homelessness from 2013 to 2015.⁶ These numbers highlight the persistent risk of homelessness among this population, and the need for continued support structures as they age out of the system.

Foster Youth Biological Parent Reunification:

In 2016, 11,848 children were confirmed by DHS to be victims of child abuse or neglect, and 29% of those victims, close to 3,500, were removed from their homes. Importantly, having unstable housing, or not being housed, cannot be deemed a reason to remove a child from their family by a DHS caseworker. There must be some other indicator of abuse or neglect present that risks the child's safety. As such, caseworkers are not required to keep track of the families' housing situations. This makes the data harder to analyze, as well as less complete and reliable which likely leads to an underestimate of the prevalence of the issues. However, with data that is available, it was reported in 9.9% of cases in which there was found abuse that the family had inadequate housing, and in 17.5% of cases the family was experiencing financial distress. For all foster care entrants, having inadequate housing was identified as at least one removal reason in 15.2% of cases.⁷ The majority of children exiting foster care do so through reunification with their biological family. Of the 3,679 children who exited care in Oregon in 2016, 58.2% of them went back to their families and 20.4% of them were adopted.

One of the primary goals of the data partnership between DHS and OHCS will be to identify the specific housing need biological parents have that is keeping them from reunifying with their children, or that is contributing to the removal of their children in the first place.

⁴ Reilly, Thom. November 2003. "Transition from care: Status and outcomes of youth who age out of foster care." *Child Welfare* 82 (6): 727-746. http://www.thomreillypublications.com/docs/2003_Transition_From_Care.pdf

⁵ Office of Business Intelligence. "2016 Child Welfare Data Book." Oregon Department of Human Services, April 2017. <http://www.oregon.gov/DHS/CHILDREN/CHILD-ABUSE/Documents/2016-cw-data-book.pdf>

⁶ Children's Bureau. "FY 15 Data Snapshot, Oregon." National Youth in Transition Database. December, 2015. <http://www.oregon.gov/DHS/CHILDREN/FOSTERCARE/ILP/Documents/OR%20FY11-15%20Data%20Snapshot.pdf>

⁷ OBI DHS, 2016 Child Welfare Data Book.

LGBTQ+ Community

Housing discrimination is pervasive for the Lesbian, Gay, Bisexual, Transgender, Queer Plus (LGBTQ+) community.⁸ Antidotal evidence and recent studies both show that same-sex couples experience discrimination in the rental housing market. Relative to heterosexual couples, people file complaints based on discrimination based on sexual identity or gender identity almost as frequently as complaints based on racial discrimination.⁹ In 2015, it was found that nationally approximately one in four transgender people experience some form of housing discrimination because of their gender identity.¹⁰ In 2015, The National Center for Transgender Equality conducted a survey examining the experiences of transgender people in the United States. Of the 1,152 Oregon respondents, 24 percent experienced some form of housing discrimination in the past year, 37 percent experienced homelessness at some point in their lives, and 12 percent experienced homeless in the past year because of being transgender. Transgender women of color are more likely to report being homeless because of being transgender. Of the transgender people who experienced homelessness in the last year, 32 percent avoided staying in a shelter because they feared being mistreated as a transgender person. Of transpeople that stayed in shelters, seven out of ten reported some form of mistreatment including being harassed, sexually or physically, assaulted or were kicked out because of being transgender.¹¹

A recent study about the reasons the LGBTQ+ youth report they are homeless, reflects that 40 percent of homeless youth identify as LGBTQ+, 46 percent experienced family rejection, 43 percent are forced out of their houses by parents or guardians, 32 percent are experiencing physical, emotional or sexual abuse at home, and 17 percent have aged out of the foster system.¹²

The LGBTQ+ community experiences housing discrimination based on and bias and housing instability. In addition, the LGBTQ+ community is subjected to violence, ridicule and harassment, making them extremely vulnerable when homeless or housing insecure. Because there is limited data collected on the community it is difficult to be precise to about the extent of the housing crisis as it relates to the LGBTQ+ community. Being homeless is dangerous for all people. That danger is exacerbated when the person is exposed to violence or cannot take advantage of shelters or other services because of their gender or sexual identity. Furthermore, LGBTQ+ people seeking housing are faced with discrimination when they seek housing.

⁸ Intersecting Injustice: A Call to Action, Social Justice Sexuality Project Graduate Center City University of New York (2018), 46

⁹ An Estimate of Housing Discrimination Against Same Sex Couples, HUD (2013) https://www.huduser.gov/portal/Publications/pdf/Hsg_Disc_against_SameSexCpls_v3.pdf, Evidence of Housing Discrimination Based on Sexual Orientation and Gender Identity

¹⁰ Ibid

¹¹ 2015 US Transgender Survey Oregon State Report, www.UStransSurvey.org

¹² Durso, L.E., & Gates, G.J. (2012). Serving Our Youth: Findings from a National Survey of Service Providers Working with Lesbian, Gay, Bisexual, and Transgender Youth who are Homeless or At Risk of Becoming Homeless. Los Angeles: The Williams Institute with True Colors Fund and The Palette Fund.

People Living with HIV/AIDS

As of December 2017, nearly 7,725 Oregonians were living with HIV/AIDS. Over the last three years, an average of approximately 206 people were diagnosed annually with HIV and an average of 89 persons with HIV died each year over the same time period. More than two out of every three (68%) people living with HIV (PLWH) in Oregon are residents of the Portland metropolitan area.¹³

Fortunately, the life expectancy of people living with HIV in Oregon is increasing. The average age of people living with HIV/AIDS went from 45 in 2008 to 48 in 2015, and as a result, the number of people living with HIV over age 50 also increased. In 2015, the average age at diagnosis was 37.7 for males and 37.1 for females, and men were about seven times more likely than women to be diagnosed with HIV. The rate of diagnosis among American Indian/Alaska Natives was equal to that of the White populations, and Hispanics were twice as likely as White people to be diagnosed (10.4 vs. 5.6 per 100,000 residents). African Americans in Oregon were almost 5 times more likely than White people to be diagnosed with HIV from 2006-2015 (27.3 vs. 5.6 per 100,000 Oregon residents), and African American women were diagnosed at 15 times the rate of White women (16.8 vs. 1.1 per 100,000).¹⁴

HOPWA

Housing Opportunities for People with AIDS (HOPWA) is a federal program, run by grantees including States, local communities, and nonprofits, designated to assist people living with HIV/AIDS with their housing needs. In Oregon, these grantees are split between the Portland MSA and the rest of the state. Grantees offer assistance in the form of permanent housing, short-term/transitional housing, housing development, supportive services, and housing information services. Various formulas are used to determine what amounts of these services will be offered for each community being served, which leads to comparatively robust data backing the HOPWA programs when compared to programs assisting other individuals with specific illnesses or disabilities.

Exhibit 2 below shows some of the population data that is used for the funding allocation formulas, and Exhibit 3 shows what this funding allocation resulted in with regards to programmatic assistance. These are not comprehensive, nor are they mutually exclusive categories. Often, individuals receive more than one form of assistance, and some individuals receive assistance from a separate program not specifically targeted for PLWH, but offering a comparable type of services, such as the Low Income Home Energy Assistance Program (LIHEAP).

¹³ Defined as residents of either Clackamas, Multnomah, or Washington County

¹⁴ Oregon Public Health Division. "Epidemiologic Profile of HIV Infection in Oregon." Oregon Health Authority, Portland, OR. February 2017.

Exhibit 2. Population Data used in HOPWA Formula

Current HOPWA formula use:	
Cumulative cases of AIDS reported	11,077
Area incidence of AIDS (3-yr average)	102
AIDS Rate per population	2.1
Number of new cases per year (3-yr average)	206
HIV Rate per population (3-yr average)	5.1
Current HIV surveillance data:	
Number of Persons living with HIV (PLWH)	7,725
Area Prevalence (PLWH per population)	119.2

Source: Oregon Health Authority, Oregon cases of HIV infection by year of diagnosis and sex, 1981-2017, Oregon HIV cases currently living in Oregon, by HIV/AIDS status, Annual totals of Oregon HIV cases by HIV/AIDS status. Rates based on 2017 population data

Exhibit 3. Households Served with HOPWA Assistance

Type of HOPWA Assistance	Households Served	
	Balance of State	Portland MSA
Tenant Based Rental Assistance	115	47
Short Term Rent, Mortgage and Utility Assistance	N/A	73
Facility Based Housing (Permanent, Short term or Transitional)	50	85
Total	165	205

Source: HOPWA CAPER and HOPWA Beneficiary Verification Worksheet

Other assistance outside of HOPWA and LIHEAP is also provided by Oregon DHS. In 2017, outside of the Portland MSA, DHS provided utility subsidies for 189 households, rental or deposit assistance for 172 households, and transitional housing, typically in the form of motel vouchers, to 39 households.

Housing Needs:

Programs working in the Oregon HIV continuum of care assess the need among People living with AIDS (PLWA) in a number of different ways. The majority of data comes from the Medical Monitoring Project or the CAREAssist program.

Among Medical Monitoring Project (MMP) participants, 71% reported having a stable place to live in the past year, with no past-year moves.¹⁵ About one in 10 MMP participants (11%) reported moving more than once in the past year, six percent reported experiencing homelessness in the past-year, and four percent reported incarceration, which can often lead to homelessness or unstable housing once released.

In 2013, a majority of CAREAssist clients with HIV/AIDS, reported living in safe and stable housing situations.¹⁶ One in five CAREAssist clients reported relying on temporary housing in the past year, such as a hotel, emergency shelter, car, or staying with friends or

¹⁵ The Medical Monitoring Project (MMP) is a CDC funded project designed to produce nationally representative data on people living with HIV/AIDS who are receiving care in the United States. Oregon has been participating since 2007.

¹⁶ CAREAssist is the Oregon AIDS Drug Assistance Program

family. An additional six percent reported time spent in jail, prison or a detox center. Similar to MMP, (15%) said they had considered themselves homeless in the past two years. Clients reporting one or more types of housing instability were more likely to be non-white, current smokers, younger, and have a higher number of chronic illnesses.¹⁷

¹⁷ Ryan White programs, as directed by the HIV/AIDS Bureau, conduct a comprehensive needs assessment and planning process every three years. The most recent Statewide Coordinated Statement of Need and Comprehensive Plan can be found at the following link:
<http://public.health.oregon.gov/DiseasesConditions/HIVSTDViralHepatitis/HIVCareTreatment/Documents/coalplan/CompPlan.pdf>.

People with Mental Illness

The Census Bureau does not provide data on people with severe and persistent mental illness (SPMI), so it is difficult to fully understand the characteristics of this special needs population. However, an estimated 666,000 Oregonians suffer from some type of mental illness, about 21.5% of the population, the second highest rate of any state in the country.¹⁸ Data from the Oregon Health Authority (OHA) show that there are approximately 272,412 adults receiving mental health services in Oregon, making up about seven percent of the adult population. OHA also provides data on the number of clients discharged from mental health services programs each year, but these numbers exclude people served by private mental health programs. From 2015 to 2017, there was an average of 82,000 people discharged from mental health services providers annually throughout the state. A number of studies have shown a correlation between decreasing the availability of psychiatric hospital beds and a corresponding increase in homelessness, as well as crime and arrests commonly associated with homelessness. Studies in MA, OH, and NY in the late 1980s found that within 6 months of being discharged, 27-38% of former mental hospital patients were homeless or had no known address.¹⁹ Further highlighting this correlation, an estimated 20% to 25% of the homeless population is estimated to be afflicted by “personally disruptive” serious mental illness, including severe, chronic depression, bipolar disorder, schizophrenia, schizoaffective disorders, and severe personality disorders, compared with only four percent of the general population.²⁰ These numbers provide an idea of the number of people with severe and persistent mental illness who might be in need of affordable housing.

Safe and affordable housing is essential for the recovery process and for stabilization, but it is not always readily available. Individuals with SPMI often depend on income from Supplemental Social Security that is not enough to cover rent and other living expenses. As a result of this shortage of units, and limited income, people with SPMI face a high risk of experiencing homelessness and becoming chronically homeless. According to the 2017 Point-in-Time count, there were 1,985 adults with serious mental illness experiencing homelessness.

Oregon is among the top four states in the nation for its treatment and programming for persons with serious mental illness involved with forensics or the department of

¹⁸ Nguyen, Theresa, et al. State of Mental Health in America 2018. Mental Health America, 2017. <http://www.mentalhealthamerica.net/issues/mental-health-america-prevalence-data>

¹⁹ <http://www.treatmentadvocacycenter.org/evidence-and-research/learn-more-about/3629-serious-mental-illness-and-homelessness>

Markowitz, F.E. (2006). Psychiatric hospital capacity, homelessness, and crime and arrest rates. *Criminology*, 44, 45–72.

Belcher, J.R. (1988). Rights versus needs of homeless mentally ill persons. *Social Work*, 33, 398–402.

Belcher, J.R. (1988). Defining the service needs of homeless mentally ill persons. *Hospital and Community Psychiatry*, 39, 1203–1205.

Drake, R.E., Wallach, M.A., & Hoffman, J.S. (1989). Housing instability and homelessness among aftercare patients of an urban state hospital. *Hospital and Community Psychiatry*, 40, 46–51.

²⁰ <https://www.libraryindex.com/pages/2321/Health-Homeless-MENTAL-HEALTH-HOMELESS-PEOPLE.html>

corrections, as graded by the Treatment Advocacy Center.²¹ However, Mental Health America recently ranked Oregon the worst in the country for its prevalence of mental health and substance use problems, and the eighth lowest state in the nation overall in its mental health ranking system.²²

Housing Needs:

As was mentioned above, from 2015 to 2017, there was an average of 82,000 people discharged annually from mental health services providers throughout the state and more than 660,000 adults in Oregon have some form of mental illness. However, the Oregon Affordable Housing Inventory shows that there are only about 2,550 publicly supported rental units that specifically serve those with SPMI. According to a 2013 survey of those receiving mental health services, conducted by OHA, 42% of survey respondents wanted or needed housing or better housing during the time they were seeing their current (or most recent) outpatient mental health service provider. Of those who wanted or needed housing or better housing, 46% received help from their provider. Fifty-eight percent of those who received assistance said that they found housing or better housing, but among those who did not receive assistance, only 29% were able to identify housing or better housing on their own.

Stable housing is a primary factor in facilitating recovery for people with mental health and substance use disorders. However, individuals may have difficulty securing and maintaining housing if support services are not available. Landlords may be reluctant to rent to individuals despite fair housing laws. These factors can overwhelm people who end up cycling between jails, institutions, and homelessness. The Substance Abuse and Mental Health Services Administration defines recovery as a process of change through which individuals improve their health and wellness, live a self-directed life and strive to reach their full potential. Their working definition of recovery goes on to delineate four major dimensions that support life in recovery: health, home, purpose, and community. The lack of a home and the stability it offers makes it difficult to address the other three dimensions. According to the Bazelon Center for Mental Health Law, studies have consistently shown that people with mental illness overwhelmingly prefer living in their own homes rather than congregate settings with other people with mental illness. The benefits of supported housing include a reduction in the use of shelters for individuals who are homeless as well as reductions in hospital admissions and lengths of stay.

According to the Center for Supportive Housing (CSH), a stable living situation improves a tenant's ability to participate in support services. Literature reviews by CSH have shown evidence supporting a decrease in unsheltered homeless days for participants in a housing first model of supportive housing, as well as an increase in the percent of days individuals spend stably housed. Investments in housing and social services for individuals in recovery can result in significant reductions in the public cost for medical and criminal justice services in addition to contributing multiplier effects to the rest of the community, including improved safety of neighborhoods, encouragement of new

²¹ Torrey, E. Fuller, et al. "Treat or Repeat: A State Survey of Serious Mental Illness, Major Crimes, and Community Treatment." Treatment Advocacy Center, 2017. <http://www.treatmentadvocacycenter.org/storage/documents/treat-or-repeat.pdf>

²² Mental Health America. "Ranking the States." Accessed March 6, 2018. <http://www.mentalhealthamerica.net/issues/ranking-states>

or rehabilitated properties, and a stabilization or increase of local property values over time. CSH has estimated the supportive housing need for Oregon to include greater than twelve thousand individuals, 831 of whom are engaged in the mental health system either through an institution or residential treatment.²³

OHA reports that at the end of Q2 2017, 966 individuals with SPMI were in supported housing, and 1,170 individuals with SPMI were being served by ACT teams in some way. They also reported that, of individuals with SPMI admitted into Oregon State Hospitals, only 46.7% were discharged within 120 days of admission, and only 60.9% of individuals with SPMI who were deemed Ready to Place/Ready to Transition were discharged within 30 days of being placed on that list. This highlights that even those individuals who have received treatment and are ready to be sent out on their own simply have nowhere to go, a problem that is also indicated by the 10.3% readmission rate into acute care psychiatric hospitals for individuals with SPMI within 30 days of discharge, a number that jumps all the way to 22.8% within 180 days of discharge.²⁴ Housing instability or a lack of housing could be one r is likely the result of many causes, but an instability when it comes to housing situation seems like an obvious trigger that could reignite issues that had been helped with treatment, or potentially create new mental health issues due to the lack of shelter and stress that can cause an individual.

²³ Center for Supportive Housing. "Supportive Housing Needs in the United States." Accessed March 6, 2018. www.csh.org/data

²⁴ Oregon Health Authority. "Oregon Performance Plan: October 2017 Data Report." Accessed March 6, 2018. <http://www.oregon.gov/oha/HPA/CSI-BHP/Oregon%20Performance%20Plan/October-2017-Data-Report-with-Attachments.pdf>

Refugees

Refugees are individuals or groups of people in grave danger because their home government is either unwilling or unable to protect them, or may be actively persecuting them. They are from all over the world, from large urban areas to rural refugee camps. The U.S. government allows certain categories and numbers of refugees to come to the U.S. each year in order to begin a new life.

Once a refugee is granted permission to come to the U.S., and has been granted a legal immigration status, a host of community organizations and state agencies take over the resettlement and acculturation process.

In 2017, Oregon resettled 1,340 refugees. The majority of refugees in Oregon are initially resettled in the Portland Metro area of Multnomah, Clackamas, and Washington counties. Services are provided through Oregon's Department of Human Services (DHS) and the Refugee Resettlement Agencies (RRAs) that resettle refugees.

The federal Office of Refugee Resettlement provides up to eight months of cash and medical assistance to newly arriving refugees. Refugee families with children may be able to receive any other assistance that is offered to U.S. citizens, such as Temporary Assistance to Needy Families (TANF) and food assistance in the form of Supplemental Nutrition Assistance Program (SNAP) benefits.

States may provide other services beyond the initial eight months, such as assistance with job search, employment, acculturation, English language classes, and citizenship and naturalization help.

Refugees are facing some of the same challenges that other Oregon residents face when it comes to housing. High rents limit how far their cash assistance can go and make it more difficult for refugees to achieve independence. Refugees face challenges finding work, learning English and local community norms. When cash assistance ends, they struggle to find safe affordable housing that is close to the services they need.

People with Alcohol or Drug Addictions

Estimates from the 2015-2016 National Survey on Drug Use and Health (NSDUH), conducted by the Substance Abuse and Mental Health Services Administration, show that 117,000 Oregonians aged 18 and over met three of seven criteria for dependence on drugs, or one or more of the four criteria for drug abuse. Additionally, the survey estimates that there are 236,000 Oregon adults either dependent on or abusing alcohol. The NSDUH estimates that ten percent of Oregon adults have some type of substance abuse disorder, whether related to illicit drugs, pain relievers, or alcohol; this estimate is the third highest in the survey's results, behind only Massachusetts and Washington D.C.²⁵ Drug and alcohol abuse and dependence are associated with significant social, psychological and physical problems for the user and others. People meeting the criteria for abuse or dependence as defined in the Diagnostic and Statistical Manual of Mental Health Disorders (DSM-IV) are considered in need of treatment services.

While there is possibly some overlap between these numbers, we can estimate that there were as many as 353,000 people in need of substance abuse treatment in the state. Oregon Health Authority (OHA) data indicate that an average of 32,000 people annually were discharged from substance use treatment programs from 2012 to 2014, meaning that only about 11 percent of people in need of alcohol and drug treatment in a year received it. The Corporation for Supportive Housing (CSH) estimates the total need for supportive housing for Oregonians experiencing substance abuse issues amounts to 460 units.²⁶ CSH arrives at this estimate by assuming that 3% of the people identified by SAMSHA as being engaged with addiction treatment services have needs consistent with supportive housing. According to data from the Oregon Affordable Housing Inventory, there are currently 2,010 units that are set-aside or targeted to people with substance abuse disorders, but these are not all permanent supportive housing units. A little more than 100 of these units are in group home or transitional housing settings, and the remainder are in publicly supported rental housing.

Permanent Supportive Housing (PSH) is a powerful tool when it comes to helping people with substance use disorders. It is important to note that PSH models do not require residents to agree to abstain from drug use in order to secure housing, unlike traditional housing and other types of publicly-subsidized affordable housing. Housing First models such as PSH are based on the premise that in order to achieve the personal stability required to address substance use and other mental health issues, secure housing is a crucial first step. Since ongoing illicit drug use is typically a disqualifier for other types of housing and housing assistance, PSH is particularly important for people struggling with the need for services. According to the Substance Abuse and Mental Health Services Administration (SAMHSA), about one in every five people nationally experiencing homelessness in 2016 also had a chronic substance use disorder and approximately two out of 3 people experiencing chronic homelessness have a primary substance use

²⁵ Substance Abuse and Mental Health Services Administration. "2015-2016 National Survey on Drug Use and Health". <https://www.samhsa.gov/data/all-reports>.

²⁶ Center for Supportive Housing. "Supportive Housing Needs in the United States." Accessed March 6, 2018. www.csh.org/data.

disorder or other chronic health condition.²⁷ It can be difficult for people without a stable address to maintain contact with service providers; Permanent Supportive Housing includes on-site services and keeps people off the street, helping them make the first step toward recovery and independent living.

²⁷ Substance Abuse and Mental Health Services Administration. "Homelessness and Housing". <https://www.samhsa.gov/homelessness-housing>

People Released from Incarceration

The Oregon Department of Corrections (DOC) reports that 30 years ago Oregon had a prison population of less than 5,500, but in 2018 there are approximately 14,700 men and women in state custody, making Oregon one of the fastest growing prison systems in the country. Further, Oregon had one of the highest rates of incarcerated individuals over the age of 55 in the country at 14%. Approximately 93 percent of people in prison will eventually be released. DOC reports that an average of 402 inmates were released from incarceration each month from January 2017-December 2017, for a total of about 5,000 total released offenders that year.²⁸ There are approximately 30,000 offenders in Oregon's communities on felony probation, parole, and post-prison supervision. It is important to note that a large percentage of these individuals may also have had mental health issues that could have required special services. The DOC reports that 55% of the prison population has some level of need for mental health services and nearly 70% has some level of substance abuse disorder. Oregon's Department of Corrections also has one of the highest densities of people age 55 and older compared to any other prison system in the nation at 14%.²⁹

People released from incarceration face a number of barriers to finding housing. It can be difficult for a newly released offender to secure stable income, conditions of parole or conflicts may prevent them from living with friends and family, and landlords may simply refuse to rent to them based on their criminal histories. In many cases, formal policies are in place that prevent those with criminal histories from accessing even publicly subsidized affordable housing. The DOC reported that approximately 50 percent of those being released from state custody in Oregon will be homeless at release. The definition of homeless used here is "no identified housing at release"; this means that if a released offender has identified a shelter or transitional housing unit, or another unstable or strictly temporary arrangement, as their residence at release, they will not be considered homeless by this definition.

According to the Oregon Affordable Housing Inventory, there are just 503 publicly supported rental units that are set-aside for people exiting incarceration in the entire state; 109 of these units are in group home or transitional housing situations. The Corporation for Supportive housing (CSH) estimates that the total needed supply of permanent supportive housing units for those being released from prison or jail is 2,147 units. With an average of 402 offenders being released each month, many of whom face substantial barriers to finding housing and employment, there is a significant need to address this gap. Housing options for people released from incarceration with multiple chronic conditions including mental health, addictions and communicable diseases such as HIV and/or chronic viral hepatitis, is extremely limited throughout the state. Dependent on the type of conviction, some of these formerly incarcerated people are nearly impossible to place in housing. This lack of housing creates a crisis for multiple care organizations not the least of which are hospital emergency departments

²⁸ Oregon Department of Corrections. "Issue Brief: Quick Facts." <https://www.oregon.gov/doc/OC/docs/pdf/IB-53-Quick%20Facts.pdf>.

²⁹ Ibid.

and homeless shelters. Rates of recidivism, defined as reincarceration or re-arrest after exiting prison or jail, are much higher for people experiencing housing instability.

Permanent Supportive Housing (PSH) models are a solution to this crisis. PSH involves the administration of voluntary, on-site services for residents, including mental health counseling and career planning and other services that ease the transition from jail or prison. Ex-inmates participating in supportive housing programs have comparatively much lower rates of recidivism, especially among those with behavioral health issues typically associated with higher rates. As an example, the State of Ohio implemented a successful program (Returning Home – Ohio, or RHO) in which participants were directly recruited during their incarceration. These inmates were provided with reentry planning assistance prior to their release which led to a relatively seamless, coordinated transition from prison to the community. The RHO program “sought to identify and enroll those individuals most appropriate for supportive housing and did so across 13 institutions,” and demonstrated the importance of strong partnership between correctional agencies and community-based service providers in promoting program effectiveness.³⁰ In another study, The National Center on Addiction and Substance Abuse at Columbia University (CASA) found that PSH programs are consistently cost-effective based on the public savings made via reduction in use of homeless shelters, emergency room visits, arrests, and repeat incarcerations.³¹

³⁰ Fontaine, J.; “The Role of Supportive Housing in Successful Reentry Outcomes for Disabled Prisoners” <https://www.huduser.gov/portal/periodicals/cityscpe/vol15num3/ch3.pdf>

³¹ National Center on Addiction and Substance Abuse at Columbia University. “Unlocking the Door: An Implementation Evaluation of Supportive Housing for Active Substance Abusers in New York City” <https://www.centeronaddiction.org/sites/default/files/files/Unlocking-the-door-an-implementation-evaluation-of-supporting-housing-for-active-substance-users-in-new-york-city.pdf>

Survivors of Domestic Violence

According to the 2016 annual report from Oregon Domestic and Sexual Violence Service Providers, there were 139,580 calls for help related to domestic violence, sexual assault, stalking, and other issues that year, a 3.1% increase from 2015.³² Domestic and Sexual Violence Service Providers in Oregon were able to shelter 2,370 adults, 256 teenagers (13-18 years old), and 1,670 children (12 years old or younger), however 9,019 requests for shelter from adult survivors were unable to be met in 2016. This number does include some duplication since a person can call more than one shelter or call one shelter more than once. Nearly 2,500 people experiencing homelessness (19%) reported being victims of domestic violence, and 58 percent of those were unsheltered, according to the 2015 Point-in-Time count. These numbers provide a rough estimate of the number of adult survivors of domestic violence in need of affordable housing at nearly 14,000.

The Centers for Disease Control (CDC) estimated that 400,000 Oregon women have experienced sexual assault at some point in their lives. An estimated 600,000 Oregon women have experienced sexual violence, physical violence or stalking by an intimate partner. These numbers represent estimates that cover the entire lifetime of a woman. The number of women experiencing sexual assault annually is not available from the CDC. The CDC estimates that, of women in Oregon experiencing intimate partner violence, 11.6% had housing needs. Half of the population needed supportive services after their experience but did not receive them. Victims of sexual assault without access to safe, affordable housing will often stay with their perpetrator rather than risk becoming homeless.³³

Domestic violence survivors were mentioned by stakeholders as one of the populations in the state that are disproportionately likely to have housing needs. In many parts of the state, two earners are needed to make ends meet and a woman fleeing domestic violence may stay with her perpetrator to avoid homelessness. Single female heads-of-household, some of which are domestic violence survivors, have some of the highest poverty rates of any group in the state.

People escaping domestic violence may require additional trauma related services and a high level of confidentiality.

³² DHS Child Safety Unit. April 2017. "Striving to Meet the Need: Summary of Services Provided by Sexual and Domestic Violence Program in Oregon".

<https://www.oregon.gov/DHS/ABUSE/DOMESTIC/Documents/2016-Striving-to-Meet-the-Need.pdf>.

³³ Centers for Disease Control: Division of Violence Prevention. "National Intimate Partner and Sexual Violence Survey: 2010-2012 State Report." <https://www.cdc.gov/violenceprevention/pdf/NISVS-StateReportBook.pdf>.

Agriculture Workforce

Oregon needs more good quality, affordable housing for agricultural workers and their families that meets their unique geographical, economic, and health and safety needs. In order for Oregon to better understand the needs of this often hidden and vulnerable population, we will need to work to optimize use of available resources, review zoning and other land use regulations to house workers and their families near available jobs and community resources, integrate them within the community, and increase innovation in the provision of housing to both year-round and migrant workers.

Oregon's agricultural industry is robust and varied, involving every county in the state; from nursery to canneries, from vineyards to livestock and fish processing. Oregon's agriculture and food and fiber industry constitutes up to eight percent of Oregon's economy. The agricultural industry has an impact of \$29 Billion on the economy. Despite increased mechanization for certain crops, Oregon's agricultural industry continues to be dependent upon sufficient and skilled labor. Housing is a key element to recruit and maintain a sufficient labor force. Meeting the unique housing needs of agricultural workers and their families is critical for Oregon's economy and its residents.

Migrant workers continue to make up a substantial part of the agricultural workforce. Estimating the number of agricultural workers - especially migrant workers - has been difficult for a wide variety of reasons including the high mobility of the community, and the resources needed to reach out to members of agriculture workforce communities. As a result, the demand for agricultural workforce housing has been historically understated, and outpaces the current supply. Most of Oregon's agricultural workers live year-round in Oregon; some in year round jobs such as dairy and large nurseries, others in almost year round jobs maintaining orchards, and others working in multiple temporary jobs throughout the year.

To better understand the housing needs of farmworkers OHCS hired the Oregon Human Development Corporation to conduct outreach to the farmworker community. The results revealed that there is a wide range of quality in the housing across all categories. Farmworkers who work seasonally have the added strain of having to save money for housing during the many months without work.

There are three major sources of agriculture workforce housing in Oregon:

Private Rental Housing

The private rental housing market is the largest source of housing for agricultural workers. Often families double or triple up, in homes to make it work economically for them; creating a stressful and insecure living environment. In addition, it is difficult to find units for larger families with children. Discrimination, high nonrefundable application fees, English only applications, lack of credit, government issued identification or social security numbers are all seen as barriers to accessing housing. Farmworker report that private market housing for agricultural workers is expensive and in poor condition.

Increased access to affordable rental housing for Oregon's agricultural workforce is critical to the state's economy. An adequate combination of community-based, subsidized, on-farm and private market housing choices that is based on need, provides stability to both employers and families in the agriculture industry. Preservation of existing state tax credits and other resources dedicated to agriculture workforce housing is only a starting point to meeting industry demand.

Subsidized Community-based Housing

Subsidized community-based housing for agricultural workers is a critical part of Oregon's housing supply. OHCS has funded 78 of community-based housing apartment complexes, with 2,628 units specifically targeted to serve agricultural workers and their families. These complexes support area employer's needs to retain a stable short and long term workforce. Many of these complexes also meet the unique needs of agricultural workers by providing tailored community services and resources, separate laundry facilities for clothing exposed to pesticides, and storage space for boots and outerwear too dangerous to bring indoors. Other units may have been built without subsidy or available on in the private market, and thus are not included in the State's data.

On-Farm Housing

On-farm housing also serves both migrant and year-round agricultural workers and their families. On farm housing is provided to the agricultural workforce by the employer for some period of employment, or potentially longer. There is a wide range in the quality of housing provided on farms. The Oregon Occupational Safety and Health Administration (OR-OSHA) is responsible for inspecting the inventory of registered on-farm housing on a regular basis; however, not all on-farm housing is required to be registered, and are beyond the purview of OR-OSHA.

While the percentage of H-2A workers in Oregon is small, the number of growers applying to use the H-2A program is increasing. The H-2A program is a federal program that permits agricultural employers who anticipate a shortage of domestic workers to apply to request visas to bring workers from other countries solely to perform temporary work for that employer. These employers must give preference to qualified, domestic workers over H-2A workers. The employers must provide free, adequate housing to H-2A workers and corresponding domestic workers who live beyond reasonable commuting distance. Employers must provide family housing to workers who bring their families with them.

Many agricultural workers still experience substandard housing conditions; often in housing that is not required to be registered by OR-OSHA. Examples of substandard conditions may include:

- Presence of rodents, flies, mosquitoes, bed bugs, or parasites
- Heating, electrical systems, or heaters that don't meet safety guidelines
- Not enough clean, dry beds for each occupant
- Not enough square footage for each occupant

- Unsanitary plumbing and toilet facilities
- Unsanitary kitchen facilities
- Presence of waste water, sewage, uncontained refuse or noxious plants such as poison oak and poison ivy.
- Unsafe storage of toxic materials such as pesticides, fertilizers, paints and solvents

Barriers to housing services and private rental housing for farmworkers exist in both systemic and individual forms. Overcoming these barriers, which range from limited capacity to serve the agriculture workforce population and lack of resources on the systemic side, to lack of understanding on how to access affordable housing and cultural challenges on the individual side, will take concerted efforts.

Housing Need by OHCS Service Category

The section is data compendium that provides information to better understand the housing needs and challenges of Oregonians relative to OHCS's categories of service. The categories of service were developed to characterize the many programs and services that OHCS provides. They are:

- Homeless Services, Facilities, and Prevention
- Affordable Rental Housing Finance
- Stable Homeownership and Access to Homeownership
- Energy Services
- Anti-Poverty Services

1. Homeless Services, Facilities, and Prevention

OHCS's programs providing services to people experiencing homelessness, facilities, and prevention assist some of Oregon's most vulnerable populations. Ranging from emergency housing shelters, to one-time rental assistance, to stability programs, to rehabilitation grants after wildfire damage, these programs provide essential services and funding to help lift people out of homelessness and keep people in their homes.

Need for homeless services, facilities, and prevention programs was evaluated through the following metrics:

- **1A. Number Of Households At 15% MFI With Severe Rent Burden:** Households at 15% MFI can afford to spend little or nothing on housing, and are at high risk of becoming homeless.
- **1B. Point in Time (PIT) Counts:** Despite its limitations, the PIT is the largest and most commonly cited source of data on homelessness in the U.S.
- **1C. Homeless Student Data:** Homeless student data from the Oregon Department of Education captures students who live in motels, doubled up, in vehicles, etc. as well as those in shelters and those without any form of shelter.

1A. Number Of Households At 15% MFI With Severe Rent Burden

Households at 15% MFI are among the most vulnerable Oregonians and therefore the most at risk of becoming homeless if they are unable to meet their monthly expenses. It helps to put this number in context - 15% of an area's median family income can vary from \$7,133 annually in Harney County to \$11,911 in

Here, and elsewhere in the Statewide Housing Plan, we assume a home is "affordable" to a household if total housing costs consume less than 30 percent of that households' gross income.

Washington County.³⁴ For a household in these counties to find housing that consumes less than 30% of their gross income, monthly housing costs would need to be less than \$178 in Harney County and \$298 in Washington County. Clearly, market rate housing does not exist at these price levels, pushing many households into homelessness. A few counties are provided here as examples:

- Clatsop County 15% MFI is \$8,557 annually and an affordable monthly housing cost for a household with this income would need to be \$214.
- Wheeler County 15% MFI is \$8,278 annually and an affordable monthly housing cost for a household with this income would need to be \$207.
- Jackson County 15% MFI is \$8,163 annually and an affordable monthly housing cost for a household with this income would need to be \$204.

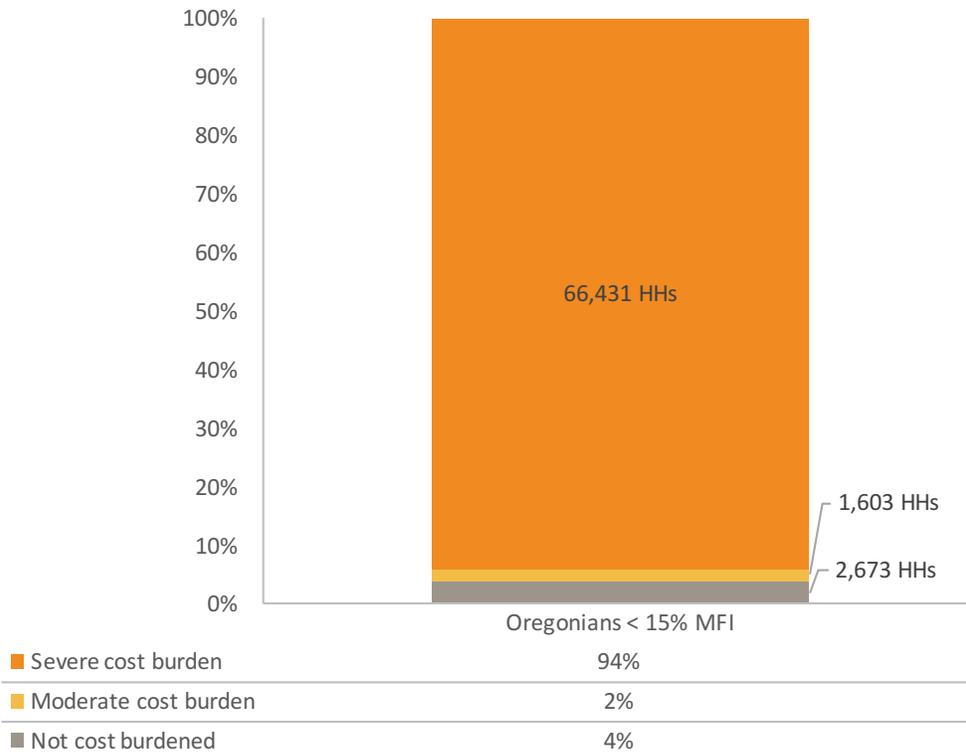
Most households with incomes in this range – both renters and owners – have moderate or severe housing cost burden (meaning they pay more than 30% or 50% of their income on housing costs, respectively). At this income level, many households face a tradeoff between paying a large portion of their (low) income for (usually substandard) housing and having little leftover for necessities, or living with zero housing costs and having more income leftover for necessities.³⁵

Exhibit 4 displays the number of households with incomes below 15% of their area median family income, who are also cost burdened. As the chart demonstrates, the nearly 71,000 total households with an income this low will find it nearly impossible to secure housing in Oregon that does not take up a significant share of income. A full 94% of these households pay more than 50% of their income on housing and utilities.

³⁴ These calculations include families

³⁵ Quigley, John M. and Steven Raphael. (2001) "The Economics of Homelessness: The Evidence from North America." *European Journal of Housing Policy*. 1, No. 3: 323-336

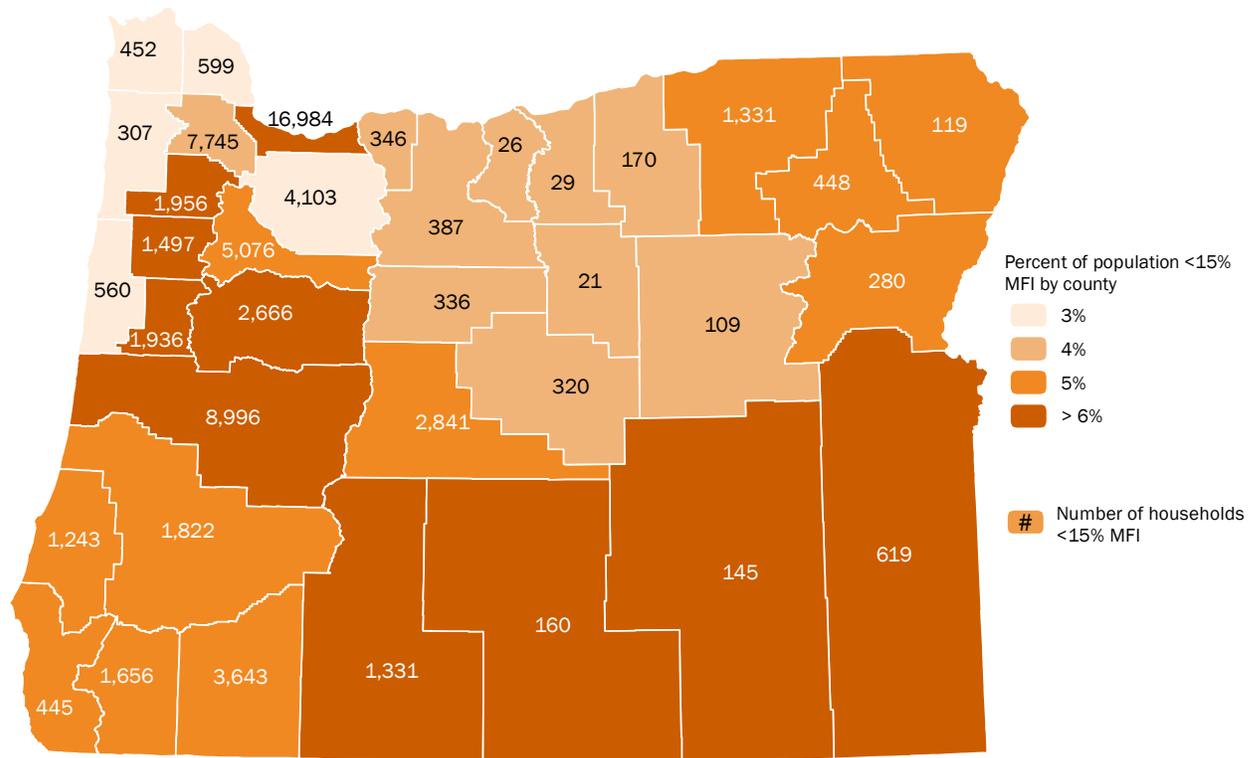
Exhibit 4. Oregon Households with Incomes below 15% MFI



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota

Exhibit 5 demonstrates that homelessness and extreme poverty are experienced throughout the state. As the map shows, some of the highest shares of households with incomes below 15% of their area's MFI are in rural counties, such as Klamath, Lake, Harney, and Malheur counties in Southeastern Oregon.

Exhibit 5. County Map of Oregon Households with Incomes Below 15% MFI



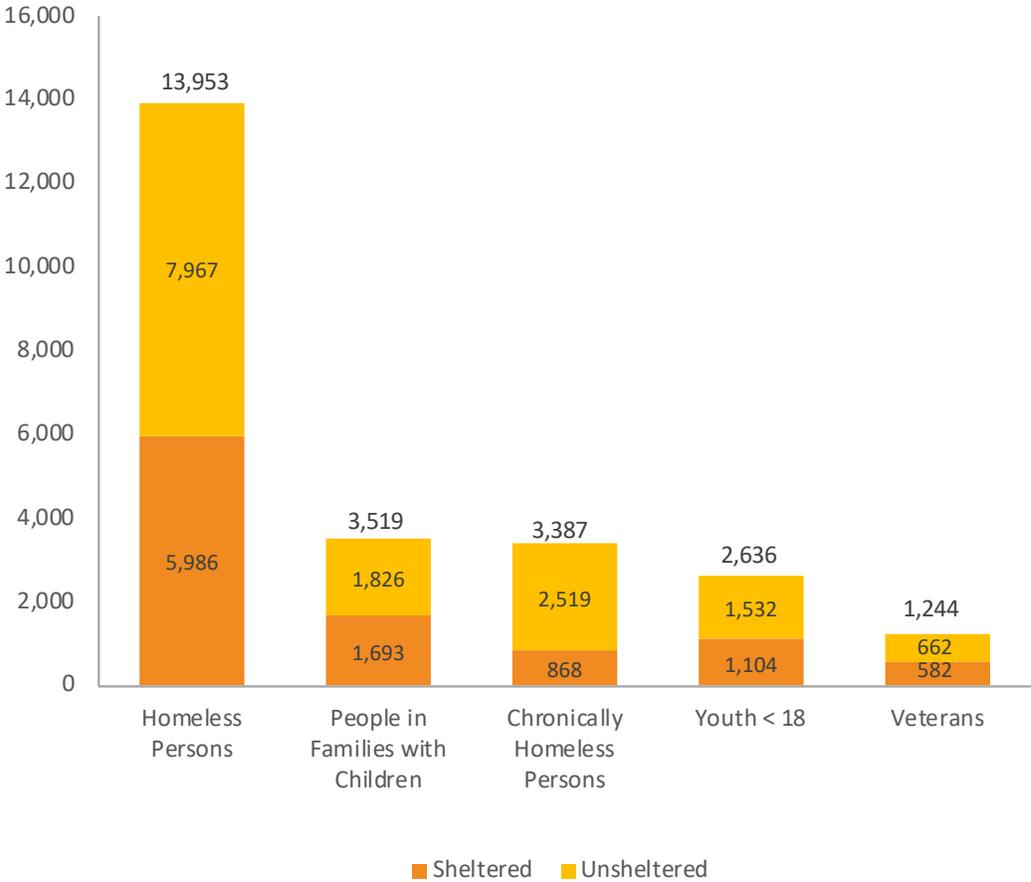
Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota

1B. Point in Time (PIT) Counts

The HUD Point-in-Time Count is an annual data collection effort. Led by regional Continuums of Care (CoCs), all sheltered homeless individuals are counted annually while unsheltered counts are done every other year. For the unsheltered count, trained volunteers spread across each CoC to count the number of homeless individuals and families. Demographic information such as race and ethnicity, gender, veterans' status, age, among others, are included in each survey. See the data methodology section on page 3 for sources and issues relating to PIT data. Despite its limitations, the PIT is the largest and most commonly cited source of data on homelessness in the U.S.

Exhibit 6 displays data collected during the 2017 Point in Time (PIT) counts throughout Oregon. The chart breaks down the population of people experiencing homelessness by category, detailing the proportion of those who are sheltered and unsheltered within each category. In all categories, there is an equivalent if not a greater number of people who are living unsheltered and experiencing homelessness. People who are chronically homeless and youth under 18 years represent the greatest proportion of unsheltered people.

Exhibit 6. Populations Experiencing Homelessness, by Household Type, Sheltered and Unsheltered, 2017

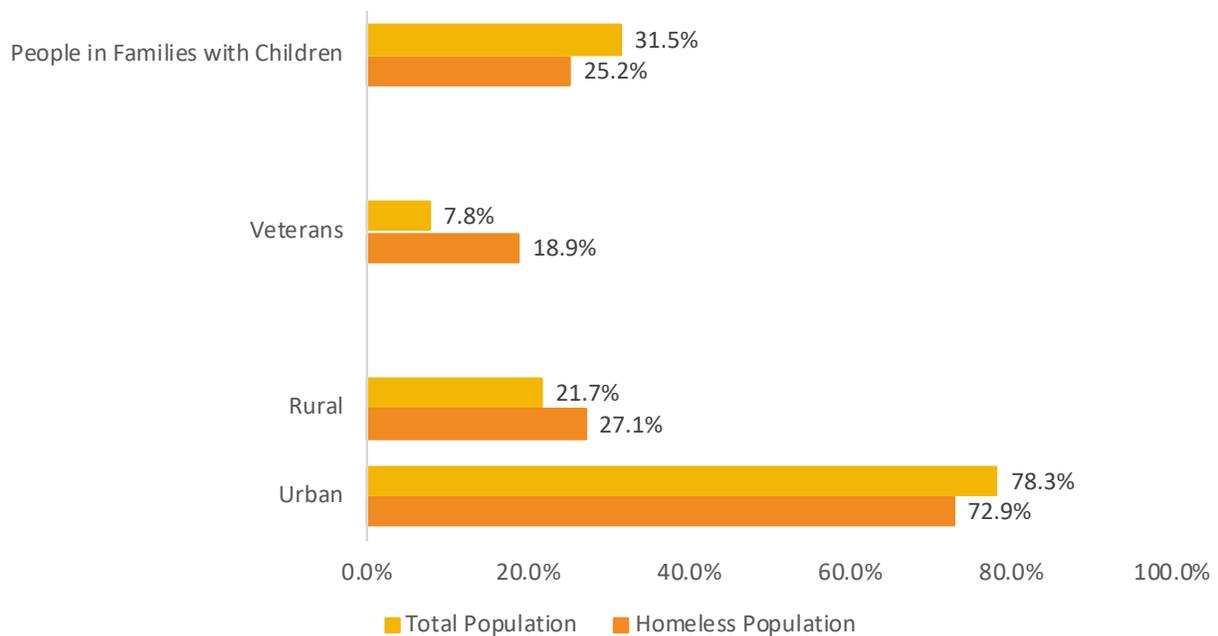


Source: ECONorthwest analysis of 2017 Point-in-Time estimates from each HUD Continuum of Care, aggregated by OHCS

Exhibit 7 shows household types as a percent of the total Oregon population, and as a percent of the total homeless population. When a population accounts for a larger share of the homeless population than the overall population, this disproportionality signals that homelessness impacts this population more frequently – and potentially more severely – than other populations. The column on the right demonstrates this: if the value is greater than one, this household type's share of the homeless population is greater than its share of the total population of Oregonians.

- Rural Oregonians account for only 21.7% of the total Oregon population, but account for 27.1% of the total homeless population.
- Veteran households account for only eight percent of all Oregon households, but make up nine percent of all homeless households.

Exhibit 7. Populations Experiencing Homelessness, by Household Type, 2017

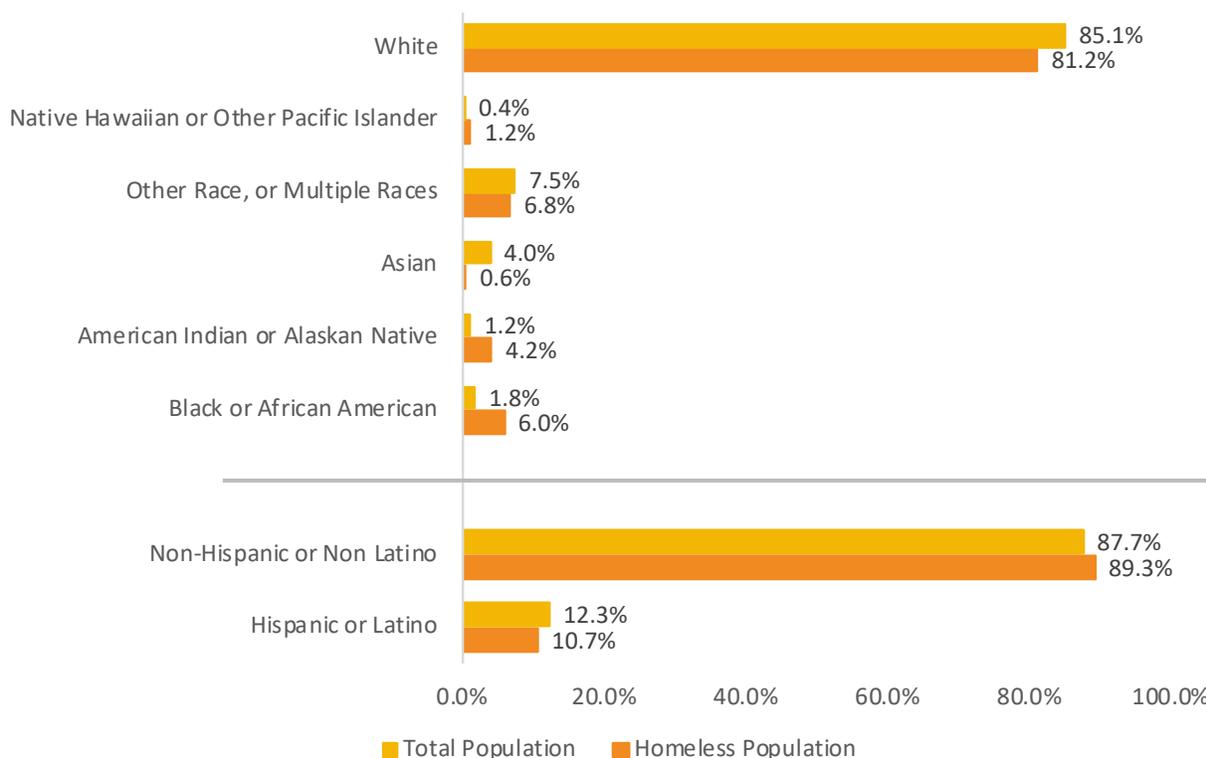


Source: ECONorthwest analysis of 2017 Point-in-Time estimates from each HUD Continuum of Care, aggregated by OHCS

Exhibit 8 depicts the composition of people experiencing homelessness by race and ethnicity with the same analysis as Exhibit 7.

- Black or African American Oregonians are the most overrepresented race in the Point in Time data, accounting for 6.0% of all Oregonians experiencing homelessness but only 1.8% of the total state population.
- American Indian or Alaskan Native Oregonians are also overrepresented in the Point in Time data, accounting for 4.2% of all Oregonians experiencing homelessness but only 1.2% of the total state population.
- Asian Oregonians, White Oregonians, Oregonians of another race or two or more races, and Hispanics of any race are underrepresented in the Point in Time data.

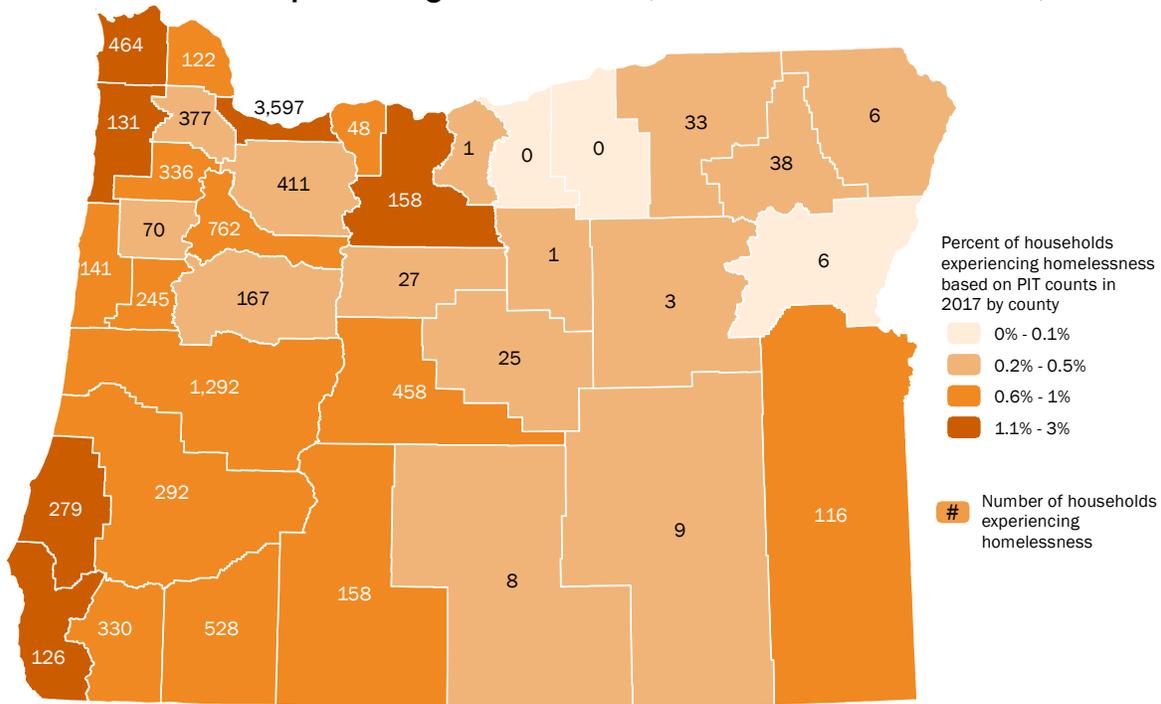
Exhibit 8. Homeless Individuals by Race and Ethnicity, 2017



Source: ECONorthwest analysis of 2017 Point-in-Time estimates from each HUD Continuum of Care, aggregated by OHCS
 Note: Any PIT respondent identifying as Hispanic or Latino and another race, is included in the Hispanic or Latino category.

Exhibit 9 displays households experiencing homelessness across the state, according to the 2017 Point in Time estimates. These counts include both sheltered and unsheltered individuals. As the map demonstrates, homelessness is not strictly an urban nor strictly a rural issue but spans the state. Although counts may be higher in urban counties, the percent of population experiencing homelessness varies across the state.

Exhibit 9. Households Experiencing Homelessness, Sheltered and Unsheltered, 2017



Source: ECONorthwest analysis of 2017 Point-in-Time estimates from each HUD Continuum of Care, aggregated by OHCS

In the 2017 PIT survey, no homeless individuals or households were counted in Sherman and Gilliam counties. This is likely due to limitations of the PIT count methodology and the circumstances of homeless people on the night the PIT count happened to be conducted. As the data on homeless students in Exhibit 10 (page 53) also show no homeless students in Sherman and Gilliam Counties, this could be due to strong efforts to house the most vulnerable, strong community organizations in the area, or to a relatively more affordable housing market.

1C. Homeless Student Data

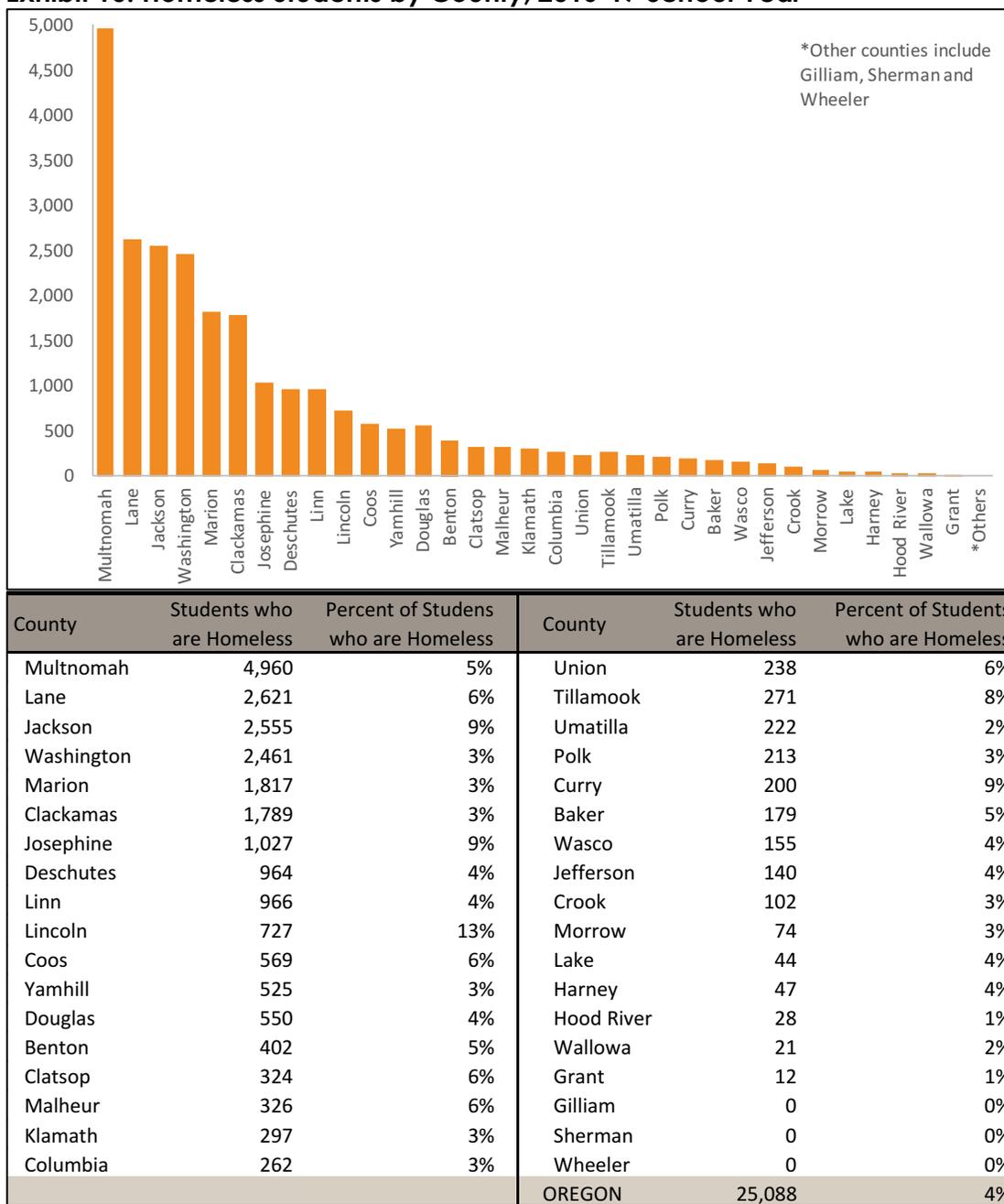
These homeless student data differ from the HUD PIT data. Homeless student data come from the Oregon Department of Education, which defines homelessness somewhat differently given its lens toward disruptions and barriers to educational success. According to this data, homeless students “lack a fixed, regular, and adequate nighttime residence” and include those living in emergency shelters or transitional housing, those living in motels, tents or trailers, or those “doubling up” with others. As a result, the figures shown in this analysis are larger than those from the point-in-time count estimates. These are important data to consider as disruptions in the school year, instability at home, and substandard housing can hamper students’ ability to learn.

Exhibit 10 shows a chart of the number of homeless students during the 2016–2017 school year, and a table with the percent of total students who are homeless, ordered by the number of homeless students.

The inclusion of percentage of students who are experiencing homelessness is critical in revealing the higher proportionality among homeless students: although Multnomah county has nearly twice as many counted students experiencing homelessness, Lincoln, Jackson, Josephine, Tillamook, and Curry counties have a higher proportion of students who are homeless among their student population in Lincoln, Jackson, Tillamook Josephine, and Curry counties.

Mirroring the data from Exhibit 9, no students were found to be homeless in the 2016-2017 school year in Sherman and Gilliam Counties. No students were found to be homeless in Wheeler County either.

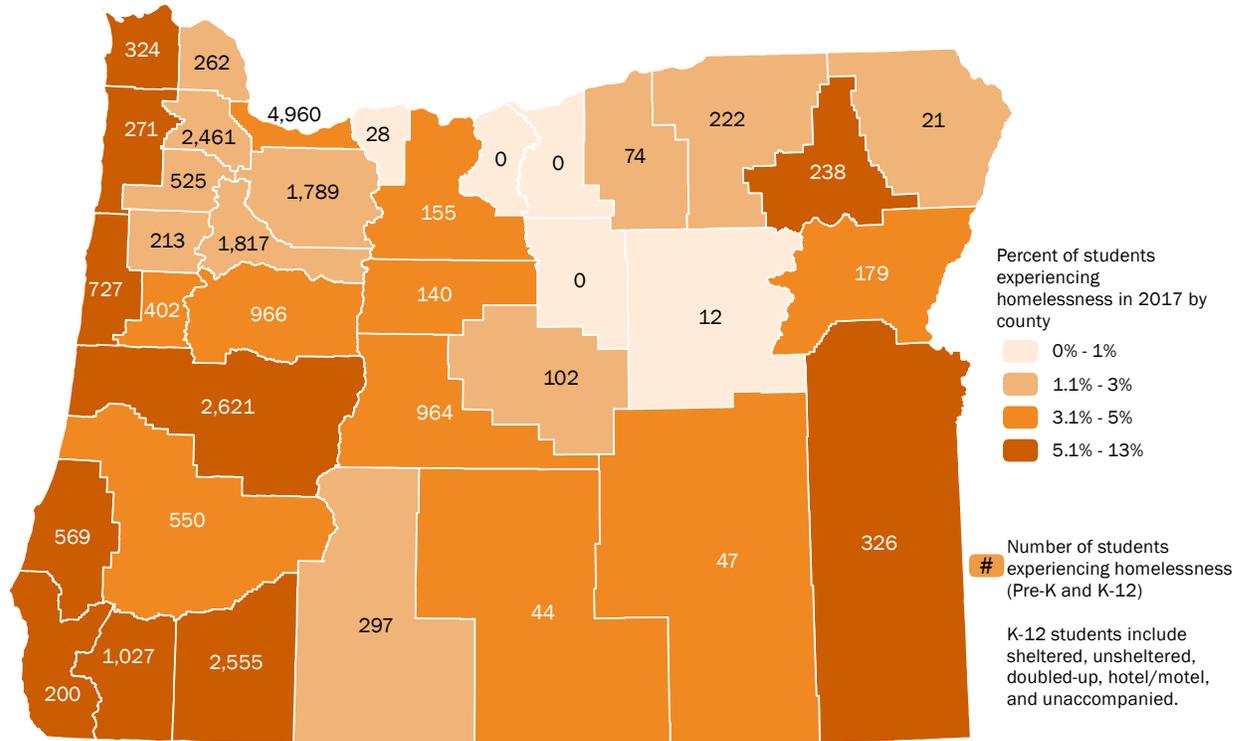
Exhibit 10. Homeless Students by County, 2016-17 School Year



Source: ECONorthwest analysis of Oregon Department of Education Homeless Student Data, 2016-2017

Exhibit 11 displays this data in map form. Clearly, the widespread issue of students experiencing homelessness, living in shelters, living in motels, or doubled up, is a statewide problem.

Exhibit 11. County Map of Students Experiencing Homelessness by County, 2016-17 School Year



Source: ECONorthwest analysis of Oregon Department of Education Homeless Student Data, 2016-2017

2. Affordable Rental Housing Finance Programs

A critical component of OHCS's mission is to provide safe and affordable housing for low income Oregonians. OCHS funds the development of new affordable rental housing, funds preservation efforts for existing affordable housing, and provides long-term rental assistance to low income households. Rental housing is often the most accessible housing stock available for low-income households as it does not require the same investment and wealth as homeownership often does.

Need for affordable rental housing was evaluated through the following metrics:

- **2A. Renters with Housing Burdens, by Income Level:** Households that spend too much of their income on housing have less money for other necessities like food, transportation, clothes, childcare, education or medicine, particularly for low-income households.
- **2B. Affordable Rental Units Needed to Meet Demand, by Income Level:** Estimates the gap between available units and the number of households that might need access to those units by income level.
- **2C. Housing Units Built by Year and by Housing Type:** Looking at housing construction can be a signal for housing quality and affordability.
- **2D. Inventory of Affordable Multifamily Rental Housing with Local, State, or Federal Subsidy:** An inventory of all the rental properties in the state that are subject to contracts that require rent and/or income restrictions and the funding attached to each of these properties provides a picture of the total supply of affordable housing in the state.
- **2E. Subsidized Units with Rent Restriction Expiration Dates in 10 Years:** Units whose rent restrictions are expiring are at risk of being lost to the affordable housing inventory.

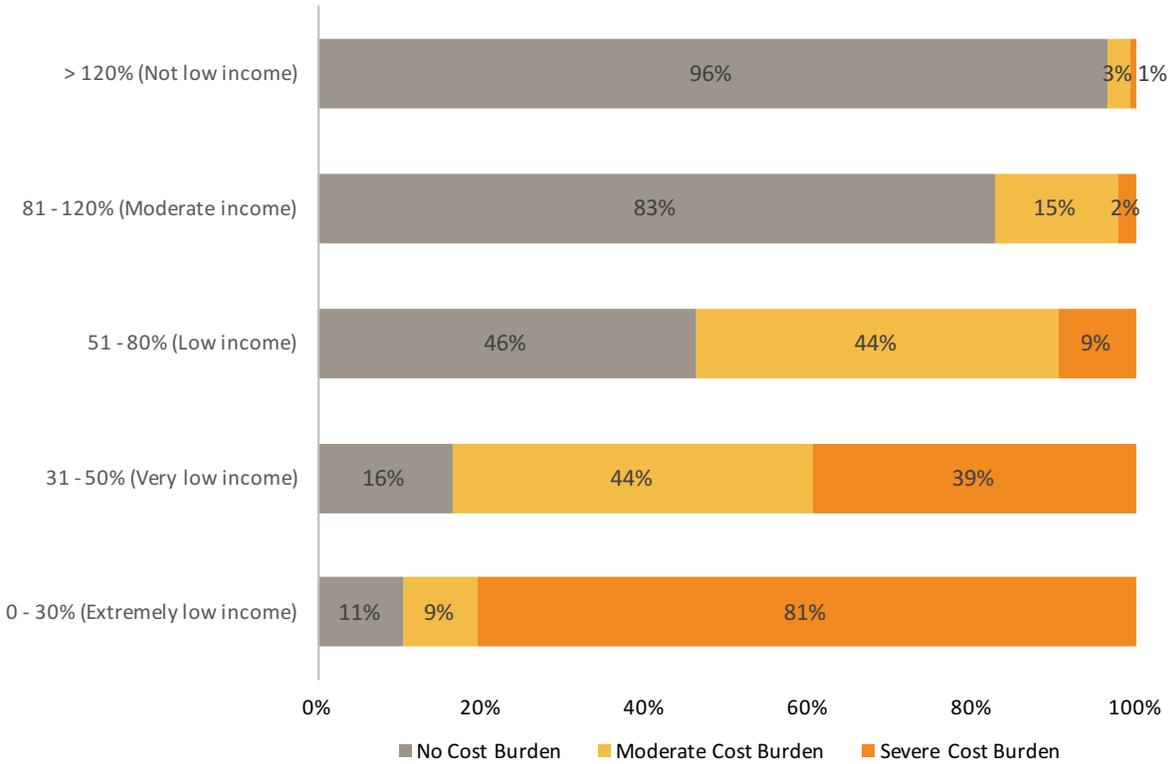
2A. Renters with Housing Burdens, by Income Level

Housing burden is a measure used to determine whether a household is spending too much of their gross income on housing costs (inclusive of utility costs). Households spending between 30% and 50% of their gross income on housing and utilities are considered housing burdened, while households spending more than 50% of their income on housing and utilities are considered to be severely housing burdened.

Households that spend too much income on housing have less money for other necessities like food, transportation, clothes, childcare, education or medicine. Housing is often the biggest cost for most households, but for those with lower incomes the supply of adequate, safe and healthy housing at affordable rents is limited. Many low-income households compete for adequate, low-cost housing near job centers, schools, or other amenities, and end up paying more for this housing. Higher income households may choose to spend more than 30% of their incomes on housing, because they generally have enough income left over to meet their needs.

Exhibit 12 shows housing burden for Oregon renters of different incomes. As expected, lower income households have higher rates of housing burden and severe housing burden. Interestingly, 17% of Oregon renters experience a housing burden despite being at 81%–120% of the MFI. This speaks to the fact that rental price increases are outpacing median family income increases, making housing unaffordable to an increasingly broad proportion of the population.

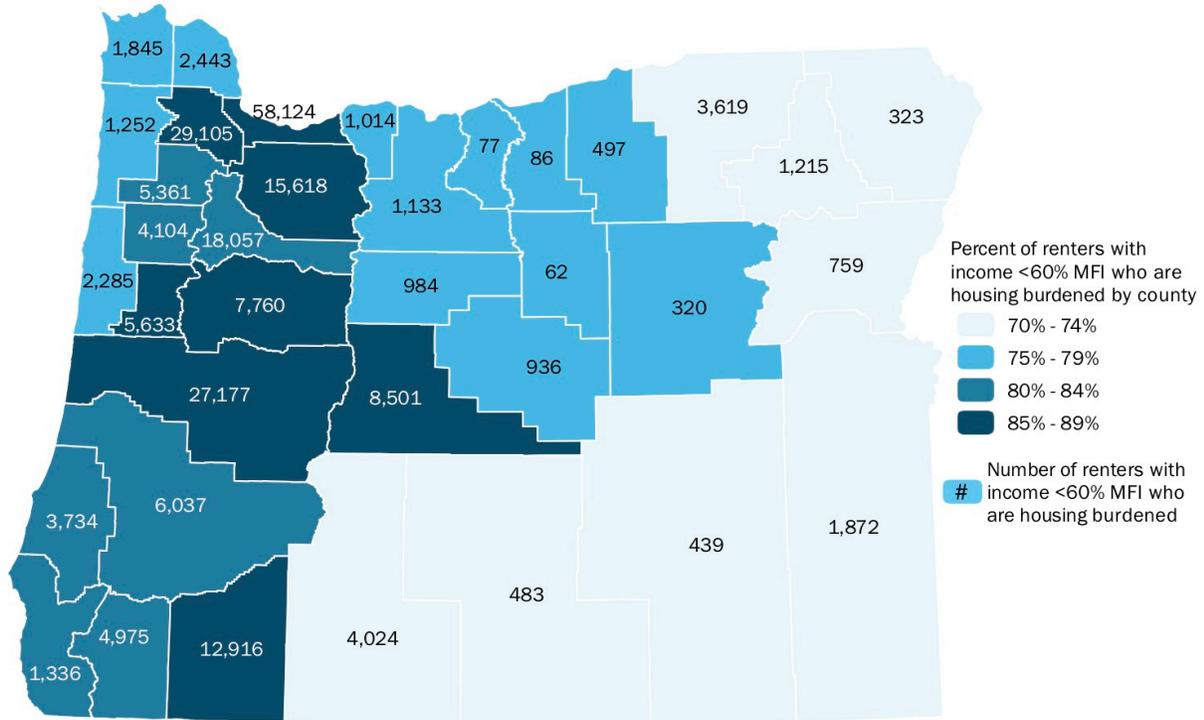
Exhibit 12. Oregon Renters Housing Burdened, by Income Category, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 13 displays the rate of housing burden for Oregon households earning less than 60% of their area MFI in a map of Oregon counties, since most of the agency's rental programs set restrictions at 60% MFI or below.

Exhibit 13. County Map of Number and Percentage of 60% MFI Renters Who Are Housing Burdened, by Income Category, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 14 provides detail regarding renter housing burdens for Oregon households earning under 60% MFI by rural and urban dwellings for various population groups. The counts for each group's respective row are the number of renter households that are housing burdened. The percent beneath each count is the share of renter households that are housing burdened.

Exhibit 14. Oregon Renters Under 60% MFI Housing Burdened, by Urban and Rural and Selected Population Group, 2011-2015

Population Group	Urban Households	Rural Households	Total Households
Veterans	13,735 80%	5,366 78%	19,101 80%
Seniors (65+)	28,425 76%	8,421 72%	36,846 75%
Seniors (80+)	11,482 80%	3,022 69%	14,504 77%
Households with Children	21,843 83%	5,519 72%	27,362 81%
Household with Disabilities	52,823 82%	15,461 76%	68,285 81%
Non-Hispanic White	130,976 86%	38,589 79%	169,565 84%
Hispanic and Non-Hispanic Non-White of any Race	56,061 85%	8,479 74%	64,540 84%

Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 15 shows the total counts of moderate, severe and no housing burden experienced by Oregon renters within income categories during 2011–2015. Of the approximate 600,000 renter households counted, approximately 278,800 are below 60% of the median family income, and of these households, 234,105 (84%) have some level of housing cost burden.

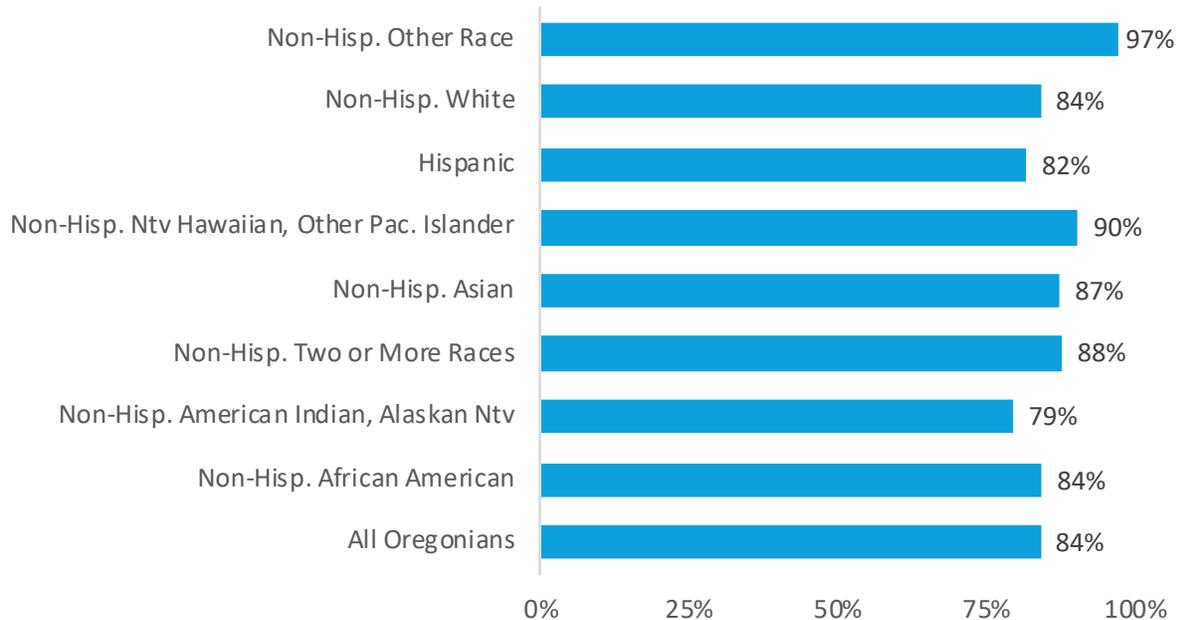
Exhibit 15. Oregon Renters Housing Burdened, by Income Category, 2011–2015

Income Category	Moderate Cost Burden	Severe Cost Burden	No Cost Burden	Total Households
0 - 30% (Extremely low income)	11,452	104,121	13,698	129,272
31 - 50% (Very low income)	46,510	41,472	17,331	105,313
51 - 80% (Low income)	55,892	11,839	58,085	125,816
81 - 120% (Moderate income)	16,775	2,495	92,321	111,590
> 120% (Not low income)	3,724	767	121,644	126,135
≤ 60% MFI	81,616	152,489	44,752	278,857
TOTAL	134,353	160,694	303,078	598,125
Percent of Households				
0 - 30% (Extremely low income)	9%	81%	11%	100%
31 - 50% (Very low income)	44%	39%	16%	100%
51 - 80% (Low income)	44%	9%	46%	100%
81 - 120% (Moderate income)	15%	2%	83%	100%
> 120% (Not low income)	3%	1%	96%	100%
≤ 60% MFI	29%	55%	16%	100%
TOTAL	22%	27%	51%	100%

Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 16 details the proportion of renters under 60% of MFI who are housing burdened by race and ethnicity for the 2011-2015 period. Nearly every group containing communities of color has a higher proportion of household that are cost burdened than white Oregonians. The group with the highest level of housing burden are those that are non-Hispanic Other Race at 97 percent—it should be noted that this group has the smallest size relative to all other groups, which may lead to a disproportionately higher percent.

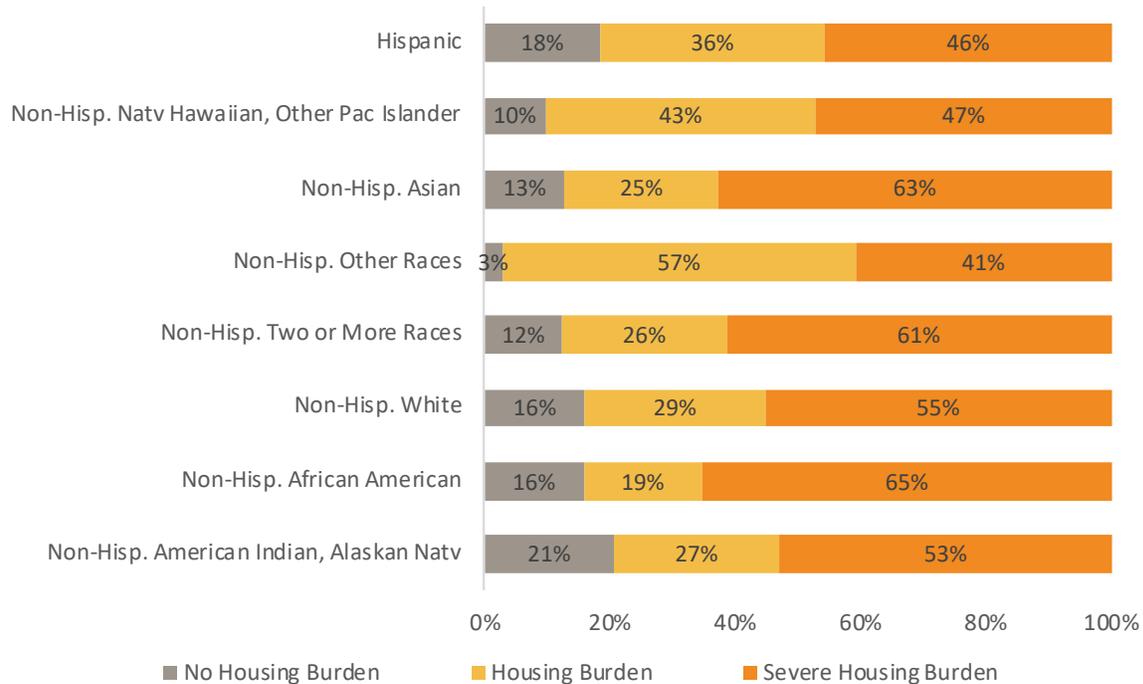
Exhibit 16. Housing Burdened Renters Below 60% MFI, by Race/Ethnicity, 2011-2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 17 below displays the distribution of housing burden by race/ethnicity for renters earning less than 60% of MFI. This exhibit is a more detailed breakdown of Exhibit 16. Every group of renter households in this income range experiences a high level of housing burden. And, again, lower income people of color generally experience greater housing burdening than their white counterparts.

Exhibit 17. Housing Burdened Renters Below 60% MFI, by Race/Ethnicity, 2011–2015

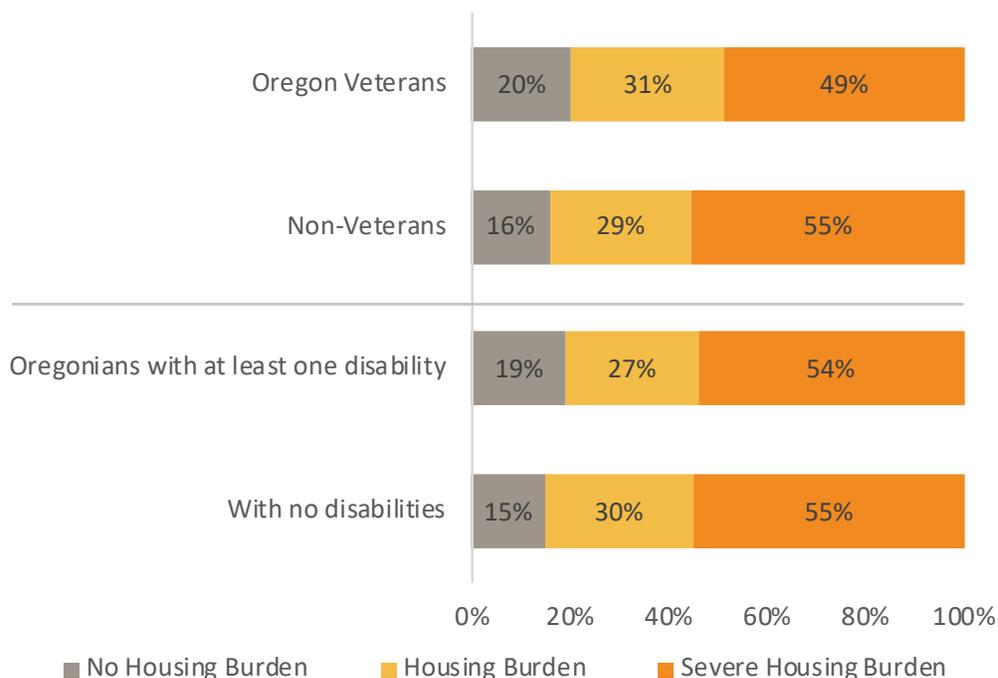


Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 18 below shows the distribution of housing burden for veteran renter households and for renter households where one member has at least one disability.

Fewer Oregon veteran renter households experienced housing burdening than non-veterans. The data tell a relatively similar story for renter households with at least one disability. According to the American Community Survey, renter households with at least one disability had a lower share of housing burden relative to renter households with no disabilities. The share of households severely burdened, however, was near equivalent across both groups, 54 percent for households with at least one disability and 55 percent for households with no disabilities.

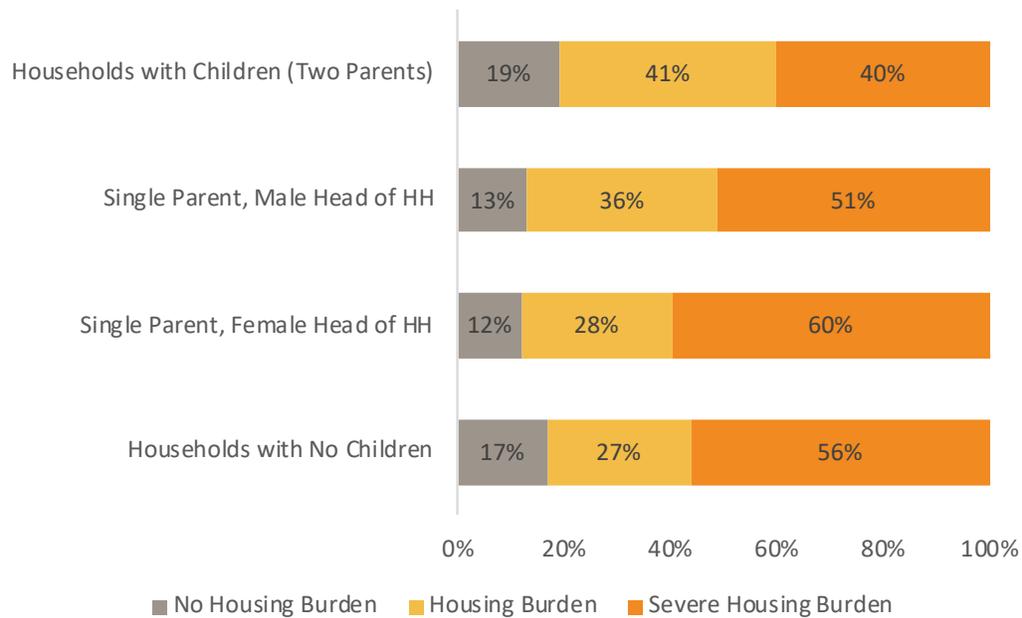
Exhibit 18. Housing Burdened Renters Below 60% MFI, by Veteran Status and Disability Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 19 details the level of housing burden by family type for renter households earning less than 60% of MFI. Households with children had the lowest level of housing burden relative to all comparison groups with 19 percent not being housing burdened over the 2011-2015 period. The remaining 81 percent was split almost evenly between housing burden and severe housing burden at 41 percent and 40 percent, respectively. Single parent households, whether headed by a male or a female, experienced relatively high levels of overall housing burdening. A greater share of female headed single parent households were severely housing burdened. Given the high cost of child care, housing burden at any level is likely a sign of a significantly-limited family budgets.

Exhibit 19. Housing Burdened Renter Households Below 60% MFI, by Family Type, 2011–2015

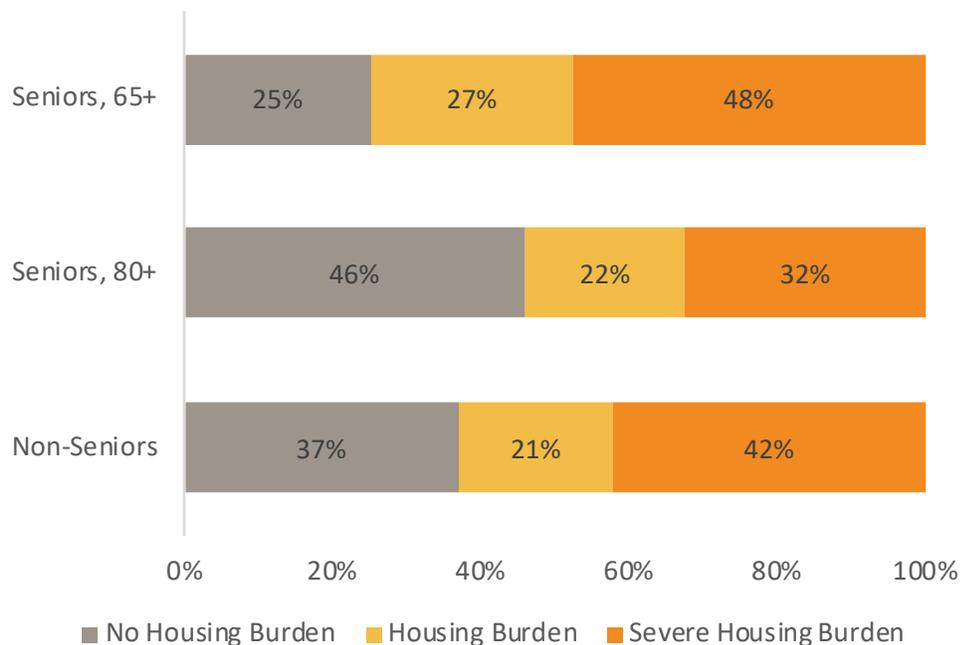


Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 20 shows that patterns of housing burdening vary with age in ways that are worth considering for those who provide services to seniors. A full 75 percent of younger seniors with incomes under 60 percent of MFI are housing burdened or severely housing burdened. This suggests a need to focus on senior housing services, and a coming pipeline of aging population that will require assistance.

For those over 80, the rate is much lower than for all of the younger low-income categories, with just 54 percent experiencing housing burden. This may reflect a higher proportion of seniors over already 80 living in rent-subsidized senior living facilities.

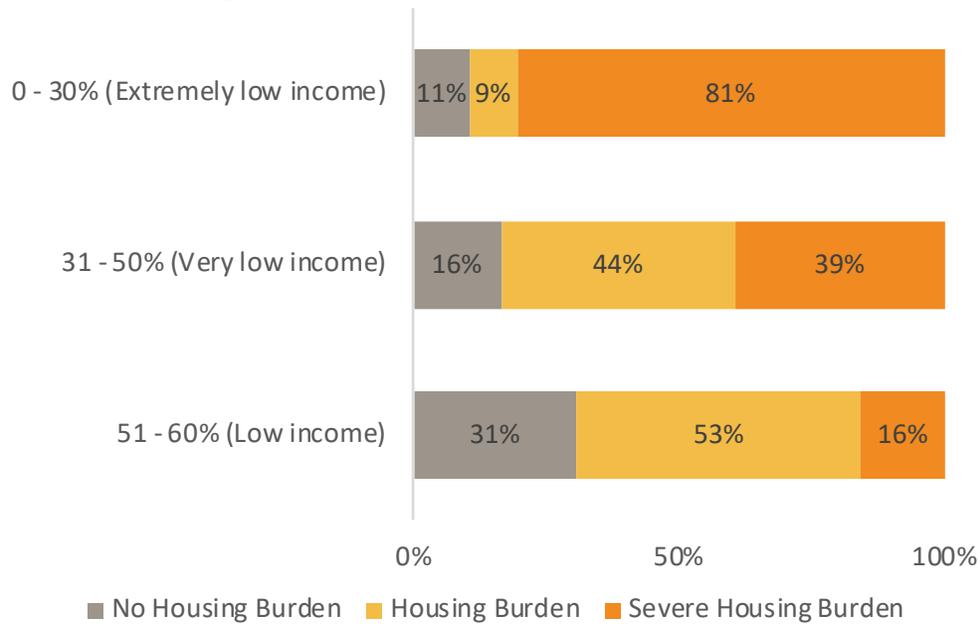
Exhibit 20. Housing Burdened Renters Below 60% MFI, by Senior Household, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 21 depicts the distribution of housing burden by income level for renters earning under 60 percent of MFI. As one would expect, renters earning extremely low income (0 to 30 percent of MFI) are the most housing burdened and as income increases, the severity of burden generally decreases. For renter households earning 0 to 30 percent of MFI, 65 percent were severely housing burdened relative to 27 percent for renters earning 31 to 50 percent of MFI and 13 percent for renters earning 51 to 60 percent.

Exhibit 21. Housing Burdened Renters, by Income Level, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

2B. Affordable Rental Units Needed to Meet Demand, by Income Level

Policy makers and funders need a data-informed starting place for understanding the gap between available units and the number of households that might need access to those units. As the previous section demonstrated, many low-income households are housing burdened, and pay too much of their income on housing leaving very little leftover for emergencies and necessities. Additionally, some higher-income households are occupying lower priced housing that would be affordable for households with lower incomes. Understanding this mismatch, and where it occurs, can help OHCS prioritize how to fund the development of new rental units.

Exhibit 22 highlights the consequences of a lack of available affordable units for Oregon's households across the entire income spectrum. It compares the number of units available that rent at levels affordable at various income levels (vertical rows) to the number of households that make that amount of income (horizontal columns). Green highlighted cells detail the number of housing units where the household is paying an *appropriate* amount of rent per their income, assuming that they should be paying no more than 30% of their income on housing. For example, there are 24,711 households that earn 0 to 30 percent of MFI and that live in housing units that rent at prices affordable to people making 0 to 30 percent MFI. Every household that falls below the green highlighted cell is housing burdened in a unit that does not match its income. For example, there are 26,902 families making 0 to 30 percent of median family income who are living in units that should be available to households making 30 to 50 percent of MFI. These 26,902 families are paying more than they should for rent, and are also 'using' a unit that could be available to a household at a slightly higher but still low-income wage. The lack of affordable units in this way reverberates through the entire housing continuum, creating challenges and housing burdening even for people in the middle incomes.

There is a total of 201,483 units where incomes and rents are mismatched in a way that housing burdens renters, versus a total of 119,816 units where the mismatch means that a renter household is paying less than it could afford. This suggests that the total gap is 81,667 for all renter households under 120 percent of MFI in Oregon.

Exhibit 22. Number of Affordable Housing Units Needed to Meet Demand, by Income Category, 2011–2015

Unit Affordable at % of MFI	Unit Occupied by Household Earning...						Total
	Vacant (for rent)	0 - 30% MFI	31% - 50% MFI	51% - 80% MFI	81% to 120% MFI	> 120% MFI	
No Recorded Housing Costs		1,923	873	1,132	852	840	5,620
30% MFI	1,930	24,711	10,059	6,824	5,438	4,310	51,342
30% - 50% MFI	9,275	26,902	22,683	19,771	11,286	8,249	88,892
50% - 80% MFI	15,294	60,492	57,143	75,181	66,438	56,499	315,753
80% - 120% MFI	4,115	12,497	12,178	18,958	23,337	44,123	111,093
> 120% MFI	3,489	2,747	2,377	3,950	4,240	12,113	25,427
Total	34,102	129,272	105,313	125,816	111,590	126,135	598,125

Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 23 and Exhibit 24 provide detail on the shortage of rental housing affordable to low income Oregonians.

Exhibit 23 demonstrates the shortage of units for different income levels for each county over the 2011-2015 period. Estimates of the shortage of homes are calculated by taking the difference between the number of households at a specific level of income (30 percent, 50 percent, and 80 percent) and the number of homes affordable and available to these households. Borrowing methodology for the National Low-Income Housing Coalition,³⁶ available in this context, means that the home is affordable at a certain income threshold and is actually occupied by a household at that income level (e.g., the green cells in Exhibit 22).

Exhibit 23. Shortage of Affordable and Available Rental Units at Different Income Levels, by County, 2011-2015

County	Shortage at 30% MFI	Shortage at 50% MFI	Shortage at 80% MFI	County	Shortage at 30% MFI	Shortage at 50% MFI	Shortage at 80% MFI
Baker	320	262	261	Lake	221	156	119
Benton	2,839	1,958	863	Lane	12,924	9,236	4,737
Clackamas	5,593	5,968	3,925	Lincoln	775	1,026	540
Clatsop	626	828	436	Linn	3,912	2,699	1,188
Columbia	828	353	577	Malheur	858	603	460
Coos	1,647	1,122	921	Marion	7,532	6,370	4,038
Crook	398	307	275	Morrow	211	163	146
Curry	589	401	329	Multnomah	27,345	18,994	10,384
Deschutes	3,514	3,230	1,940	Polk	1,804	1,204	1,112
Douglas	2,102	2,065	1,692	Sherman	33	25	23
Gilliam	36	28	25	Tillamook	425	562	296
Grant	136	105	94	Umatilla	1,522	1,250	1,244
Harney	201	141	108	Union	512	420	417
Hood River	431	333	298	Wallowa	136	111	110
Jackson	5,372	5,687	2,851	Wasco	482	372	333
Jefferson	418	323	289	Washington	12,475	11,921	3,092
Josephine	2,194	1,493	1,227	Wheeler	27	20	18
Klamath	1,844	1,296	989	Yamhill	2,356	1,571	1,451

Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Counties experiencing the highest mismatch measured by number of units are (in descending order): Multnomah County at 27,488 units, Washington County at 27,488 units, Lane County at 26,897 units, Marion County at 17,940 units, and Clackamas County at 15,466 units. These counties have the highest populations across Oregon, hence the mismatch's size may seem unsurprising, though it does indicate the pervasiveness of the housing affordability challenge. In general, the highest level of renter household unit mismatch occurs at the 30 percent of MFI threshold.

³⁶ National Low Income Housing Coalition. 2018. *The Gap: A Shortage of Affordable Rental Homes*. Retrieved from: <http://nlihc.org/gap>.

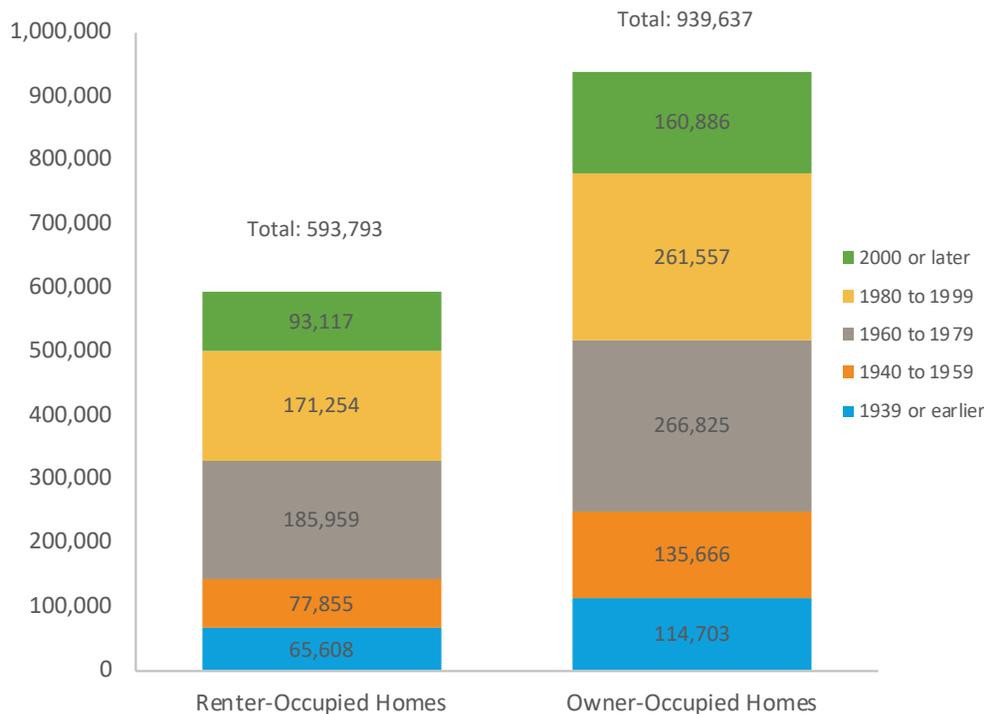
2C. Housing Units Built by Year and by Housing Type

Looking at housing construction can be a signal for housing quality and affordability. Properly functioning housing markets build new homes at the highest ends of the affordability spectrum, which age over time. Via a process known as filtering, higher income households move out of their existing homes into newer, expensive homes, thereby freeing up their old homes for others farther down the income spectrum. It may take decades for new homes to reach a price that is affordable to certain incomes, and for many of the lowest incomes, housing will never reach affordability and government funded housing will create supply.

For some low-income households, housing quality can be an issue. The ACS PUMS data does not have information on housing quality, so we use housing as a proxy.³⁷ To attempt to measure the quality of housing stock, we examined the distribution of housing units built by year and by type. Data are grouped into 20-year increments from 1939 through 2010.

Exhibit 25 compares the number of housing units built in each year-period, for renter-occupied and owner-occupied homes across Oregon. The number of owner-occupied homes (approximately 940,000) is significantly higher than the number of renter homes (approximately 600,000).

Exhibit 25. Housing Units Built by Tenure, by Year Built Category, 2011–2015

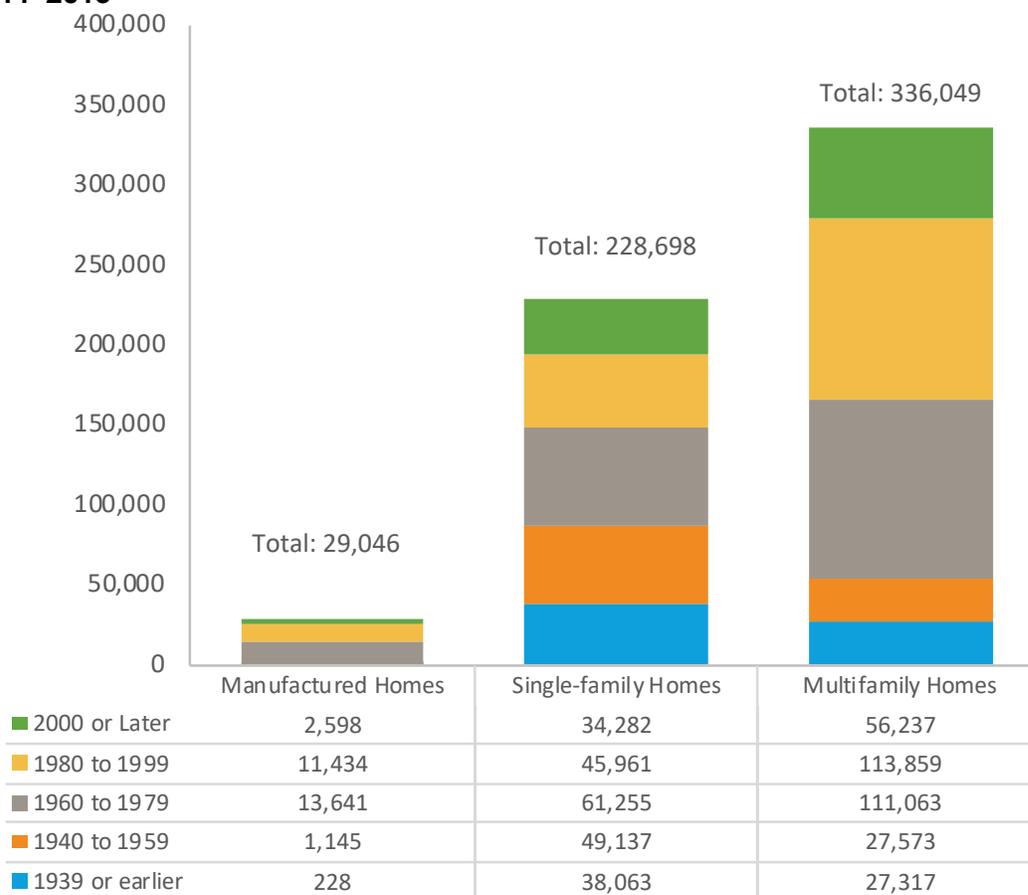


Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

³⁷ Additional analyses that look at housing age and occupant income are done in the Energy Services section to explore households in need of weatherization assistance. See page 97 for more detail.

Exhibit 26 shows renter-occupied households by housing type and by year built using data from 2011–2015. It is clear that multifamily homes comprise the greatest portion of renter-occupied homes built. Similarly, just as in the previous figure, the most renter-occupied homes were built between 1960 and 1999, but the post-2009 recession growth in multifamily housing construction is also visible. This exhibit also shows that manufactured homes comprise a small portion of renter-occupied homes among single-family and multifamily housing units. Manufactured housing is an important part of the housing stock for households with lower incomes.

Exhibit 26. Renter Occupied Households by Household Type, by Year Built Category, 2011–2015



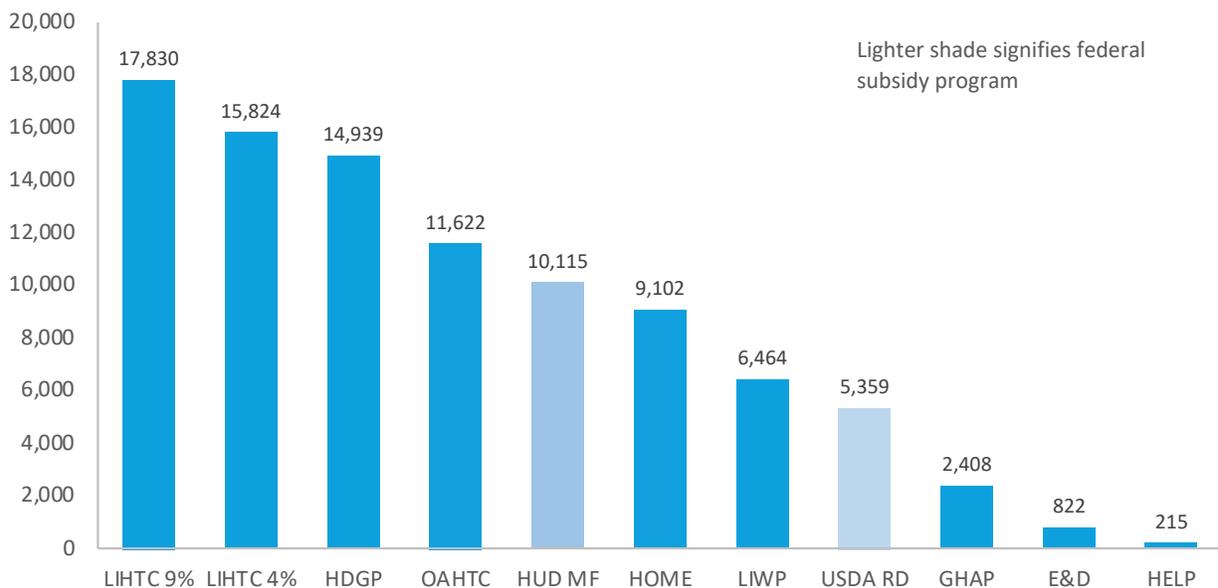
Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

2D. Inventory of Affordable Multifamily Rental Housing with Local, State, or Federal Subsidy

OHCS is an important provider of rental housing for individuals and households of lower incomes. As noted, the housing market often does not provide new housing at prices and rents that low-income households can afford, so the federal, state, and local government agencies are key players in this part of the housing market. Funding comes from a variety of federal, state, and local sources. OHCS maintains a detailed inventory of all the rental properties in the state that are subject to contracts that require rent and/or income restrictions on the property, and keeps track of the funding attached to each of these properties. According to this inventory, there are more than 63,000 units of publicly supported rental housing across the state. OHCS currently has data from HUD, USDA, and OHCS on the contract expiration dates of approximately 46,000 of these units. OHCS is still working internally and with local governments and Housing Authorities to obtain contract expiration dates for the remaining units.

Exhibit 27 details the inventory of publicly supported rental housing units produced and maintained through state and federal programs with affordability restriction end dates. While there are about 46,000 units for which OHCS has data on rent restriction end dates, many of these units are funded by several different programs. The data shown in Exhibit 27 showing units by program are duplicative when a single unit has multiple funding sources and rent restrictions and therefore should not be added together. The rent restriction programs highlighted in Exhibit 27 are not an exhaustive list of state programs funding rental housing, but includes the programs for which contract expiration dates were known and recorded as of the time of the writing of this plan.

Exhibit 27. Affordable Units by Rent Restriction Program



Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data

More information on these funding sources and the total dollars available can be found in the Funding Assessment Appendix. These programs are described briefly in Exhibit 28

below. Again, this is also not a complete list of OHCS funding programs, but includes the programs for which there were recorded contract expiration dates at the time of the writing of this plan.

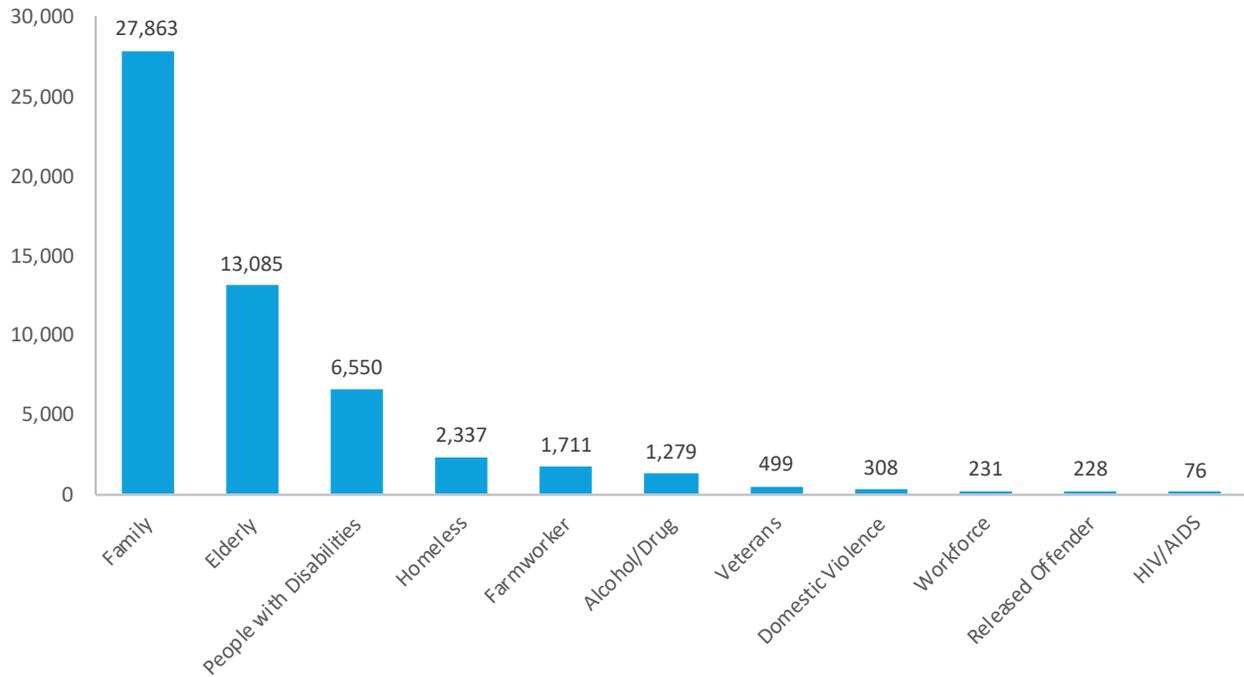
Exhibit 28. Affordable Housing Programs in OHCS's Inventory, 2017

Program	Description
Low Income Housing Tax Credits 4% and 9%	The Low-Income Housing Tax Credit (LIHTC) offers credits on federal tax liabilities for 10 years in exchange for an equity investment in construction and rehabilitation of rental housing for lower-income households. The owner and developer must comply with governing rules and regulations throughout a compliance period (which is typically 15 or 30 years).
Housing Development Grant Program (HDGP)	The Housing Development Grant Program (HDGP) was created to expand Oregon's housing supply for low- and very low-income families and individuals by providing funds for new construction or to acquire and/or rehabilitate existing structures.
HUD Multifamily Program (HUD MF) (a.k.a. HUD Contract Administration)	The US Department of Housing and Urban Development (HUD), through its project-based rental assistance, enters into contracts with owners of private multifamily housing to make units affordable to low income households. Project-based rental assistance is administered by HUD and fixed to a specific property. HUD MF specifically refers to HUD's Project-Based Section 8 program, which was established in 1974.
Oregon Affordable Housing Tax Credit (OAHTC)	The Oregon Affordable Housing Tax Credit (OAHTC) Program provides a state income tax credit for affordable housing loans for which a lender reduces the interest rate by up to four percent. Applications must demonstrate a 20 year term that the benefit of the tax credit will be entirely passed on to reduce tenants rent. Exceptions to this are available to manufactured parks and preservation projects.
USDA Rural Development Program (USDA RD)	The USDA Rural Development Housing and Community Facilities Programs Office (RD) began making subsidized mortgage loans through the Section 515 Rural Rental Housing Loan program in 1963. This direct loan program provides mortgages at a 1% interest rate to nonprofit and for-profit developers to build multifamily rural rental housing that is affordable to low income and moderate income families, elderly persons, and persons with disabilities. Loan terms are 30 years and are amortized over 50 years. Tenants pay basic rent or 30% of their adjusted income, whichever is greater.
Low-Income Weatherization Program (LIWP) (a.k.a. Oregon Multifamily Energy Program)	The Oregon Housing and Community Services Low Income Weatherization Program is now the Oregon Multifamily Energy Program. This program is funded as a result of Legislative action in the 1999-2001 Session. Funds can be used to increase the efficiency of heating and other uses of energy in multifamily housing through the installation of energy-efficient insulation, windows, appliances, light fixtures and other energy-reducing activities.
HOME	The HOME Investment Partnerships (HOME) Program provides formula grants to states and participating jurisdictions that fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance. When used for rental activities, at least 90% of the units must be occupied by households with incomes at or below 60% of the area median income, and the remaining 10% can be occupied by households with incomes at or below 80% of the area median income. In rental properties with five or more HOME units, 20% of these units must be set aside for households with incomes at or below 50% of the area median income.
General Housing Account Program (GHAP)	Provides grants and loans for the construction, acquisition or rehabilitation of buildings for the purpose of expanding the state's supply of housing for low- and very low-income Oregonians.
Elderly & Disabled Housing Program	The Elderly and Disabled (E&D) Loan Program provides below-market interest rate permanent mortgage loans by issuing pooled tax-exempt bond financing for affordable multi-unit rental housing projects. Borrowers may apply for this loan for construction of new affordable housing or for acquisition and/or rehabilitation of existing properties. This program finances apartments, congregate care, residential care, and assisted living facilities for elderly persons, as well as group care homes for mentally and physically disabled persons. OHCS provides credit enhancement, plus bond issuance.
HELP Program	The HELP Program was established by OHCS in 1991 to provide funding for safe, decent, and sanitary housing affordable to very low-income families and individuals. OHCS has, at its discretion, set-aside HELP funds for these distinct populations; (1) Persons in recovery; (2) Homeless, including victims of domestic violence; and (3) Group homes for persons with developmental disabilities or chronic mental illness.

Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data; OHCS staff program descriptions

Exhibit 29 inventories the number of affordable units available to specific populations. Just over half of affordable units are set-aside for families, while 24% is set aside for elderly Oregonians. Other underserved populations, such as Oregonians with physical disabilities and those experiencing homelessness, have affordable housing units available to them, but there are far fewer units set aside. Some units are available for multiple populations, so the totals in the following exhibit will exceed the stock of 46,000 units statewide.

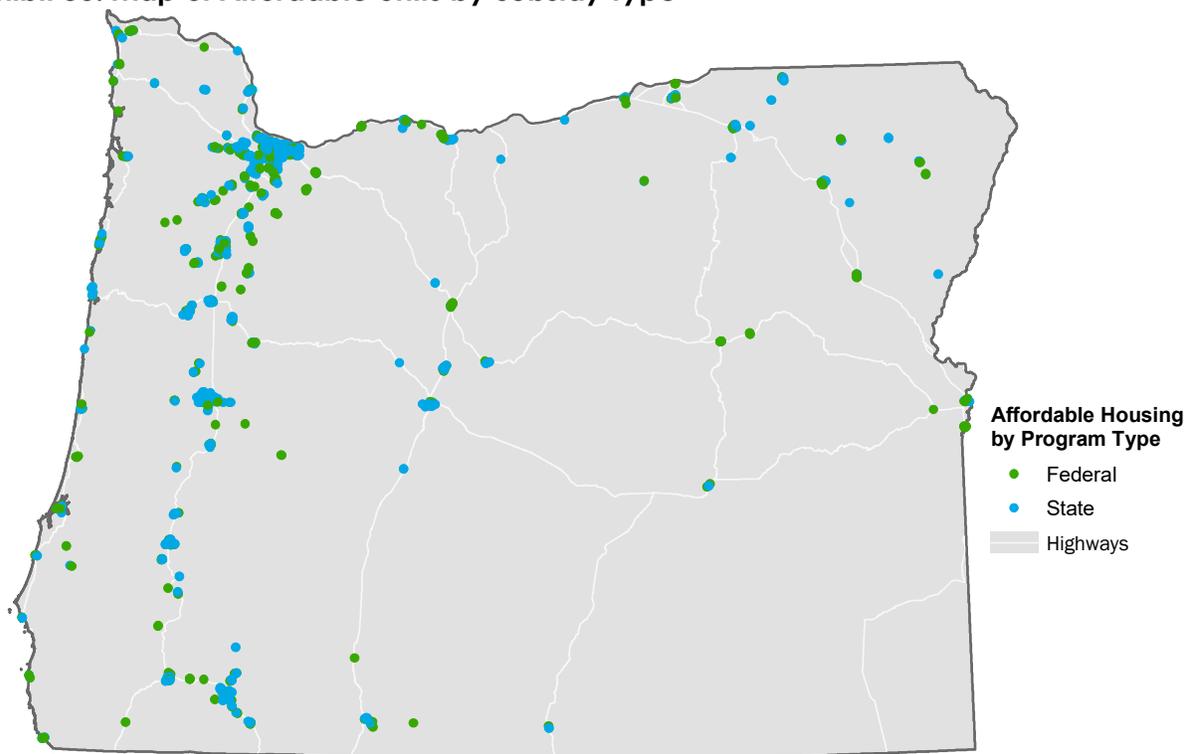
Exhibit 29. Affordable Units by Populations Served



Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data

Exhibit 30 displays the inventory of affordable rental housing in a map showing where local, state and federally funded housing is available to low-income Oregonians.

Exhibit 30. Map of Affordable Units by Subsidy Type



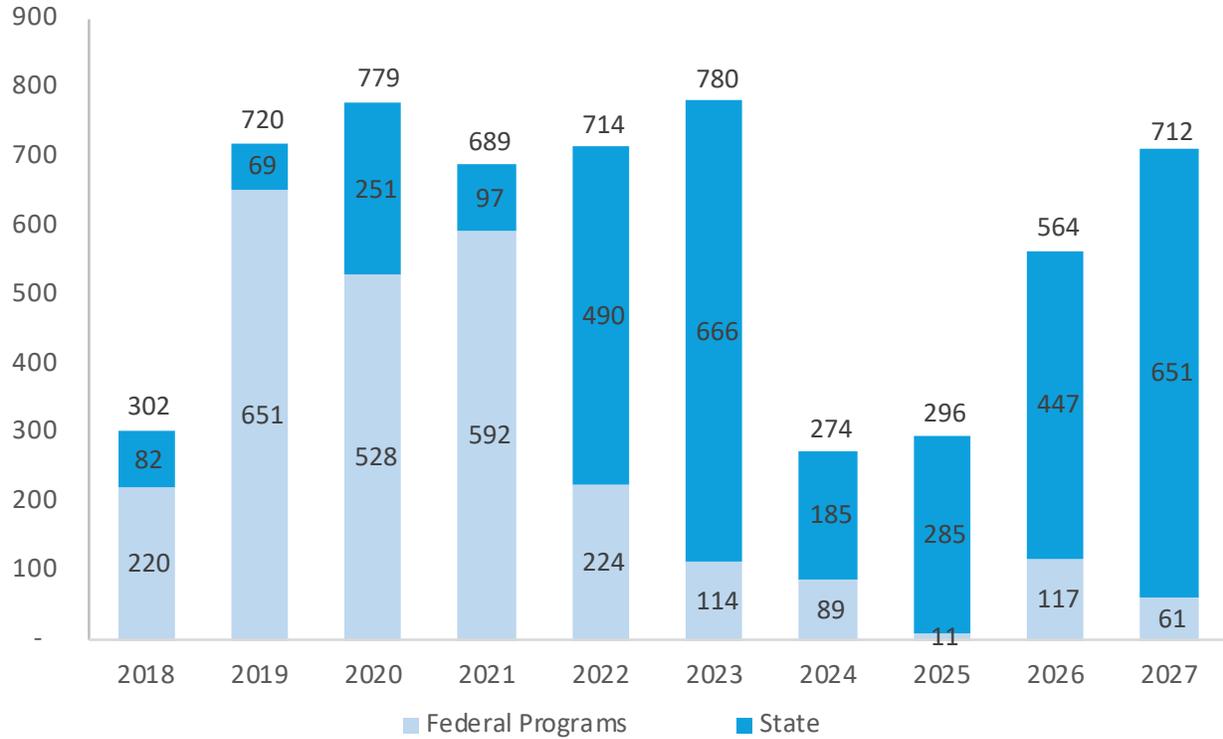
Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data

2E. Subsidized Units with Rent Restriction Expiration Dates in 10 Years

Shifting to OHCS's work on preserving rent-restricted affordable housing, this section analyzes the quantity of affordable housing units with rent restrictions expiring over the next 10 years. Across Oregon, more than 5,800 affordable units have rent restrictions expiring before 2028, or approximately 13 percent of the total affordable housing stock. As units can have rent restrictions and affordability expirations from multiple programs, this analysis looks at the latest restriction end date.

Exhibit 31 details the affordable housing units with Federal and State rent restrictions expiring in the next ten years. By 2027, rent restrictions for about 3,200 State housing units and about 2,600 Federal housing units are at risk of expiring. OHCS is more closely tracking properties with expiring rent restrictions with the implementation of the Publicly Supported Housing Preservation Program (HB 2002), which requires OHCS to remind participating property owners of contract expiration dates two years prior to expiration and provides the opportunity for a local government to preserve expiring properties through new ownership if the existing owner decides not to maintain affordability restrictions at the property. In a majority of cases, owners do decide to renew their contract or enter into a new contract.

Exhibit 31. Affordable Housing Units Expiring by Preservation Type, 2018–2027



Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data

Exhibit 32 describes the populations affected by these rent restriction expirations over the next 5 and 10 years. The largest group impacted over the next decade will be affordable housing for families. By 2027, rent restrictions for just under 1,500 units across Oregon are at risk of expiring for low-income families. Units set aside for elderly households are the second largest group with 1,280 affordability restrictions expiring through 2027. Other populations affected include Oregonians with physical disabilities and developmental disabilities, chronic mental illnesses, populations experiencing homelessness, and a number of other groups. Again, because a single unit may have multiple rent restrictions, these figures will be larger than those in the prior exhibit.

Exhibit 32. Affordable Housing Units Expiring by Populations Served, 2018–2027

Populations Served	Affordable Units	
	Expiring within 5 years	Expiring within 10 years
Family (general affordable)	1,497	3,036
Elderly	1,280	1,743
Physical Disability	254	392
Homeless	179	287
Ex/Released Offender	75	75
Chronic Mental Illness	69	162
Developmental Disabilities	51	84
Veterans	50	50
Alcohol/Drug Rehabilitation	44	64
Farmworker	0	70
Domestic Violence	0	6
HIV/AIDS	0	35
Workforce	0	0
Oregon	3,499	6,004

Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data

Exhibit 33 shows the number of affordable housing units with expiring rent restrictions in the next ten years by county. The data are split between Federal contracts and State contracts.

Exhibit 33. Affordable Housing Units Expiring by County, 2018-2027

County	Federal Units	State	County	Federal Units	State
BAKER	0	23	LAKE	0	0
BENTON	60	0	LANE	506	112
CLACKAMAS	146	20	LINCOLN	83	0
CLATSOP	0	57	LINN	46	0
COLUMBIA	32	0	MALHEUR	128	24
COOS	38	0	MARION	288	396
CROOK	28	0	MORROW	0	0
CURRY	27	0	MULTNOMAH	603	1,750
DESCHUTES	60	0	POLK	10	0
DOUGLAS	62	0	SHERMAN	0	0
GILLIAM	0	0	TILLAMOOK	19	0
GRANT	26	0	UMATILLA	74	43
HARNEY	18	0	UNION	0	5
HOOD RIVER	7	0	WALLOWA	0	10
JACKSON	70	82	WASCO	44	14
JEFFERSON	63	0	WASHINGTON	92	570
JOSEPHINE	38	57	WHEELER	0	0
KLAMATH	39	0	YAMHILL	0	60
OREGON				2,607	3,223

Source: ECONorthwest analysis of Oregon Housing and Community Services Affordable Housing Inventory Data.

3. Stable Homeownership and Access to Homeownership

Another critical component of OHCS's mission is to promote stable homeownership and access to homeownership for Oregonians. Recognizing that homeownership provides a pathway to wealth building, providing access to homeownership can be a part of anti-poverty programs. Activities supported through OHCS homeownership programs include assisting first-time homebuyers secure below market interest rates on home loans, homeownership education and counselling, down payment assistance, home rehabilitation assistance, and foreclosure assistance to help keep households in their homes. Weatherization and energy assistance, important to stable homeownership, are analyzed separately in the next category.

Need for Homeownership programs was evaluated through the following metrics:

- **3A. Renters Who Are Potential Homebuyers:** OHCS considers renters earning 50 percent to 120 percent of MFI potential candidates for homeownership. The number of renters in each county in this income range compared to the number of homes that sold in 2016 in a price range affordable to these renters gives an indication of potential growth in homeownership.
- **3B. Borrowers Denied Home Purchase Loans Compared to Number of Borrowers Applying for Home Loans:** This gives an indication of potential homebuyers who are not able to access standard home loan products.
- **3C. Low and Moderate Income Homeowners with Housing Burdens:** Low and moderate income homeowners with housing cost burdens may be at greater risk of losing their home.
- **3D. Number of Housing Units Built by Year and by Housing Type:** As with rental housing, the age of the single family housing stock can be a proxy for housing quality.
- **3E. Number of Loans 90+ Days Delinquent or in Foreclosure Compared to All Loans:** Homeowners who are more than 90 days past due may be in need of foreclosure or mortgage assistance.

3A. Renters Who Are Potential Homebuyers

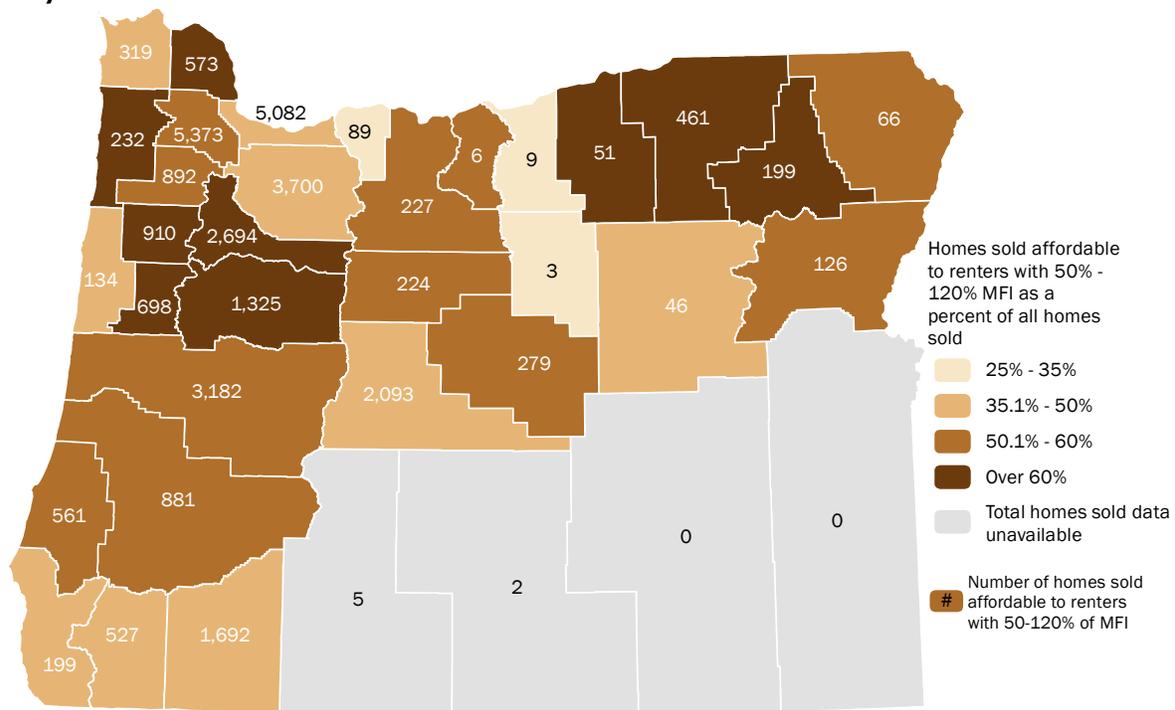
Moving into homeownership is not only a part of the "American Dream," but it is one of the best ways to build wealth in American society. It can provide deep roots to a community, provide housing stability, and potentially also encourage economic mobility. As such, OHCS works to encourage, educate, and provide funding to low income households on the path to homeownership.

OHCS considers renters earning 50 percent to 120 percent of MFI as potential candidates for homeownership. Not many homes are affordable to households earning below 50 percent AMI so OHCS has other programs aimed at housing stability for these households.

To look at the ability to move renters into homeownership, we examined the number of renters in each county in this income range, and compared it to the number of homes that sold in 2016 in a price range affordable to these renters. We assumed that households would spend no more than 30 percent of their income on housing costs, including mortgages, insurance, maintenance and other costs.

In many counties across the state, there is a mismatch in the number of homes sold in this price range, and the number of potential buyers. Exhibit 34 displays a map showing how many homes were sold in 2016 that would have been affordable to a renter earning 51%-120% of their area MFI. Shading represents the percent of homes sold in this range compared to all homes price ranges. Data on home sales were not available in all counties.

Exhibit 34. Map of Homes Sold Affordable to Renters Earning 51%–120% of MFI, by County



Source: ECONorthwest calculations; Multiple Listing Service (MLS.com).

As the map demonstrates, the supply of homes in 2016 listed at prices affordable to renters in these income ranges varied significantly across the state. Supply is lowest in urban areas and some of the rural coastal areas. The housing supply in this price range is a factor of both the income of that area, and the variation of homes for sale in each housing market.

Exhibit 35 below details the ratio of potential home buyers to the number of homes sold in each Oregon county. These ratios are impacted both by the number of renters-who-could-be-homebuyers, and also by the number of homes that were sold in 2016 in each county. A few notes about the data:

- An example of the data listed in this table: Baker County had seven potential home buyers for each home sold in this price range in 2016, while Hood River County had 13.
- Some counties, like Lake and Klamath, had very few homes sold in this price range (two and five homes respectively) and thus had very high ratios of buyers to homes and are excluded from the table.
- Harney and Malheur counties did not have sufficient data to calculate a ratio.

Exhibit 35. Ratio of Potential Home Buyers to Homes Sold, by County

County	Ratio of Potential Home Buyers to Homes Sold	County	Ratio of Potential Home Buyers to Homes Sold
Baker	7	Lake	--
Benton	7	Lane	7
Clackamas	6	Lincoln	20
Clatsop	7	Linn	5
Columbia	5	Malheur	--
Coos	7	Marion	7
Crook	4	Morrow	11
Curry	7	Multnomah	11
Deschutes	5	Polk	4
Douglas	6	Sherman	15
Gilliam	11	Tillamook	6
Grant	8	Umatilla	9
Harney	--	Union	7
Hood River	13	Wallowa	6
Jackson	7	Wasco	6
Jefferson	5	Washington	6
Josephine	10	Wheeler	24
Klamath	--	Yamhill	5

Source: ECONorthwest calculations; Multiple Listing Service (MLS.com).

Exhibit 36 details the number of homes sold that would have been affordable to a renter making 51 percent to 120 percent of MFI, as a percent of total home sales for all counties. For additional context, the median home sale price for each county is provided. These data do not show who actually purchased the home, but these homes would have been affordable for renters in these income ranges. Harney, Klamath, Lake, and Malheur counties did not have sufficient data to calculate their respective percentages.

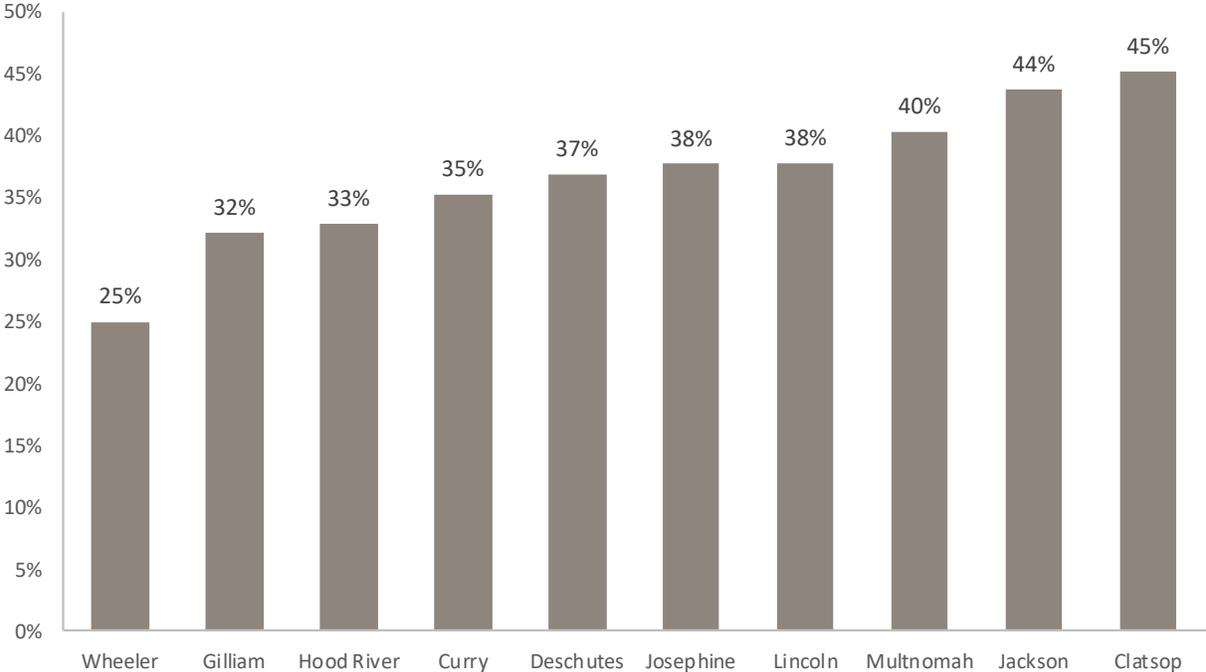
Exhibit 36. Number of Affordable Homes Sold as Percent of All Homes Sold, by County

County	Afford. Homes Sold as Pct. of All Homes Sold	Median Home Sale Price	County	Afford. Homes Sold as Pct. of All Homes Sold	Median Home Sale Price
Baker	51%	\$123,725	Lake	--	--
Benton	66%	\$301,000	Lane	57%	\$235,000
Clackamas	49%	\$365,000	Lincoln	38%	\$257,500
Clatsop	45%	\$267,000	Linn	66%	\$190,000
Columbia	61%	\$240,000	Malheur	--	--
Coos	57%	\$175,500	Marion	61%	\$227,500
Crook	56%	\$207,000	Morrow	61%	\$129,950
Curry	35%	\$233,125	Multnomah	40%	\$353,616
Deschutes	37%	\$320,000	Polk	68%	\$244,000
Douglas	53%	\$175,430	Sherman	55%	\$116,000
Gilliam	32%	\$79,700	Tillamook	63%	\$209,210
Grant	46%	\$178,648	Umatilla	65%	\$153,000
Harney	--	--	Union	62%	\$154,000
Hood River	33%	\$370,250	Wallowa	57%	\$170,000
Jackson	44%	\$262,000	Wasco	59%	\$193,250
Jefferson	58%	\$169,000	Washington	54%	\$350,000
Josephine	38%	\$235,000	Wheeler	25%	\$85,000
Klamath	--	--	Yamhill	52%	\$270,000

Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 37 shows the top 10 Oregon counties where homes sold in this price range accounted for the smallest proportion of total home sales. Wheeler County had the lowest percent of all Oregon counties with only 25% of homes being affordable to renters with incomes between 51%–120% of MFI. It should be noted, however, that Wheeler County had the smallest population of all counties for the 2011–2015 time frame, according to the U.S. Census. Gilliam County was second lowest at 32% and Hood River was third lowest at 33%.

Exhibit 37. Lowest Percent of Affordable Homes Sold as Percent of All Homes Sold, by County

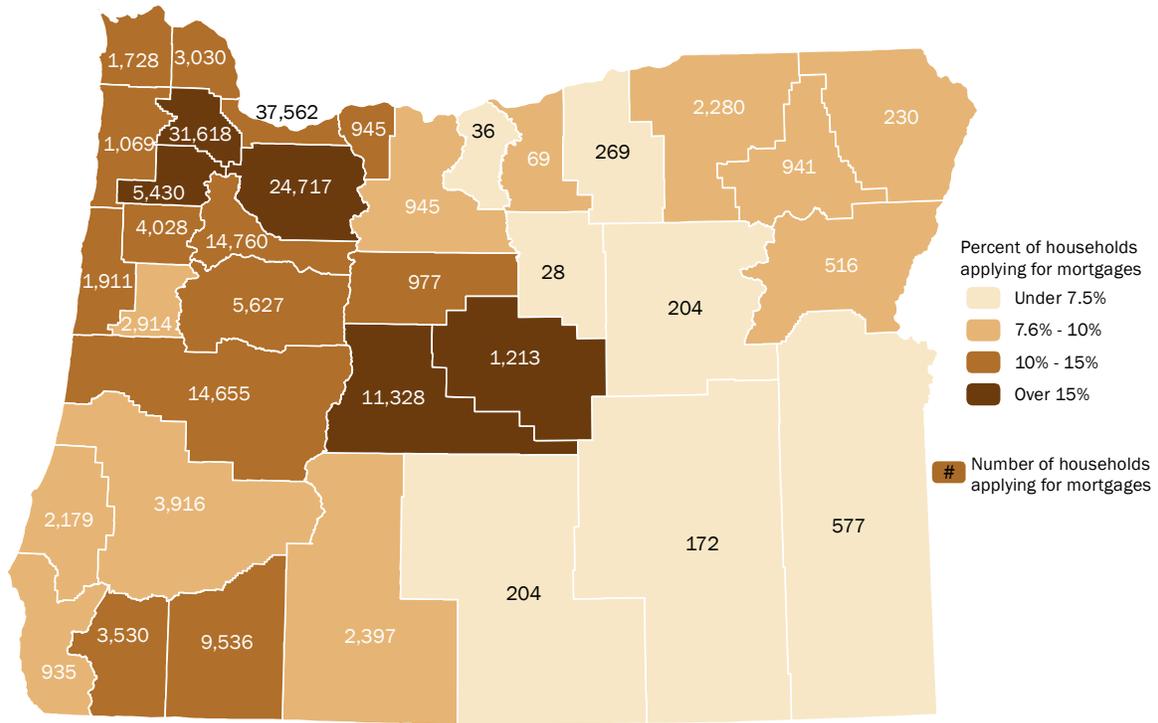


Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

3B. Borrowers Denied Home Purchase Loans Compared to Number of Borrowers Applying for Home Loans

Data summarized in this section comes from the Home Mortgage Disclosure Act (HDMA) database. Exhibit 38 displays a map of the number and percent of households applying for home loans in 2016 by county.

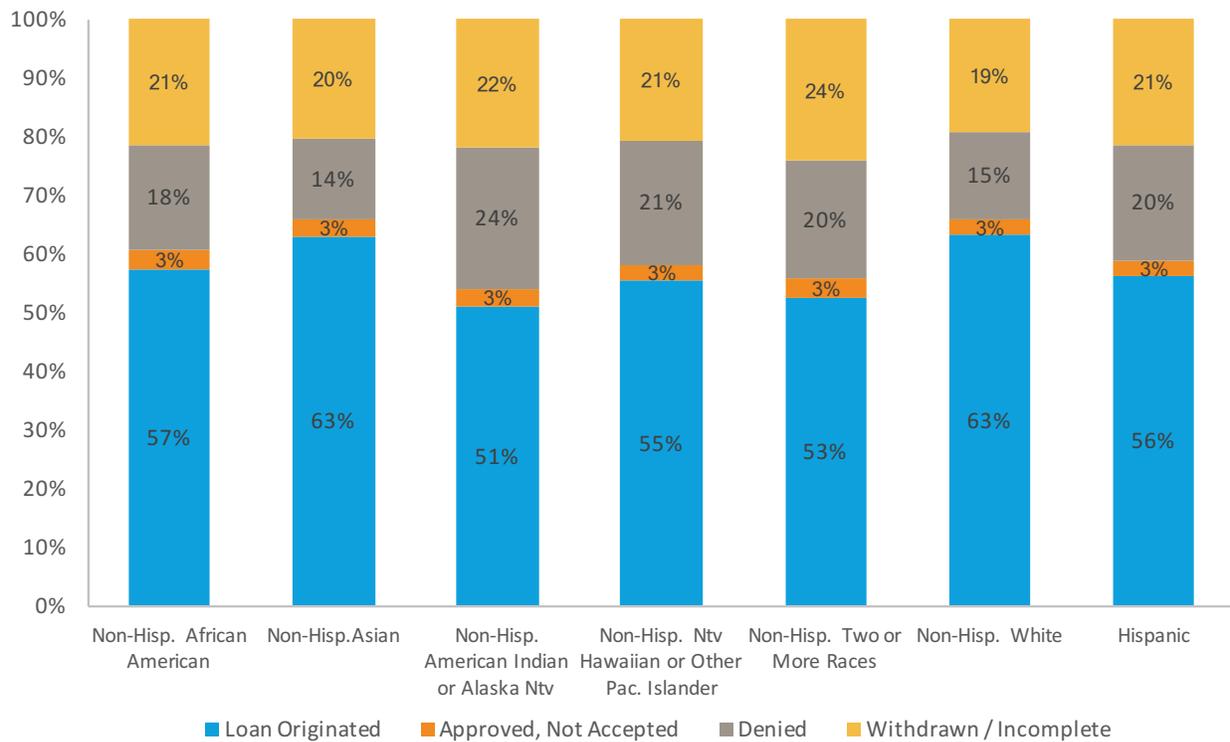
Exhibit 38. Home Purchase Loan Applications, 2016



Source: ECONorthwest calculations; U.S. Consumer Financial Protection Bureau, Home Mortgage Disclosure Act.

Exhibit 39 details outcomes for borrowers who applied for home purchase loans in 2016 by race and ethnicity. The majority of each race and ethnic group had their loans originate—or successfully turn into a mortgage. Though when looking across the application denial rate, some groups were denied at a higher rate than others. The largest percentage share of home applications denied occurred for Non-Hispanic American Indian or Alaska Native (24%), followed by Non-Hispanic Native Hawaiian or Other Pacific Islander (21%), and then Non-Hispanic Two or More Races as well as Hispanic groups (20% each). Non-Hispanic Asian Oregonians had the lowest denial rate at 14%.

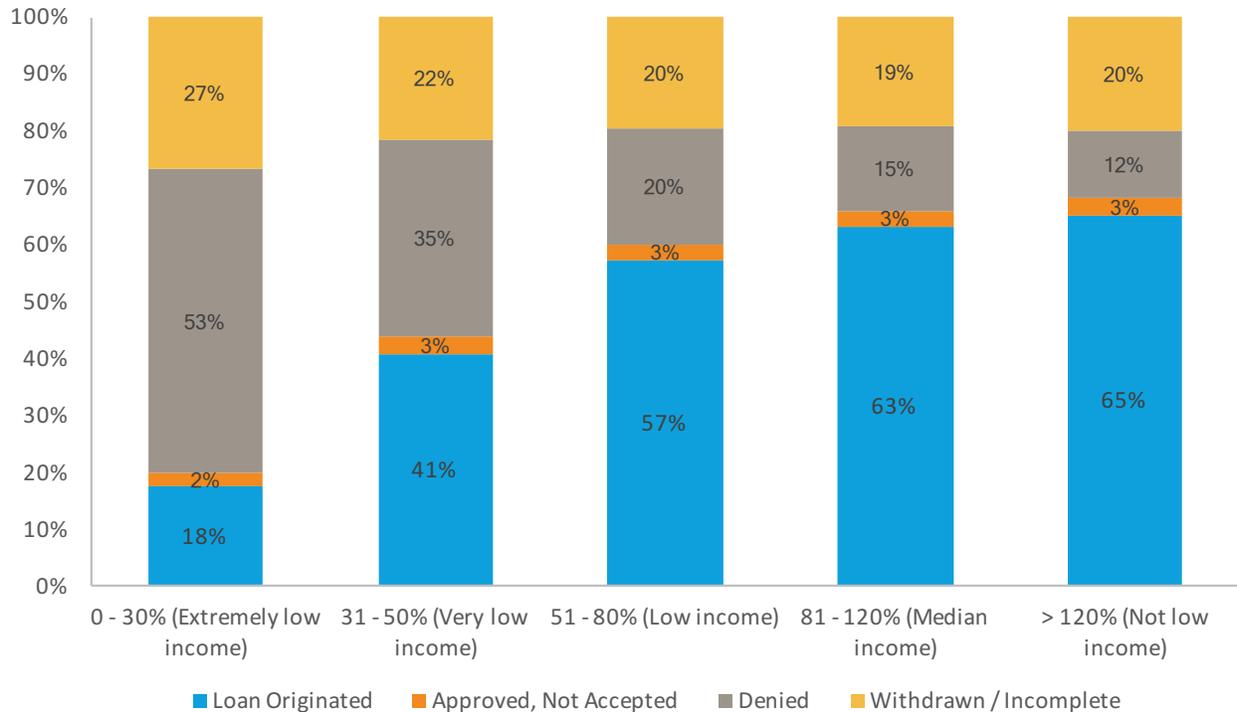
Exhibit 39. Borrower Outcomes for Home Purchase Loan Applications, by Race/Ethnicity, 2016



Source: ECONorthwest calculations; U.S. Consumer Financial Protection Bureau, Home Mortgage Disclosure Act.

Exhibit 40 shows outcomes for borrowers applying for home purchase loans in 2016 by income category. Oregonians with extremely low income had the highest denial rate (53%) of acquiring a mortgage relative to all other income groups. As the income groups increase the denial rate decreases. About 35% of Oregonians with very low income were denied a mortgage, 20% of low income Oregonians were denied, 15% of median income Oregonians were denied, and 12% of not low-income Oregonians were denied mortgages.

Exhibit 40. Borrower Outcomes in Home Purchase Loans Applications, by Income Category, 2016



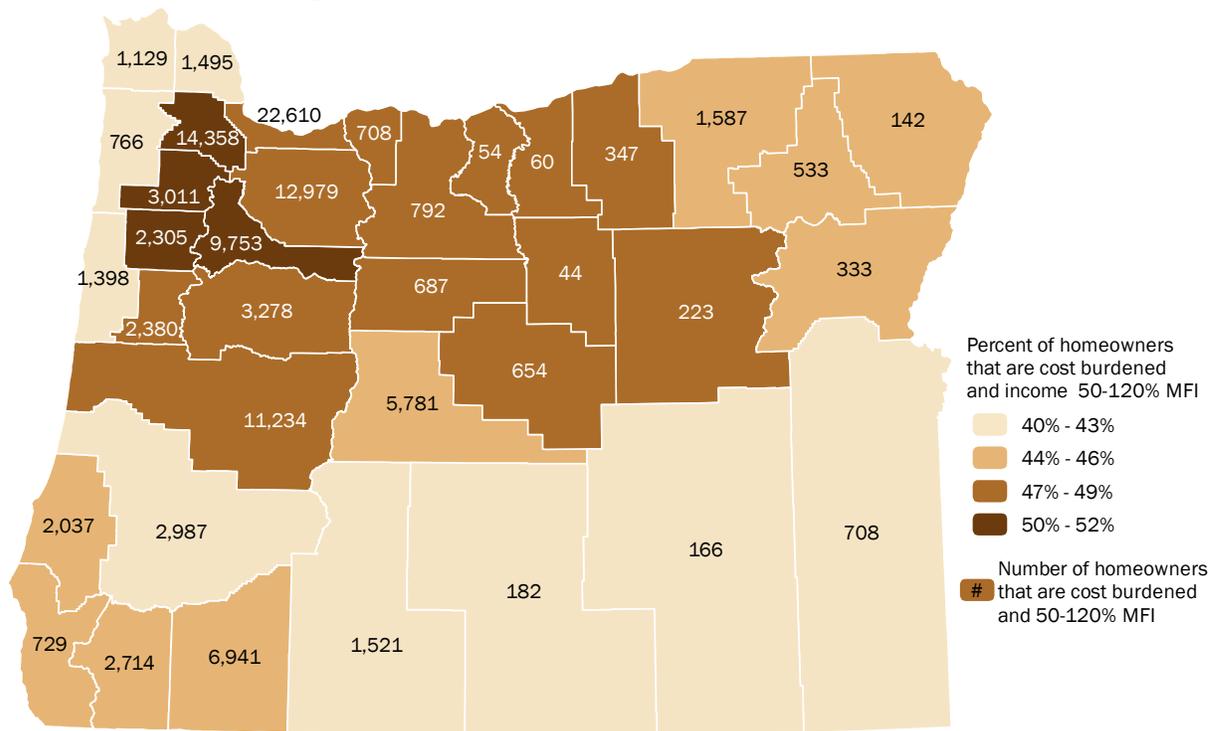
Source: ECONorthwest calculations; Home Mortgage Disclosure Act.

3C. Low and Moderate Income Homeowners with Housing Burdens

This section describes the income category distribution of various Oregon population groups who are housing burdened. There is a specific focus on those homeowners earning 50%–120% MFI because most households with incomes below 50% MFI are often not able to secure a mortgage to purchase a home.

Exhibit 41 shows a map of housing burdened homeowners with incomes between 51%–120% of MFI by county. The counties along the I-5 corridor in the Northern portion of the Willamette Valley have the highest shares of homeowners who are housing burdened in this income range, speaking to the high costs of housing in these areas.

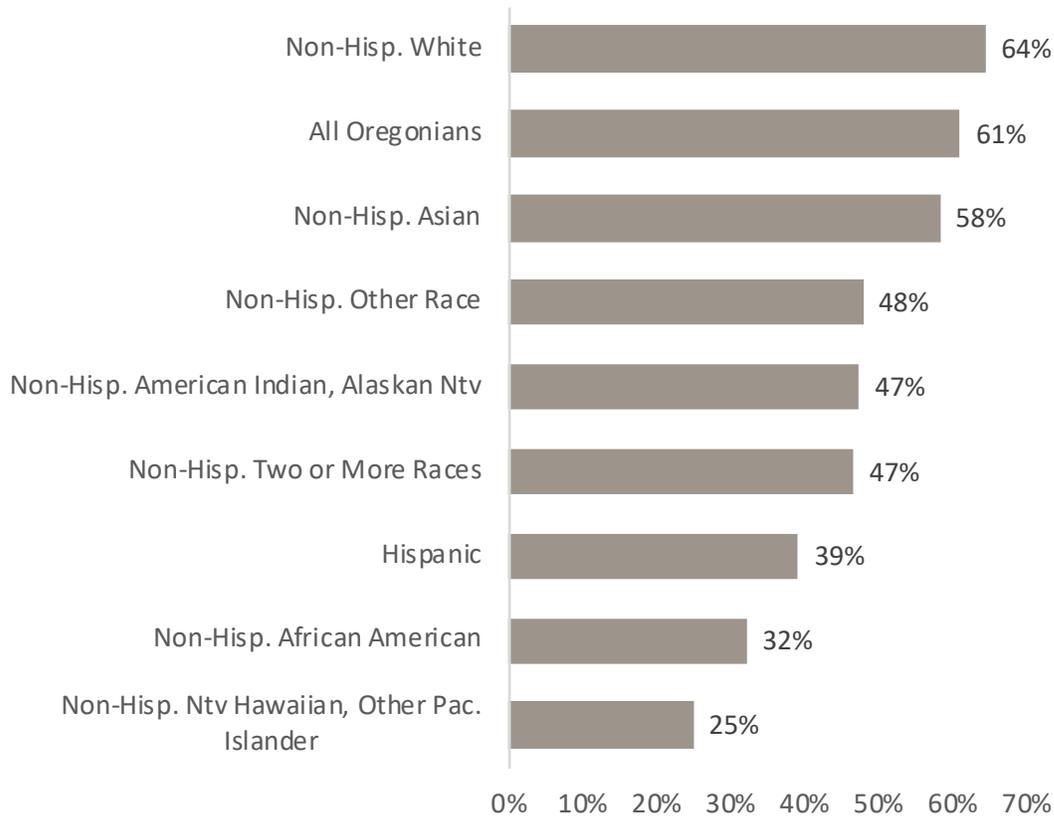
Exhibit 41. Map of Housing Burdened Homeowners with Incomes at 51%–120% MFI



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 42 shows the homeownership rate for different races and ethnicities and illustrates the gaps between them. For context, the homeownership rate for all Oregonians is included. The highest homeownership rate was for non-Hispanic Whites at 64 percent, followed by non-Hispanic Asians at 58 percent. The lowest homeownership rates are among non-Hispanic Native Hawaiian and other Pacific Islanders at 25 percent, non-Hispanic African Americans at 32 percent, and Hispanics at 39 percent. In general, homeownership rates among people of color tended to be low relative to the homeownership rates of the non-Hispanic Whites over the 2011-2015 period.

Exhibit 42. Homeownership Gap by Race/Ethnicity



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 43 below describes the homeownership rate for different household population types in urban and rural counties over the 2011-2015 period. The lowest homeownership rates, across both urban and rural, are for Hispanic and non-Hispanic non-Whites, which can be observed with more granularity in Exhibit 42 above. In general, the homeownership rate in rural Oregon tends to be higher across all household population groups—save households with children. Seniors 65 years and older have the highest rates of homeownership relative to other groups included in the exhibit, with 76 of urban seniors owning their home and 80 percent of rural seniors owning their home.

Exhibit 43. Oregon Homeownership Rate, by Urban and Rural and Selected Population Group, 2011-2015

Population Group	Urban	Rural	Total
Veterans	120,503 74%	48,247 75%	168,750 74%
Seniors (65+)	206,835 76%	84,451 80%	291,286 77%
Seniors (80+)	48,122 65%	20,467 74%	68,588 67%
Households with Children	163,513 70%	36,556 65%	200,069 69%
Household with Disabilities	107,950 52%	52,662 62%	160,612 55%
Non-Hispanic White	626,646 64%	199,164 67%	825,810 64%
Hispanic and Non-Hispanic Non-White of any Race	85,267 42%	18,904 51%	104,171 43%

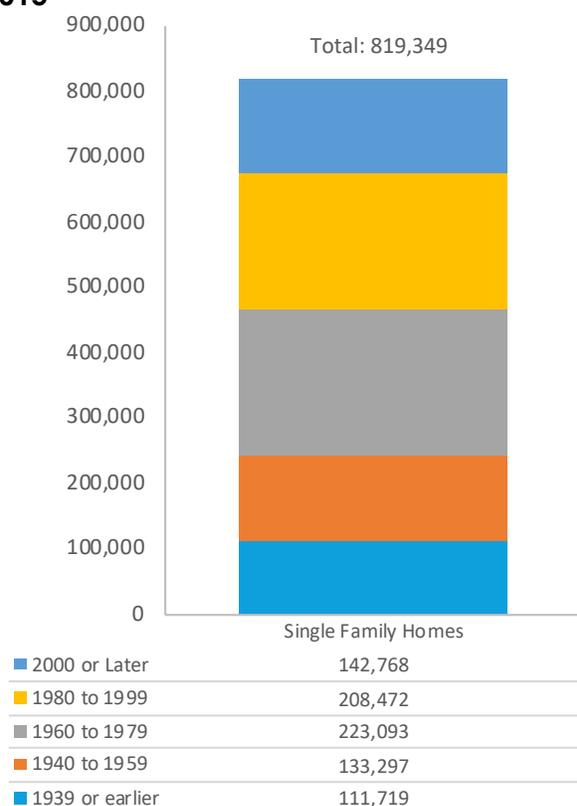
Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

3D. Number of Housing Units Built by Year and by Housing Type

This section summarizes Oregon's housing inventory for homeowners by year of home built as an attempt to look at housing quality. When comparing Exhibit 44 and Exhibit 45, it is clear that the vast majority of Oregon homeowners live in single family homes as opposed to manufactured homes or multifamily homes (condos). Approximately ten percent of homeowners live in manufactured homes and two percent live in multifamily homes.³⁸

Of single family homes, 27% were built between 1960 and 1979—its largest year built category—followed by 25% of homes built between 1980 and 1999. About 17% of single family homes were built post-2000.

Exhibit 44. Owner Occupied Single Family Households, by Year Built Category, 2011–2015



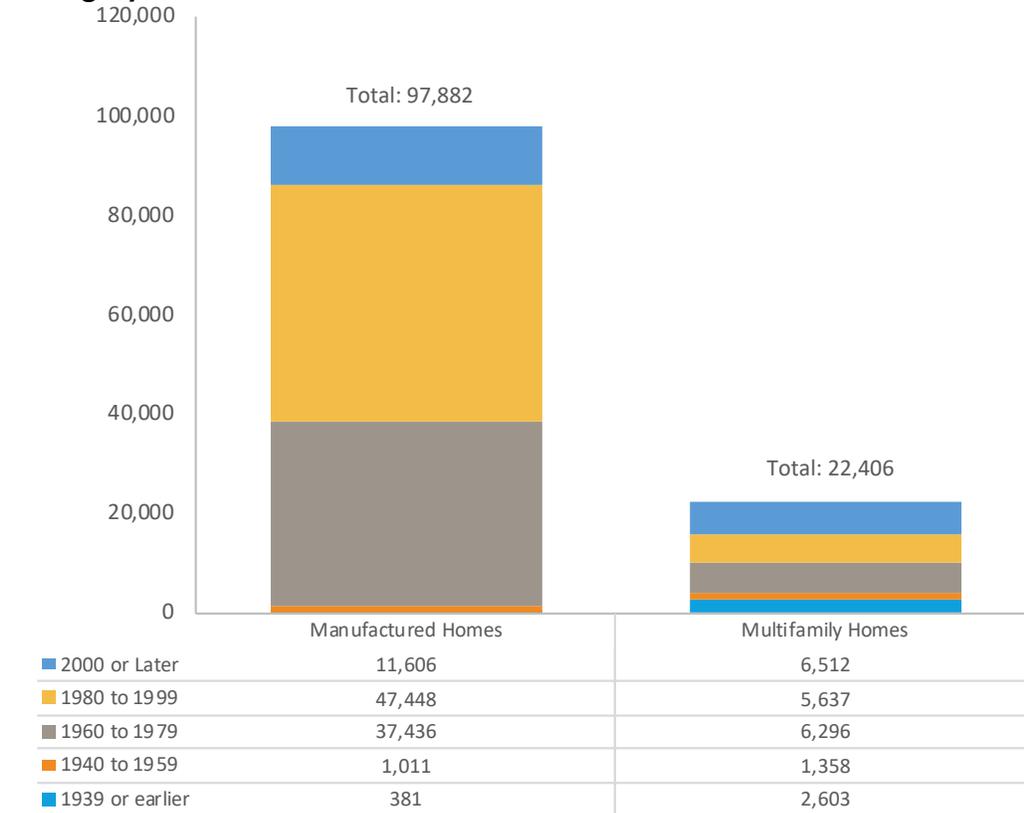
Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates.

As Exhibit 45 shows, nearly half (48%) of all manufactured homes occupied by homeowners were built between 1980 and 1999. Over the time frame of 1960–1979, 38% of manufactured homes were built. Similar to single family homes, the single largest year built category of multifamily homes is 1960–1979, with 28% of Oregon's multifamily

³⁸ Multifamily homes are defined as housing structures having at least two housing units. These include condominiums, apartments, duplexes, triplexes, quadplexes, and any other structure containing multiple housing units. Not included are single-family attached (townhomes) as well as mobile homes, RVs, vans, etc.

housing stock being built then. When summing across the post-2000 year built categories, 29% of multifamily homes were built within the last 15 years.

Exhibit 45. Owner Occupied Manufactured and Multifamily Households, by Year Built Category, 2011–2015

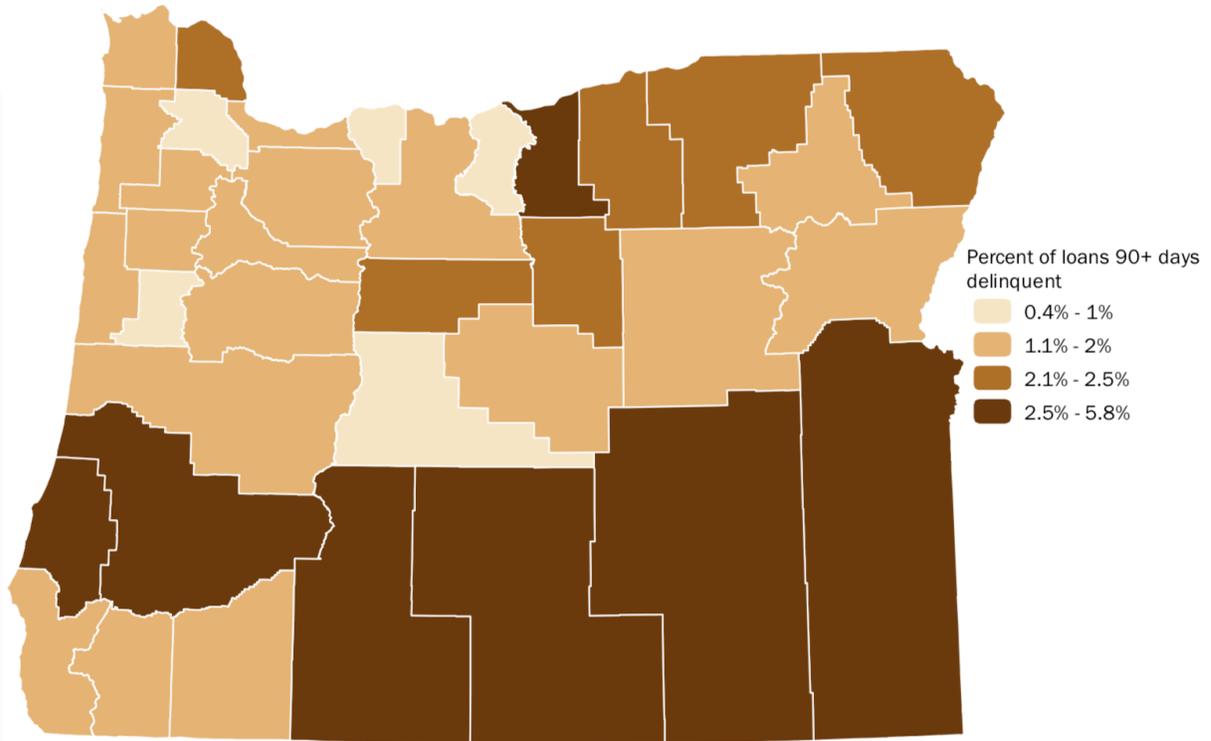


Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates.

3E. Number of Loans 90+ Days Delinquent or in Foreclosure Compared to All Loans

Exhibit 46 shows the share of loans that were 90+ days delinquent as of August 2017 by county. In total, approximately 1.4 percent of homeowners were more than 90 days past due and may be in need of foreclosure or mortgage assistance. Looking at specific counties, some of the highest rates of 90 plus day delinquency were in Gilliam, Harney, Klamath, Coos, and Lake Counties.

Exhibit 46. Loans 90+ Days Delinquent or In Foreclosure, by County, August 2017



Source: Core Logic MarketTrends Data.

4. Energy Services

Programs that offer energy and weatherization assistance to Oregon households are another critical component of housing stability and preservation. These services are broadly applicable to both homeowners and renters and are used throughout the state. Energy assistance programs primarily provide bill-payment assistance to households at or below 60% state median income. Weatherization assistance programs primarily focus on longer term energy savings upgrades, minor home repairs, and home health improvements for households at or below 200% of federal poverty level.

Need for Energy Services programs was evaluated through the following metrics:

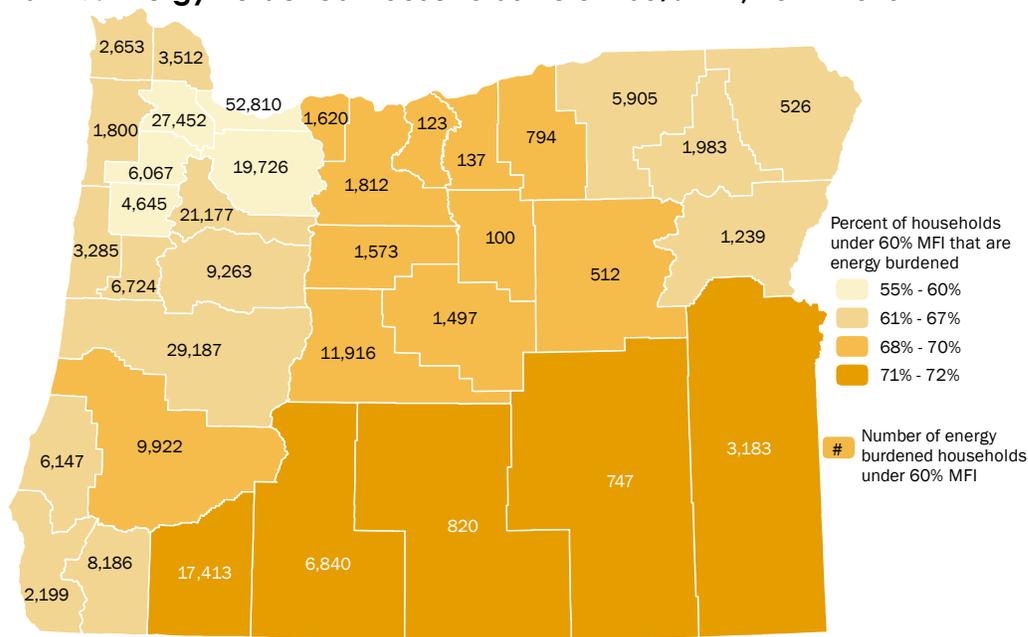
- **4A. Households at 60% of MFI With an Energy Burden:** Low-income households who are spending more than six percent of their income on utilities are generally eligible for energy assistance programs that could reduce their costs.
- **4B. Households in Need of Weatherization Assistance:** Homes built before 1990 (when building codes meaningfully changed) and occupied by very low income households may be in need of significant repairs.

4A. Households at 60% of MFI With an Energy Burden

The following exhibits detail energy burdens for households with incomes below 60% MFI over the 2011–2015 time frame. An energy burden is defined as spending more than six percent of income on utilities, while a severe energy burden is defined as spending more than ten percent of income on utilities. A salient takeaway is the majority of each subpopulation was energy burdened over the analysis period.

Exhibit 47 displays a county-level map of the rate of energy burdening for households under 60% MFI. The map shows that this issue is particularly acute in rural counties away from the coast. These areas in Central and Southeastern Oregon see harsher winters and warmer summers than much of the Western portion of the state. Heating and cooling costs are therefore higher as a share of total income.

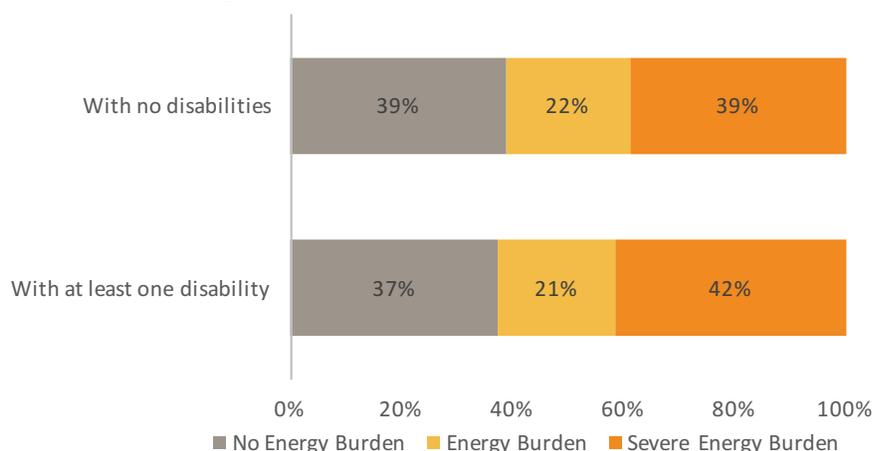
Exhibit 47. Energy Burdened Households Below 60% MFI, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 48 shows 63% of Oregon households beneath 60% MFI with at least one disability were energy burdened. Though this percent share is higher relative to households with no disabilities, the difference is rather small at about two percent.

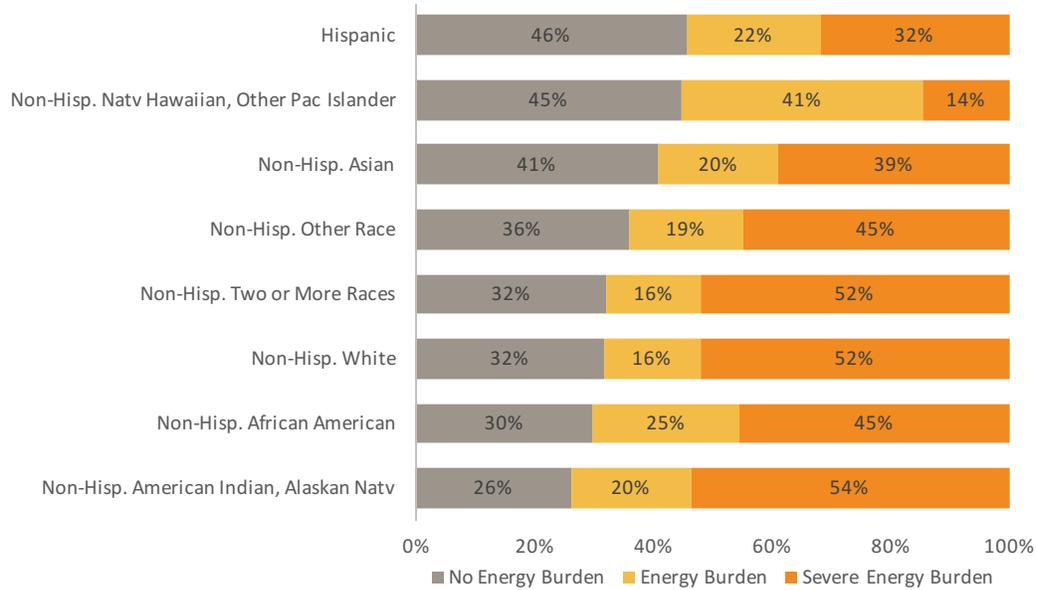
Exhibit 48. Energy Burden of Households Below 60% MFI, by Disability Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 49 details the level of energy burden by race and ethnicity. Non-Hispanic American Indians or Alaska Natives had the highest levels of energy burden at 74% over the analysis period. About 70% of Non-Hispanic African American households below 60% MFI were energy burdened. The lowest level of energy burden over 2011–2015 was experienced by Hispanic households at 54%, though that level is still quite high.

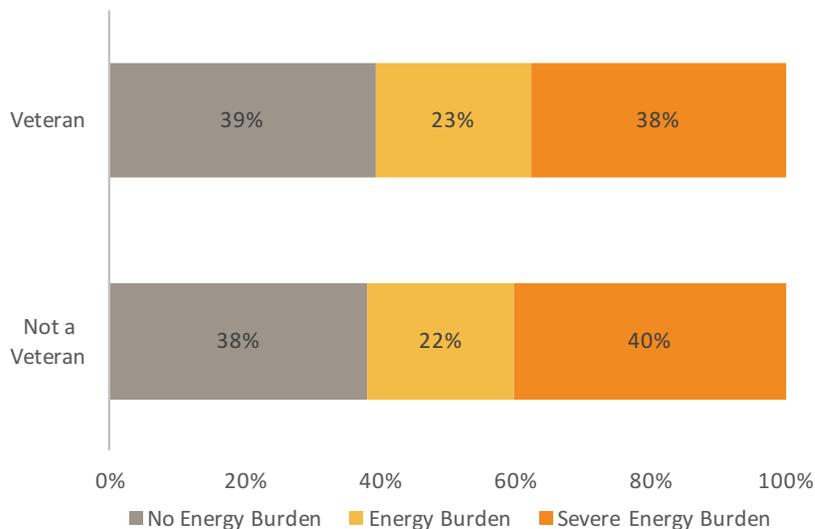
Exhibit 49. Energy Burden of Households Below 60% MFI, by Race/Ethnicity, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 50 shows energy burden by veteran status. Over 2011–2015, the level of burden between both household types is roughly equivalent. About 61% of veteran households under 60% MFI were energy burdened over the analysis period, one percent lower than non-veteran households.

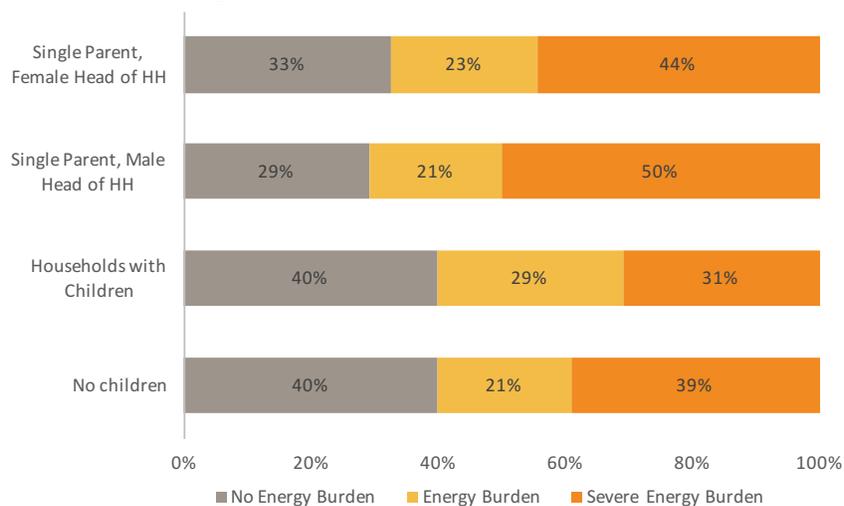
Exhibit 50. Energy Burden of Households Below 60% MFI, by Veteran Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

As might be expected, single parent head of households beneath 60% MFI had higher levels of energy burden relative to households with children and households with no children. Exhibit 51 shows 71% of single parent, male head of households were energy burdened and 67% of single parent, female head of households were energy burdened. While these rates of energy burden are high for single parent head of households, households with children and households with no children were also quite large at 60% energy burdened each.

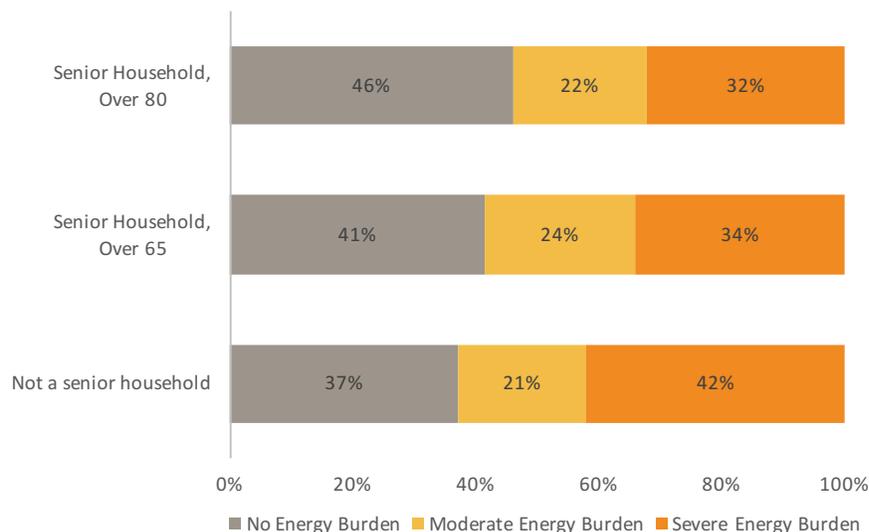
Exhibit 51. Energy Burden of Households Below 60% MFI, by Family Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 52 displays energy burden levels for senior households compared to non-senior households. Over the 2011–2015 period, senior households over 65 and over 80 had lower levels of energy burden relative to non-senior households. Though the proportion of energy burden is quite high for all groups, 58% of over 65 households were burdened and 54% of over 80 households were burdened. This is compared to 63% for non-senior households.

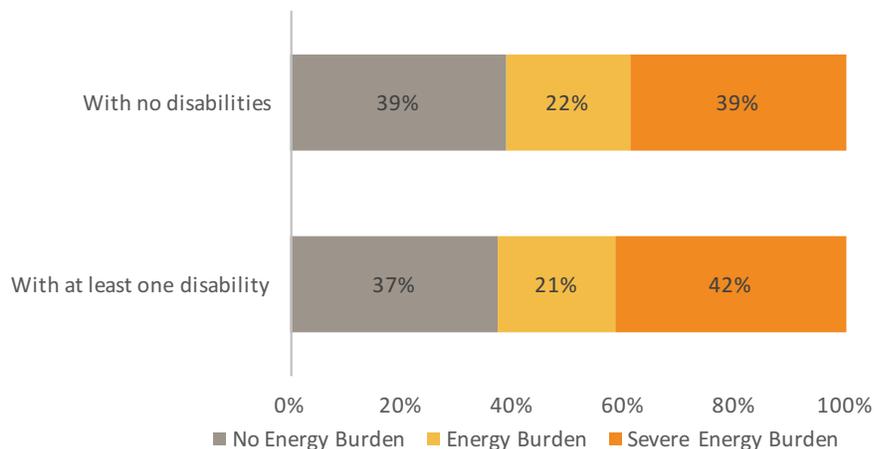
Exhibit 52. Energy Burden of Households Below 60% MFI, by Senior Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 53 shows 63% of Oregon households beneath 60% MFI with at least one disability were energy burdened. Though this percent share is higher relative to households with no disabilities, the difference is rather small at about two percent.

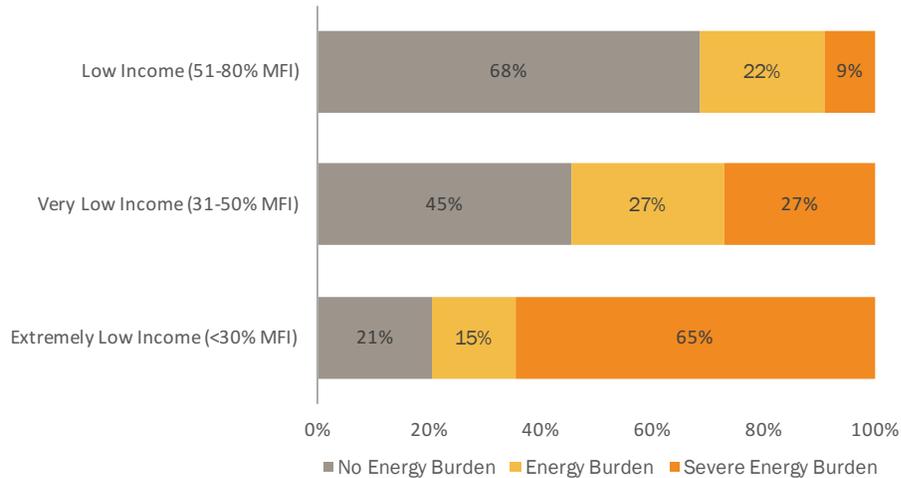
Exhibit 53. Energy Burden of Households Below 60% MFI, by Disability Status, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

Exhibit 54 shows the share of households that are energy burdened by income category. Of households earning extremely low income, about 80% of them are energy burdened. Households earning very low income are approximately 54% energy burdened and households earning between 51% to 60% of MFI are 31% energy burdened.

Exhibit 54. Energy Burden of Households Below 60% MFI, by Low Income Category, 2011–2015



Source: ECONorthwest calculations; U.S. Census Bureau, American Community Survey, 2011–2015 5-year estimates; IPUMS-USA, University of Minnesota.

5. Anti-Poverty Programs

OHCS funds two broad-based anti-poverty programs: The Individual Development Account (IDA) program and the Community Services Block Grant (CSBG) program. The IDA program is a matched savings account for low-income Oregonians that encourages savings for specific goals in qualified areas that can build wealth, such as home purchase, home repairs, education, small business startup, and equipment to support employment. The CSBG program funds services and activities at Community Action Agencies that address employment, education, financial education, housing, nutrition, emergency services, and health for low income Oregonians.

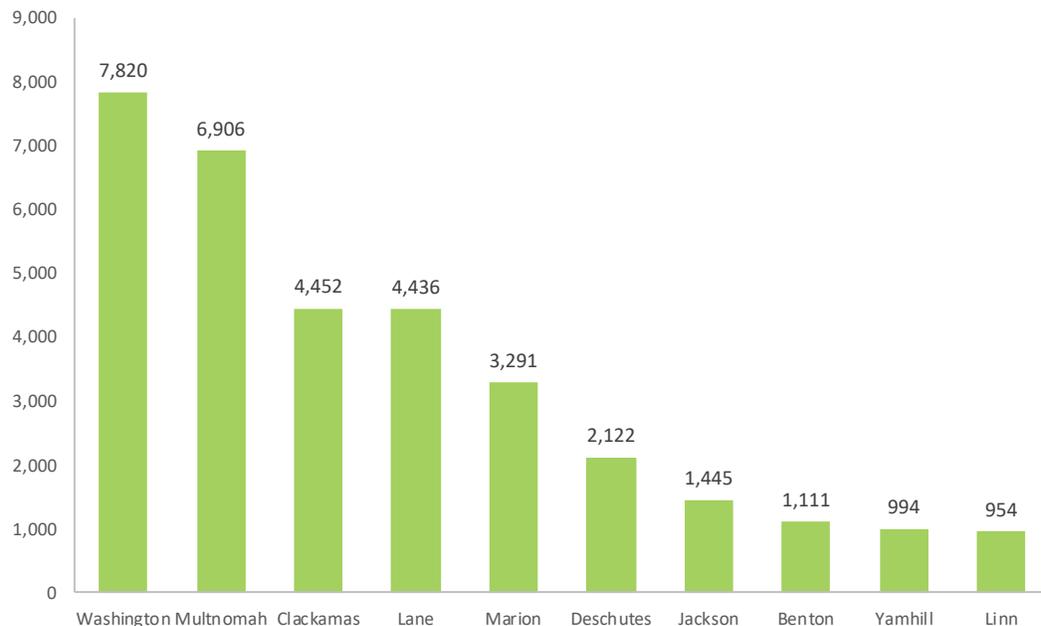
Need for anti-poverty programs was evaluated through the following metric:

- **5A. Income Needed to Afford Basic Necessities by County:** This identifies where there are the highest number of households falling below the self-sufficiency standard.

5A. Income Needed to Afford Basic Necessities By County

Exhibit 56 shows the ten Oregon counties with the highest number of households falling below the self-sufficiency standard. This analysis was limited to families of four with two adults and two children present. Within the parameters of this analysis, Washington County had the largest number of households for the 2011–2015 period below the standard with 7,820. Multnomah County was second with 6,906 households below the standard and third was Clackamas County with 4,452 households.

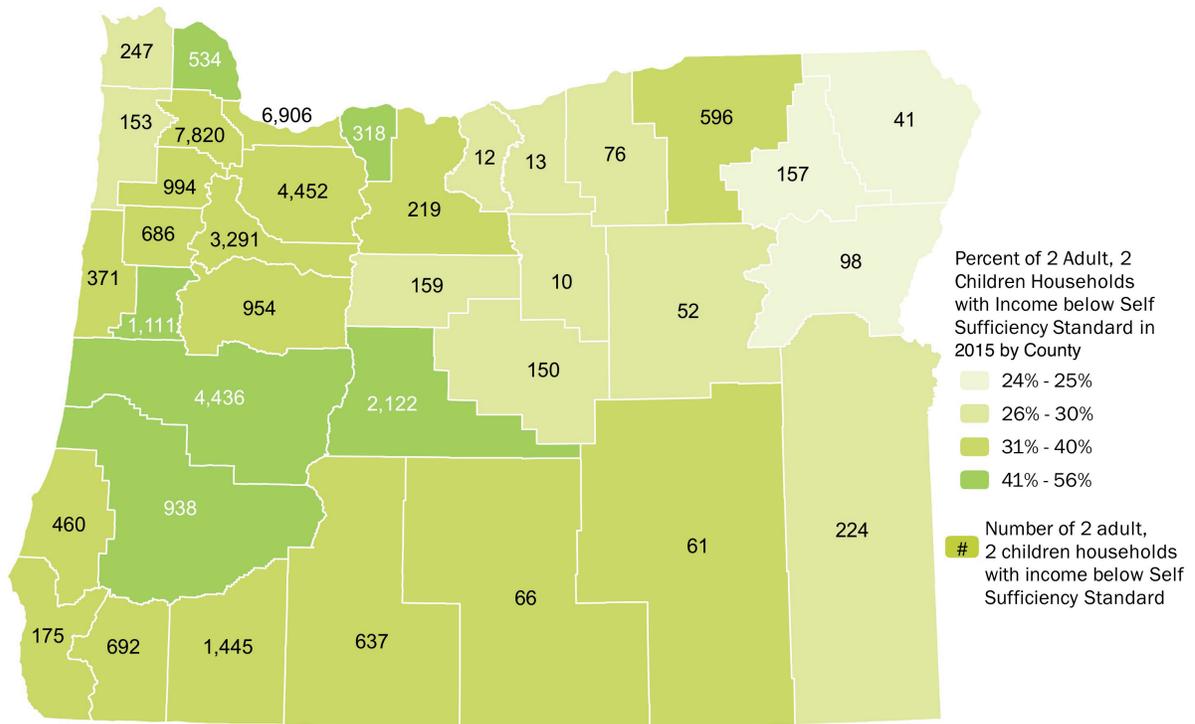
Exhibit 56. Ten Oregon Counties with the Highest Number of Households Below Self-Sufficiency Standard, 2011–2015



Source: ECONorthwest calculations; The Self-Sufficiency Standard, University of Washington's Center for Women's Welfare, 2014.

Exhibit 57 displays a map of number and percent of households that fell beneath the Oregon self-sufficiency standard for families of four with two adults and two children present, over 2011–2015 by county.

Exhibit 57. Map of Households with Household Income Below Self-Sufficiency Standard, by County, 2011–2015



Source: ECONorthwest calculations; The Self-Sufficiency Standard, University of Washington's Center for Women's Welfare, 2014.

Oregon Statewide Housing Plan: Funding Assessment Appendix

Section 1. Introduction and Methodology

This appendix details the key findings from a Funding Assessment conducted over 2017 and 2018, which informs the priorities and strategies in the Statewide Housing Plan. The intent of this analysis is to help OHCS leadership understand the total availability, structures, utilization, flexibility and limitations on its funding sources, with an eye toward how to better align resources and need.

Funding information was provided by OHCS finance staff. Qualitative data draws on survey results provided by OHCS program managers as well as information from OHCS finance staff. All data have been reviewed and edited by OHCS leadership and program directors. This appendix lists funding data as of October 2018 but it should be noted that this is not the agency's budget, as discussed in greater detail below.

Program Definition and Categorization

OHCS operates a large number of programs with a wide range of funding sources, each of which has unique requirements, goals and procedures. To understand the bigger picture of this tapestry of programs and sources, this analysis necessarily had to simplify the complexity of these programs. Every effort has been made to accurately present the funding information and program characteristics, but some simplification was necessary.

Some programs have multiple funding sources and some funding sources serve multiple programs; to simplify this situation for analysis purposes, each entry in the funding matrix created for this analysis represents a single funding source and program pair. In other words, a funding source that is used for two programs would have two entries in the funding matrix – one for each program – and a program with two funding sources would also have two entries.

OHCS grouped its programs into the following service categories:

- Homeless Services, Shelters, and Prevention
- Affordable Rental Housing Finance
- Stable Homeownership and Access to Homeownership
- Energy Services
- Anti-Poverty Services

While individual programs vary widely and many are not a perfect fit in any one category, an effort was made to group programs as logically as possible while avoiding double-counting resources across categories. Where a given program includes portions dedicated to different activities (e.g. rental housing production and homeownership), the program was cross-listed under both categories with the resources split to reflect current or required allocations between the categories.

Because this assessment is intended to inform a five-year planning effort, it focuses on programs that have on-going funding or are anticipated to be funded again in future years. In addition, because this assessment is focused on the resources available to carry out the department's goals and priorities, funding sources devoted solely to administration were excluded.

Funding Amount Assumptions

Because this analysis is intended to estimate the resources available for programs, the department's administrative funds and expiring programs are not included, nor is one-time funding unless the funding is expected to be continued in the future. This appendix also includes the value of equity generated from tax credits awarded¹ and conduit bonds issued, which are not included in the agency's budget. The reason for these changes from the budget is to present the most recent estimates of funds available for program purposes.

Funding is listed as a total for a two-year biennium that reflects the state's budgeting process.

Organization of this Document

Section 2, beginning on page 3, describes the current and historical funding for OHCS's five service categories, shows how much of the funding in each category is from State vs. Federal sources, and provides other observations about the programs and funding within each category.

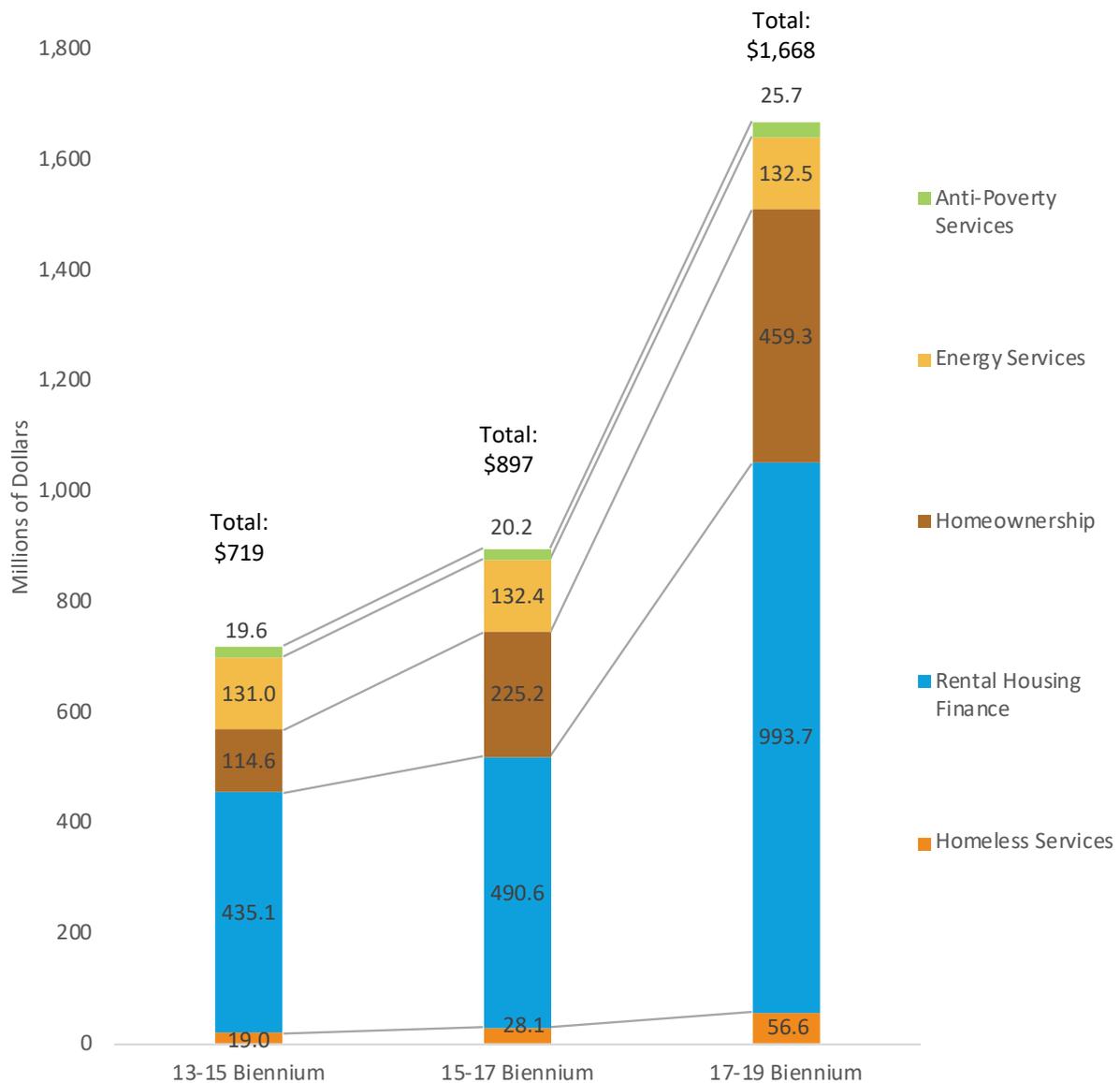
Section 3, beginning on page 21, provides details of each of the programs included in the analysis, including program description, funding type, budget category, delivery mechanism, and flexibility, and lists the programs excluded from this analysis.

¹ Tax credit dollar figures reflect actual equity leveraged by tax credit (vs a standard tax credit pricing) based on transactional details from prior years.

Section 2. Resources by OHCS Service Category

As a state agency, OHCS has seen a large increase in total funding over time, including funding increases allocated in Oregon’s 2018 short legislative session. Funding for homeless services doubled in this biennium, while the largest nominal increases have been to the rental housing finance and homeownership categories. These funding increases demonstrate the urgency of the housing crisis and the severe need felt by many across the state, and also reflect strong leadership at all levels – from state leaders to grassroots organizers.

Exhibit 1. Total OHCS Category Funding Over Time

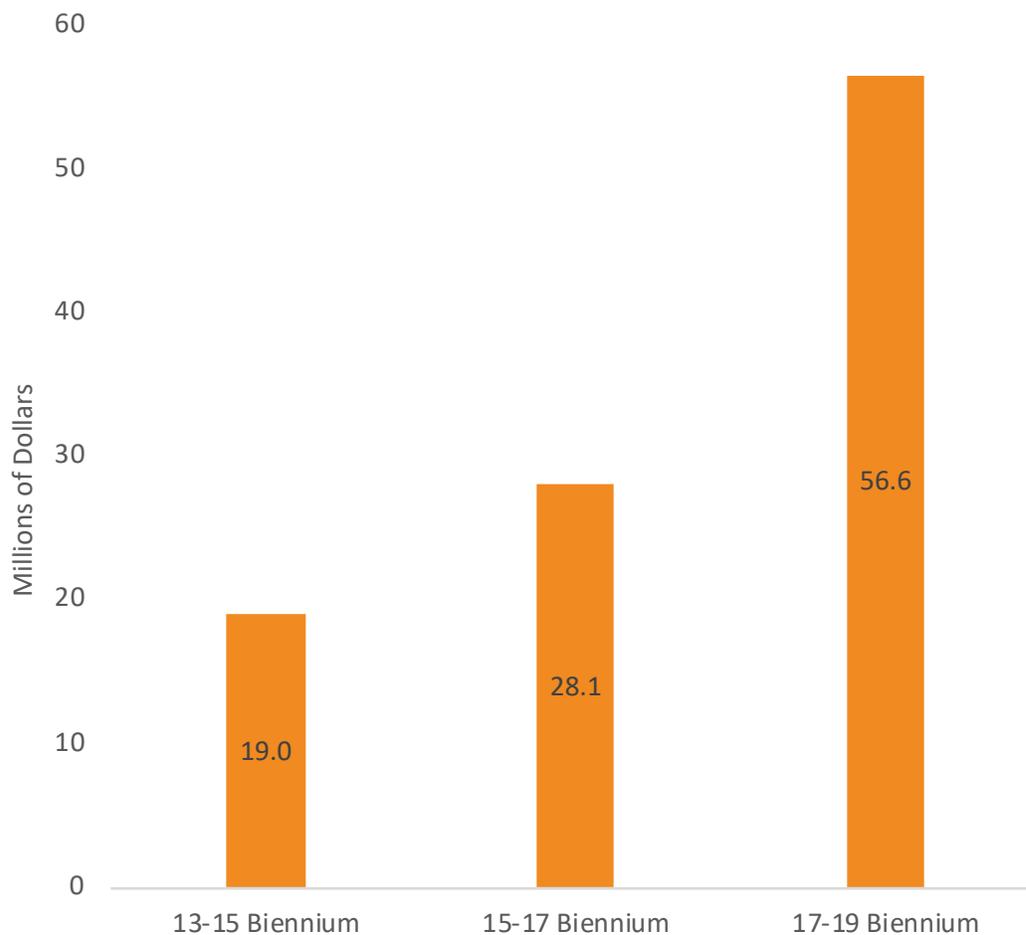


Homeless Services, Shelters, and Prevention

Overview

OHCS's programs providing homeless services, shelters, and prevention fill an important role in housing some of Oregon's most vulnerable populations. Ranging from emergency housing shelters, to one-time rental assistance, to stability programs, these programs provide essential services and funding to help lift people out of homelessness and keep people in their homes. In addition, homelessness intersects several aspects of life—from health to housing to workforce to self-sufficiency. Supporting families in all of these areas is necessary to prevent homelessness or house those currently experiencing homelessness.

Exhibit 2. Total Homeless Services, Shelters and Prevention Over Time

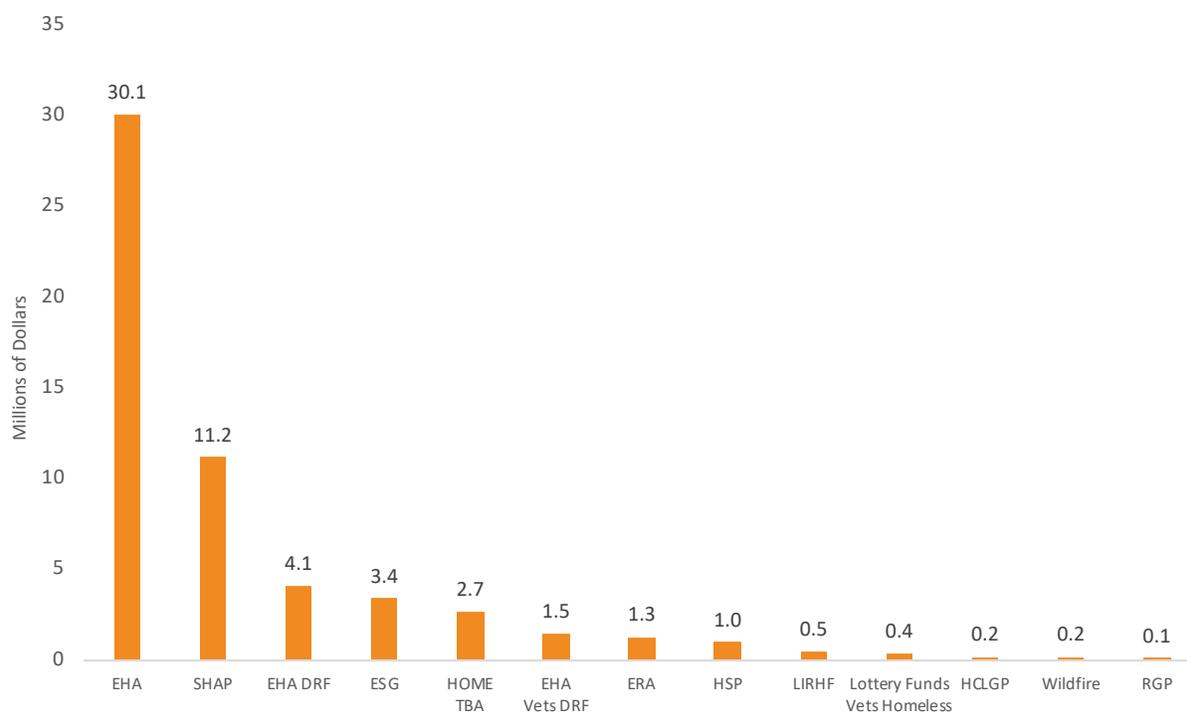


OHCS has 13 programs dedicated to homeless services, shelters and prevention, with resources totaling \$56.6 million in the 2017-19 biennium, including 2018 legislative funding actions. Funding in this category doubled from the 2015-17 biennium, largely driven by an increase in the state General Fund. The investment is a clear response to the housing crisis many Oregonians face as they experience or live on the edge of homelessness.

Major Programs and Funding Sources

As shown in Exhibit 3, below, the largest program in this category is Emergency Housing Assistance (EHA), a state-funded program that assists low to very low-income people who are at risk of homelessness through a holistic range of services and activities. Eligible activities for this funding include street outreach, funds for emergency and transitional shelters, transitional housing, and prevention efforts.

Exhibit 3. Funding by Program, Homeless Services, Shelters, and Prevention, 17-19 Biennium



See Exhibit 16 on page 23 for full names and descriptions of all programs.

As Exhibit 4 below demonstrates, the majority of funds in this category come from state resources, with approximately 88 percent coming from the state, and about 77 percent coming directly from the State General Fund. As the General Fund rises and falls with economic cycles, this is not stable or dependable funding, but signals state legislature and leadership attention on issues surrounding homelessness. Another 10 percent comes from the state document recording fee (DRF), a funding source recently increased by the state legislature. In total, funding in this category increased to \$33 million above the “current service level” (the level built into base budgets) in 2017, and in 2015 was \$10 million above the norm. For the 2019 biennium, OHCS is asking for \$30 million above the norm and to make this increase part of current service level, meaning that it would be a stable funding source that could be relied on for future budget years.

Only about 12 percent of total category funds come from Federal sources.

Exhibit 4. Funding Source by Federal or State, Homeless Services, Shelters, and Prevention

Homeless Services, Shelters, and Prevention			
Funding Source by Federal or State	Number of Programs	17-19 Biennium	
Federal	3	\$7 M	
Federal Grant	3	\$7 M	
State	10	\$49.6 M	
State Other	1	\$0.4 M	
State DRF	2	\$5.7 M	
State General Funds	7	\$43.6 M	
Grand Total	13	\$56.6 M	

Other Observations

Most funds in this category are delivered through the state's community action agency (CAA)² network. By statute, CAAs deliver anti-poverty program funds to eligible clients. OHCS awards funds to CAAs based on a formula that calculates need in each community.

In addition to OHCS funds to address homelessness, other federal funds go directly to Continuum of Care (CoC) organizations. (These funds are not included in the tables and charts above.) CoC programs are designed to promote communitywide commitment to the goal of ending homelessness. OHCS does not control funds utilized by CoCs, and alignment with CAA programs and services vary across the state.

Recent legislative changes have impacted OHCS's homelessness programs. First, in 2017, the legislature authorized state funds to be used in alignment with federal best practices, allowing for the acquisition of shelters and transitional housing through the EHA and State Homeless Assistance Programs (SHAP). The intent was to allow local communities to increase the supply of temporary housing where needed. Second, in 2018 the legislature directed OHCS to examine national best practices and look at outcomes-oriented contracting in the delivery of EHA and SHAP programs and report back in 2019.

² Community Action Agencies (CAAs) were created through the Economic Opportunity Act of 1964 as the first social service agencies to involve lower-income people as members of their Boards of Directors to help set policies, design programs and evaluate services intended to reduce or eliminate the causes and conditions of poverty. Each CAA uses a community-based needs assessment to develop advocacy and service priorities to provide the most relevant, most effective services for its own community. Located in the areas of greatest need, local CAAs offer an extremely wide variety of programs that serve low-income children, families, and seniors. This community-based approach, in conjunction with the statewide network of CAPO members and resources, creates a unique and effective system for fighting poverty in Oregon. (<https://caporegon.org/who-we-are/the-community-action-network/>)

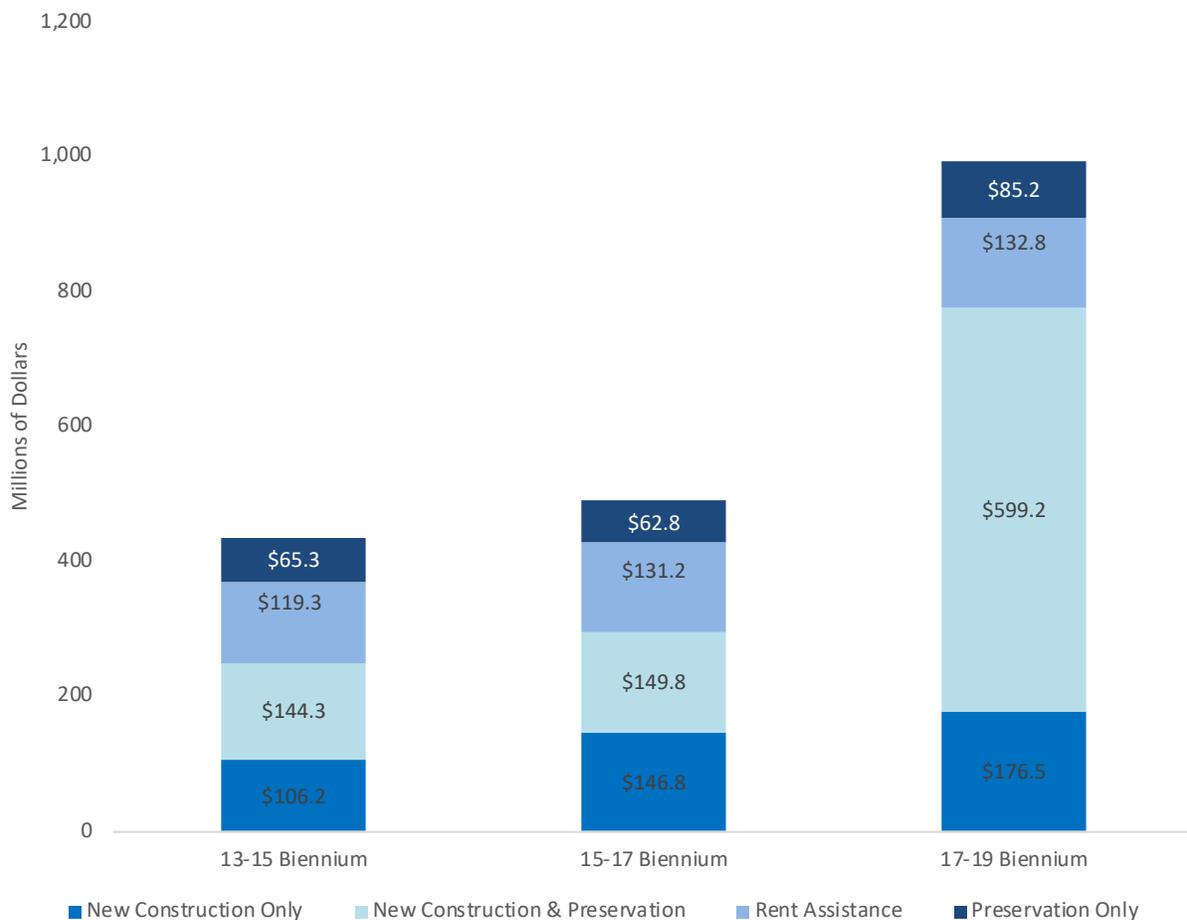
Affordable Rental Housing Finance Programs

Overview

A critical component of OHCS's mission is to provide safe and affordable housing for low income Oregonians. Rental housing is often the most accessible housing stock available for low-income households as it does not require the same investment and wealth as homeownership often does.

OHCS funds the development of new affordable multifamily rental housing, funds preservation efforts for existing multifamily affordable housing, and provides long-term rental assistance to low income households. It has 14 programs and \$993.7 million in total for this category, which are broken out and described in detail below.

Exhibit 5. Total Rental Housing Finance Program Funding Over Time

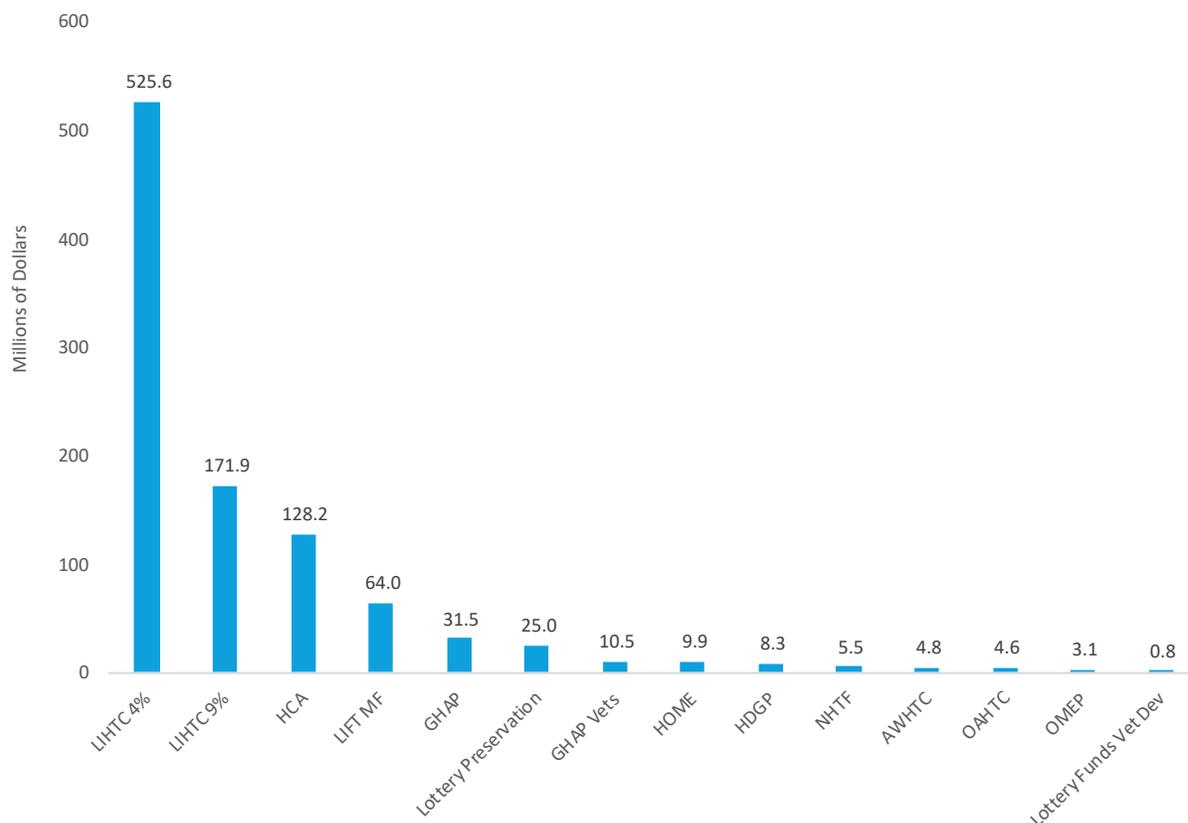


Major Programs and Funding Sources

The funding for this category is concentrated in three large federally funded programs – the 9% LIHTC program, the 4% LIHTC program, and the Section 8 Rent Assistance program – which account for roughly 83 percent of the total category funding. The

remaining 11 programs (most, but not all, of which are funded by the state) account for about 17 percent.

Exhibit 6. Funding by Rental Housing Finance Programs, 17-19 Biennium



See Exhibit 16 on page 23 for full names and descriptions of all programs.

Federal funding accounts for 85 percent of the total category funding (see Exhibit 7 below). State funding sources account for 15 percent of total category funding, with state bonds making up the largest share.

Exhibit 7. Funding Source by Federal or State, Rental Housing Finance Programs

Rental Housing Finance Programs		
Funding Source by Federal or State	Number of Programs	17-19 Biennium
Federal	5	\$841.1 M
Federal Grant	2	\$15.5 M
Federal Tax Credit	3	\$697.5 M
Federal - Other	1	\$128.2 M
State	9	\$152.5 M
State Other	1	\$0.8 M
State Public Purpose Charge	2	\$11.4 M
State Tax Credit	2	\$9.4 M
State DRF	2	\$42.0 M
State Bonds	2	\$89.0 M
Grand Total	14	\$993.7 M

Additional detail for the programs within each subcategory is provided below.

Certain funding sources are not included in these charts and tables because they do not provide a resource that increases and/or preserves the supply of multifamily rental affordable housing. These include:

- Affordable Housing Preservation (Opportunity to Purchase) program
- Manufactured Communities Resource Center
- Conduit Revenue Bonds

New Construction

The largest component of OHCS's Rental Housing Finance Programs serves to fund the development of affordable multifamily properties. These development projects are rent-restricted properties sponsored by for-profit and non-profit developers. Overseeing this development and the ongoing operation of these properties requires a diverse team of project managers, asset managers, compliance staff, and leadership. Funds for new construction only totaled \$176.5 million in the 2017-19 biennium and include the following three programs:

- 9% Low Income Housing Tax Credit (LIHTC) Program³ – while the program is available for both new construction and preservation, 65 percent of funds are set aside specifically for new construction.
- Lottery Funds for Veterans – funds were authorized by the State Legislature in 2018 to fund the construction of affordable rental housing for veterans.
- Local Innovation and Fast Track (LIFT) Housing – funds are available for both multifamily development and the development of single family homes. The dollar amounts shown in this category only include the portion of funds available for the development of multifamily homes.

New Construction & Preservation

The majority of OHCS's programs are available for both new construction and preservation. Funds for programs serving both totaled \$599.2 million in the 2017-19 biennium and include the following eight programs:

- 4% LIHTC Program¹
- Agriculture Workforce Housing Tax Credit (AWHTC)
- General Housing Account Program (GHAP)
- GHAP for Veterans
- Housing Development Grant Program
- HOME

³ The 9% and 4% tax credit program dollars shown in this section represent OHCS staff estimates of the tax credit equity available to build new units. Tax credit estimates reflect actual equity leveraged by tax credit (vs a standard tax credit pricing) based on transactional details from prior years.

- Oregon Multifamily Energy Program
- National Housing Trust Fund

Preservation Only

OHCS oversees the preservation of existing affordable housing units. All portfolio restricted affordable housing units have *affordability periods*, or the term during which rents and / or incomes are restricted to specific income levels to ensure affordability. When these affordability periods expire, the property is no longer required to limit rents to affordable levels and may convert to a market rate rent building. If this happens, households may face a significant rent increase and be forced to move.

There are two approaches to preservation:

- Preservation of Affordable Portfolio: This type of preservation deals with properties in the OHCS portfolio that have affordability restrictions and face risk of loss due to physical condition or are reaching the end of their affordability restriction.
- Preservation of Federal Project-Based Rent Assistance: This type of preservation deals with properties that have federal project-based rent assistance and are at risk of turning into market-rate properties due to contracts expiring.

While both types of preservation are important, the second category of preservation often takes on a higher sense of urgency since losing any of the units with existing project-based rent assistance means a net loss of rent assistance to the state. This rent assistance is one of the best ways to serve households with extremely low incomes earning at or below 30 percent AMI.

In order to preserve both of these categories of projects, the projects must be refinanced so that federal project-based rent assistance contracts can be continued, or affordability restrictions can be applied. At this time of refinance, needed rehabilitation also takes place. In cases where a property faces a risk of loss due to deteriorating physical conditions, this rehabilitation is needed before actual restrictions would expire. Programmatic preference that has been given to projects preserving federal project-based rent assistance have required that that rent assistance is available on at least twenty-five percent of the units in the building.

OHCS only has two funding programs specifically targeted to preservation efforts.⁴ Additionally, a portion of the 9% LIHTC funds are designated in the Qualified Allocation Plan (QAP) for preservation only. In total, there is \$85.2 million in the 2017-19 biennium for preservation.

- 9% LIHTC Program – while the program is available for both new construction and preservation, 35 percent of funds are set aside specifically for preservation.

⁴ An additional legislative initiative called the Affordable Housing Preservation program does not provide funding to preserve units. Instead, this program ensures that existing affordable housing owners must notify OHCS prior to selling or converting a property to market rate, and provides OHCS with a timeframe to locate a buyer in hopes of keeping the property in Oregon's affordable housing inventory.

- Lottery-Backed Bond Preservation Funds

Long-Term Rent Assistance

OHCS plays a critical role in providing long-term rental assistance through its rental housing finance programs. These programs provide funding that is passed through from landlords to low-income renters in the form of lower rents. OHCS has two programs that provide long-term rent assistance within its Rental Housing Finance Programs, totaling \$132.8 million in the 2017-19 biennium.

- The HUD Contract Administration Section (HCA) oversees all Section-8 contracts at affordable housing properties across the state. These contracts provide rental assistance to low-income households. This program also offers technical assistance and support to property owners, as well as information and assistance to Oregon residents seeking housing or needing housing assistance. This program has approximately \$128.2 million in funding as of the 2017-19 biennium.
- The Oregon Affordable Housing Tax Credit Program (OAHTC) does not provide funding to build new units. Instead, this program is pass-through funding that reduces interest rates on qualifying affordable housing project loans. The savings on lower interest payments are required to be passed on to residents in the form of lower rents. The tax credits last for 20 years. This program has \$4.6 million in funding as of the 2017-19 biennium.

Other Observations

The largest state-funded program in this category, LIFT, is a relatively flexible program over which the HSC has oversight within the parameters set in statute.

While the Section 8 Rent Assistance program offers little flexibility for OHCS or the Housing Stability Council to change how it is administered, the Agency and Stability Council do have some discretion over the LIHTC programs. OHCS allocates its tax credit funding for development based on the priorities and preferences of its Qualified Allocation Plan (QAP), which is developed by OHCS and approved by the Housing Stability Council. Thus, even though this category relies heavily on federal funding, there is still room for OHCS to shape how major portions of its funding is used, within the broader program parameters set at the federal level.

Most OHCS multifamily funding is offered competitively to multifamily housing developers through periodic notices of funding availability (NOFAs). OHCS and the Housing Stability Council can adjust the NOFAs to encourage that housing is developed for specific populations, geographic areas, or housing types. The national Housing Trust Fund (HTF) is included in this category and is a new federal resource for providing housing for households with incomes at 30 percent AML or lower.

Some OHCS multifamily funding is awarded non-competitively. This funding is either offered year round or on a first come first serve basis. Funding in this category includes the Agriculture Workforce Housing Tax Credit, the 4% LIHTC which is often coupled with the Conduit Bond program (not included in these analyses), and a few other targeted funding sources with smaller award amounts and specific project types.

The non-competitive 4% LIHTC program is only constrained by the state's private activity bond (PAB) volume cap. The PAB limit is the total tax-exempt debt that a state can use for public purposes, and it is shared among state agencies and local jurisdictions. OHCS shares its PAB volume between programs for multifamily rental housing development and homeownership programs. The recent investment in LIFT funding had a significant impact on leveraging additional 4% tax credits by increasing the availability of gap financing, which has increased demand for Conduit Bonds limited by the PAB cap.

The utilization of the LIFT program has been instrumental in creating additional affordable housing in Oregon. Although LIFT has been funded multiple times, any funding must be requested each biennium making it more volatile than most other OHCS funding sources. Additionally, since the LIFT Article XI-Q bonds are repaid from the General Fund, they face competition from other state programs.

Another potentially volatile funding source is the long-term rental assistance provided by the HUD Contract Administration Section. For a number of years, HUD has examined opportunities to re-bid this rental assistance contract, potentially changing the administration to a regional or national level. Parameters and timing of a future re-bid is uncertain. However, were the administration to re-bid, the funds would not go away, they just would not be administered by OHCS.

With the exception of LIFT, most OHCS multifamily rental housing development resources are provided as grants to housing developers rather than loans. This is opposite of the practice of most other state Housing Finance Agencies, which loan funding into projects in order to recycle and reuse resources. Further information about loans and grants is provided in the promising practices portion of the plan.

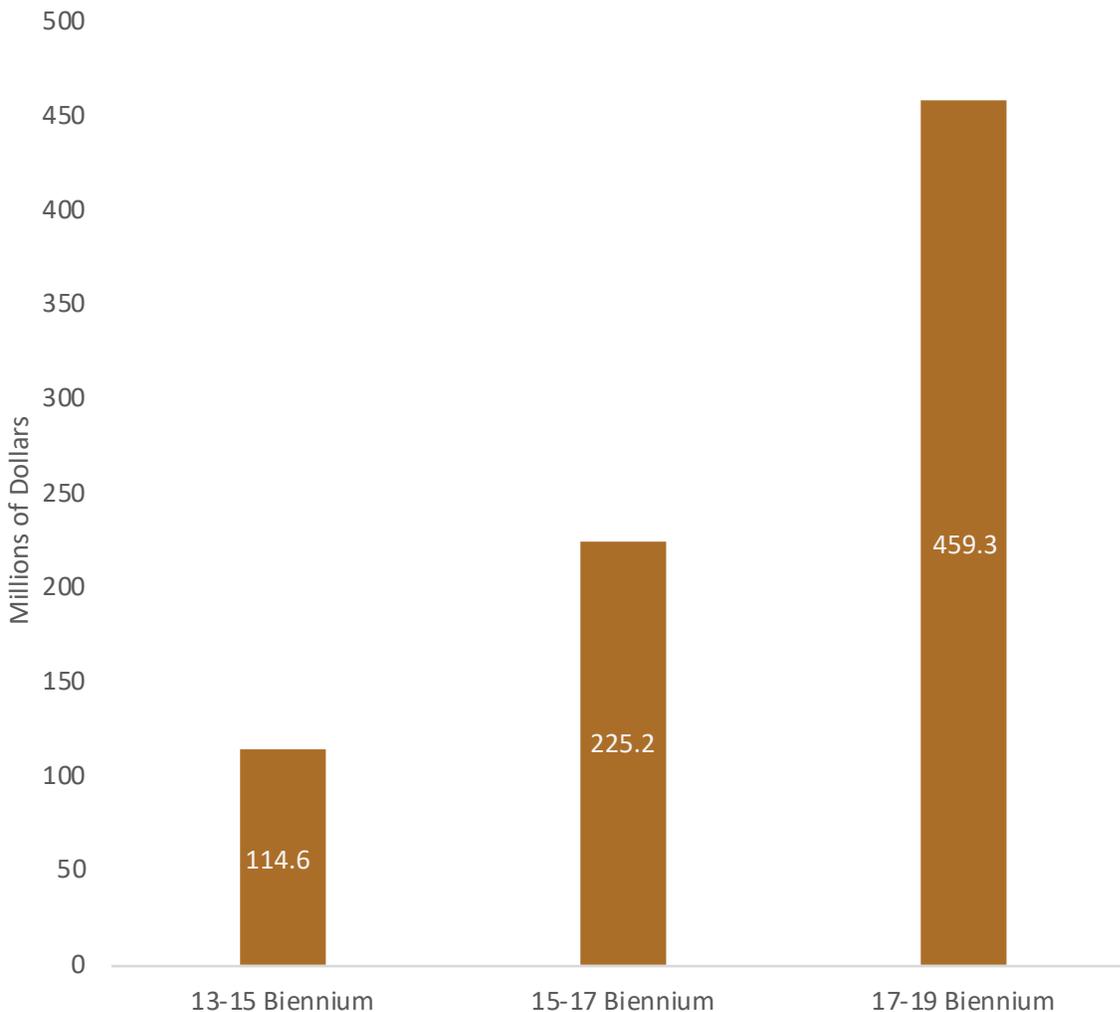
OHCS has two mortgage revenue bond programs that are not currently originating new loans, the Elderly and Disabled and Risk Share indentures. As interest rates rise, an opportunity may exist to utilize these bond indentures to originate new loans at favorable interest rates and repayment terms; however, these would also compete for the PAB volume cap.

Stable Homeownership and Access to Homeownership

Overview

Another critical component of OHCS's mission is to promote stable homeownership and access to homeownership for Oregonians. Recognizing that homeownership provides a pathway to wealth building, providing access to homeownership can be a part of anti-poverty programs. Activities supported through OHCS homeownership programs include first time homebuyer loans, affordable homeownership development, homeownership education and counseling, down payment assistance, home rehabilitation assistance, and foreclosure assistance to help keep home owners in their homes. Weatherization and energy assistance, important to stable homeownership, are analyzed separately in the next category.

Exhibit 8. Total Stable Homeownership and Access to Homeownership Resources Over Time

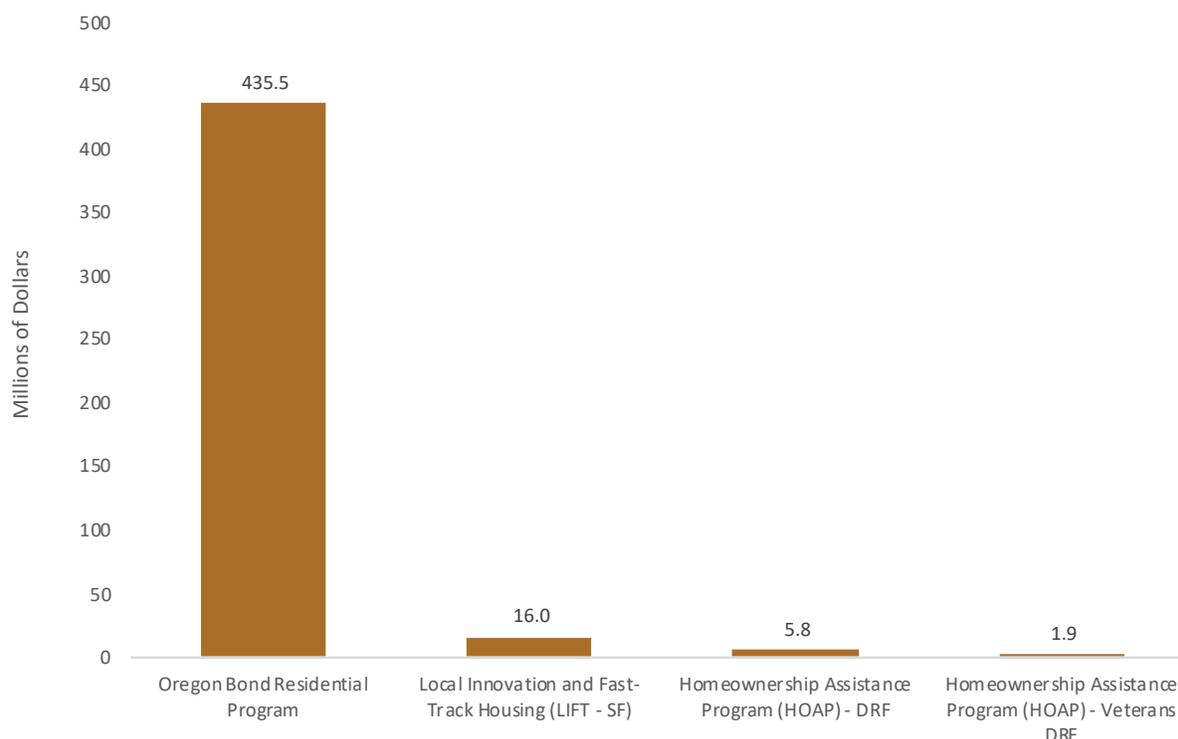


OHCS has four programs providing Oregonians with homeownership services, totaling over \$459 million in the 2017-19 biennium. Resources for homeownership programs have expanded over time, almost doubling between the 2013-15 and 2015-17 biennia, and increasing another 50 percent from 2015-17 to the most recent biennium.

Major Programs and Funding Sources

The majority of the growth in funding for this category came from the category's largest program, the Oregon Bond Residential Loan Program. In addition, the Home Owner Assistance Program (HOAP) receives 14 percent of the total state document recording fee, which was recently tripled. Of total HOAP funds, 25 percent are set aside for veterans homeownership. The relatively new Local Innovation and Fast Track (LIFT) Housing program also increased funding to this category, adding \$16 million for the development of homeownership opportunities (up to \$75,000 per home) in the 2017-19 biennium.

Exhibit 9. Funding by Program, Stable Homeownership and Access to Homeownership, 17-19 Biennium



See Exhibit 16 on page 23 for full names and descriptions of all programs.

All funds in this category come from State resources. The largest program, the Oregon Bond Residential Loan Program is financed through tax-exempt revenue bonds and finances below market rate mortgage loans for qualified first-time homebuyers.

As noted above, the Local Innovation and Fast Track (LIFT) Housing funds are funded through state Article XI-Q bonds and provide loan funds for affordable homeownership development. LIFT funds are available for both multifamily development and the

development of single family homes – this category only includes the portion of funds available for the development of single family homes.

Exhibit 10. Funding Source by Federal or State, Stable Homeownership and Access to Homeownership

Stable Homeownership & Access to Homeownership		
Funding Source by Federal or State	Number of Programs	17-19 Biennium
State	4	\$459.3 M
State DRF	2	\$7.7 M
State Bonds	2	\$451.5 M
Grand Total	4	\$459.3 M

Other Observations

There is significant upside potential to the Oregon Bond Residential Loan program, as it allows the state to sell revenue bonds in the bond market, and then use these proceeds to offer closing costs assistance in the form of grants and low-interest loans to low-income homebuyers. However, it is subject to market constraints, which creates volatility. When interest rates are low, as during the housing crisis beginning in 2008, bond-financed mortgages offer interest rates that are less competitive as compared to market-rate mortgage interest rates, making the program less attractive and beneficial to first-time homebuyers. As interest rates rise, OHCS programs become more important because of their ability to offer lower rates. Additionally, bond-financed mortgages rely on the PAB volume cap, which is also used for multifamily rental housing development.

OHCS offers fewer homeownership lending programs than most other state HFAs. Significant lending programs utilized by other HFAs include mortgages financed outside of bond sales (therefore not dependent on PAB volume cap), as well as programs that offer down payment assistance. As a result, Oregon has a smaller per capita market presence than housing finance agencies in many other states.

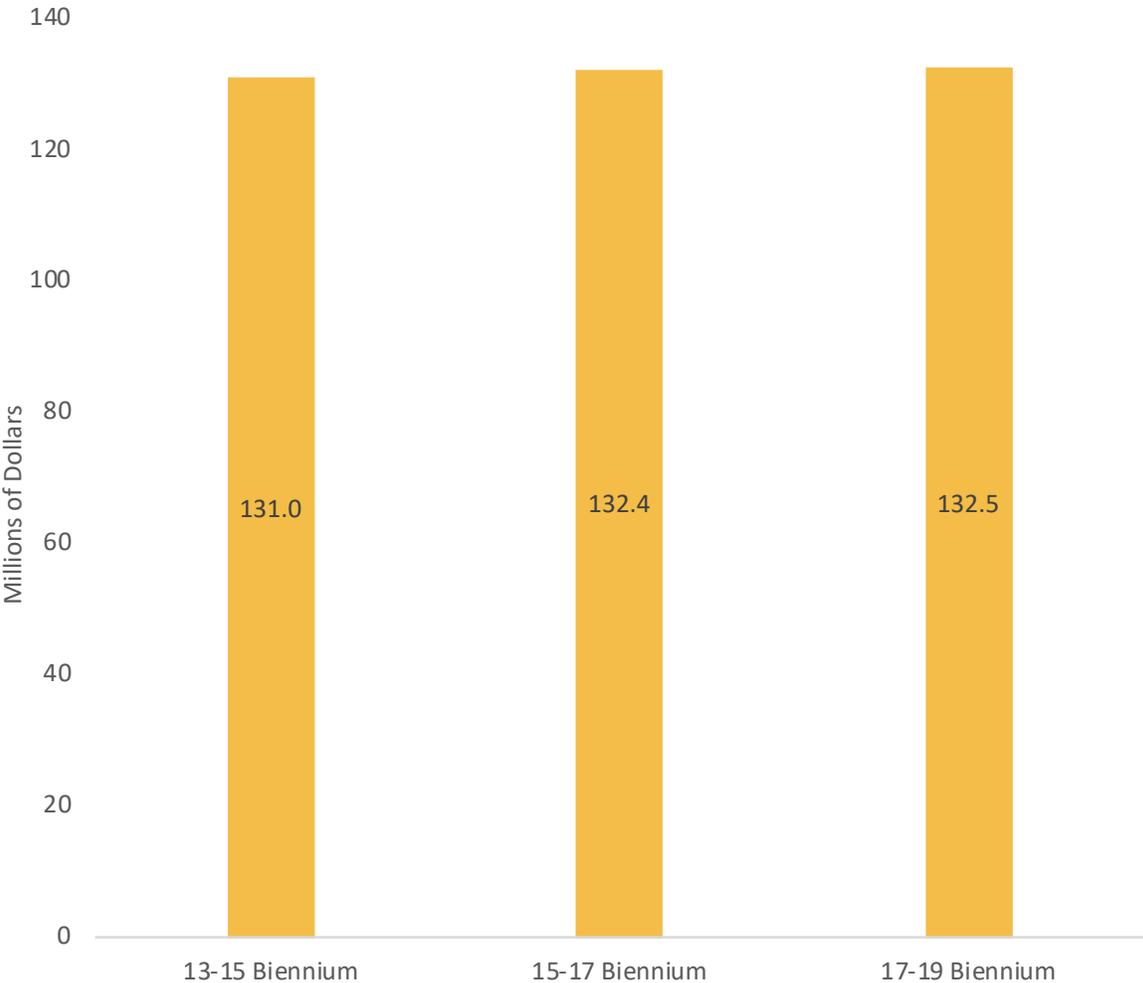
While OHCS's stable, ongoing homeownership programs have increased in recent years (see Exhibit 8), this analysis excludes several programs that are ending. The Oregon Foreclosure Avoidance (OFA) program had investments from the General Fund since 2012 which will end with the 2017-19 biennium. Federal stimulus funds for the Neighborhood Stabilization Program, the National Foreclosure Mitigation Counseling program, and the Homeownership Stabilization Initiative are also ending. In addition, as noted above, the LIFT funding must be requested each biennium, making it uncertain how long it will continue to be funded.

Energy Services

Overview

Programs that offer energy and weatherization assistance to Oregon households are another critical component of housing stability and preservation. These services are broadly applicable to both homeowners and renters and are used throughout the state. Energy assistance programs primarily provide bill-payment assistance to households at or below 60 percent of state median income. Weatherization assistance programs primarily focus on longer term energy savings upgrades, minor home repairs, and home health improvements for households at or below 200 percent of federal poverty level.

Exhibit 11. Total Energy Services Funding Over Time



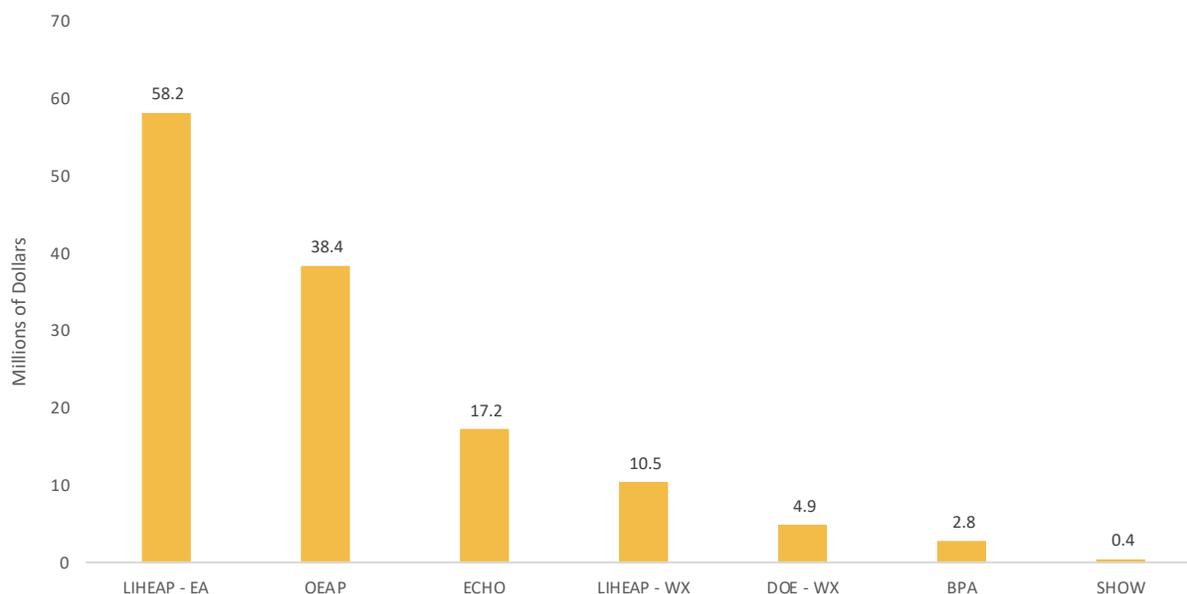
OHCS has seven programs supporting energy services; four are dedicated to energy assistance and three are for weatherization assistance. Together, these funds totaled

\$132 million in the 2017-19 biennium. Funds have remained fairly constant over the last several biennia.

Major Programs and Funding Sources

The largest program in this category, Low Income Home Energy Assistance Program (LIHEAP) - Energy Assistance, is a federally funded grant program that provides bill payment assistance, heating and cooling equipment repair and replacement, and client energy education for households at or below 60 percent of state median income.

Exhibit 12. Funding by Program, Energy Services, 17-19 Biennium



See Exhibit 16 on page 23 for full names and descriptions of all programs.

As Exhibit 13 demonstrates, funds in this category are roughly split between Federal (58 percent) and State (42 percent) resources. The Federal resources are grants that OHCS receives to pass through to agencies and end-users.

Exhibit 13. Funding Source by Federal or State, Energy Services

Energy Services		
Funding Source by Federal or State	Number of Programs	17-19 Biennium
Federal	4	\$76.6 M
Federal Grant	4	\$76.6 M
State	3	\$56.0 M
State Other	1	\$0.4 M
State Public Purpose Charge	2	\$55.6 M
Grand Total	7	\$132.5 M

Other Observations

Like homeless services funds, most of the funds in this category are delivered through the state's community action agency (CAA) network. OHCS awards funds to CAAs based on a formula that calculates need in each community. The LIHEAP funding has been targeted for reduction or elimination at the federal level several times, which would have a drastic impact on the energy assistance and weatherization programs.

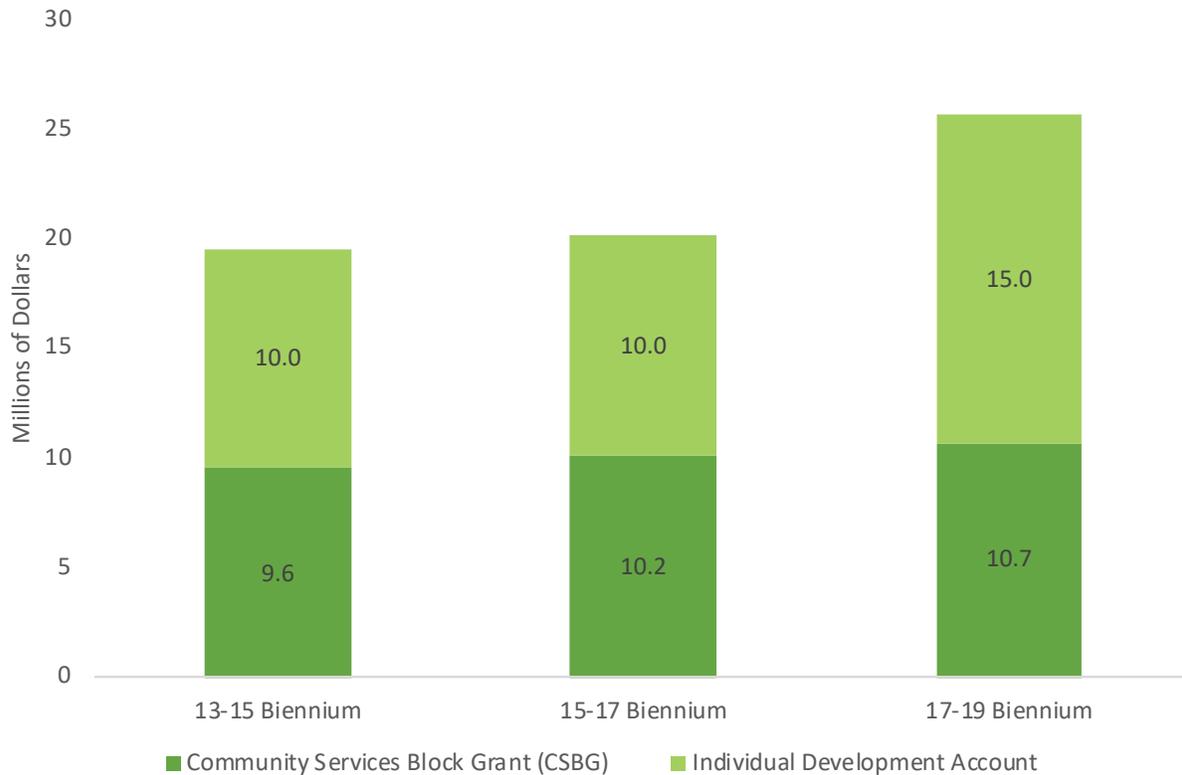
OHCS allocates 15 percent of the revenue received from the Public Purpose Charge for weatherization to the Oregon Multifamily Energy Program. These funds are used with Affordable Rental Housing Finance Programs, described above, and are not included in this category. The remaining 85 percent is used for the Energy Conservation Helping Others (ECHO) program in conjunction with federal weatherization funds. The department has discretion over the percentage of the set-aside which provides opportunities for leveraging or coordination with weatherization services provided by the Energy Trust of Oregon or utilities.

Anti-Poverty Programs

Overview

OHCS funds two broad-based anti-poverty programs: The Individual Development Account (IDA) program and Community Services Block Grants (CSBG).

Exhibit 14. Total Anti-Poverty Services Over Time



See Exhibit 16 on page 23 for full names and descriptions of all programs.

Major Programs and Funding Sources

The IDA program is funded through state tax credits, while CSBG is funded through federal grants, but both programs are passed through to agencies and end-users.

Exhibit 15. Funding Source by Federal or State, Anti-Poverty Services

Anti-Poverty Services		
Funding Source by Federal or State	Number of Programs	17-19 Biennium
Federal	1	\$10.7 M
Federal Grant	1	\$10.7 M
State	1	\$15.0 M
State Tax Credit	1	\$15.0 M
Grand Total	2	\$25.7 M

The IDA program is a matched savings account for low-income Oregonians, operated and administered by a third-party partner. It encourages savings for specific goals in qualified areas that can build wealth, such as home purchase, home repairs, education, small business startup, and equipment to support employment. The program benefits from its flexibility as participants receive funds when they reach a savings goal and can use their savings widely within broad categories of spending. OHCS has \$15 million in IDA funds for the 2017-19 biennium.

The CSBG program is passed through OHCS to community action agencies (CAAs) for administration in local settings. The program funds services and activities at CAAs that address employment, education, financial education, housing, nutrition, emergency services, and health for low income Oregonians. OHCS has just over \$10 million in CSBG funds for the 2017-19 biennium.

Other Observations

The CSBG program is mandated by federal and state laws to be delivered through CAAs. This is a key source of flexible funds for CAAs. As with LIHEAP, this funding has been targeted for reduction or elimination at the federal level. Loss of this resource for CAA operations and services to clients would have a severe negative impact.

The IDA program provides an opportunity to leverage participants' savings with other programs, such as down payment or closing cost assistance. In the 2015 legislative session the IDA statute was amended to include additional asset categories eligible for matching funds. This gives participants more prospects to build wealth and possibly leverage funding from other programs.

Section 3. OHCS Program Details

Program Descriptions

Exhibit 16 below summarizes descriptions, funding type, budget category, delivery mechanism, and flexibility for each of the programs evaluated in this document. (Exhibit 17 on page 28 lists programs that were omitted from this analysis.)

- **Funding Type** addresses whether the funding is from state or federal sources, and any relevant details about the specific state or federal source.
- **Budget Category** describes how the program budget is set:
 - **Continuing**: funded on a continuing basis with automatic or stable funding allocations or authorizations
 - **Special request**: funded through a special legislative appropriation that has occurred more than once but is not a reliable funding source
 - **Market-based**: funding availability depends on external market factors such as market interest rates, bond sales, or investor interest
- **Delivery Mechanism** identifies how funding is distributed to partners for program implementation:
 - **Competitive (Flexible)**: funds are awarded through a competitive process; OHCS and/or the Housing Stability Council typically have some ability to establish priorities and procedures within the parameters of the funding source
 - **Pass-Through (Statutory)**: funds are required by law to go directly to one or more specific entities to be deployed
 - **Pass-Through (Non-Statutory)**: funds are distributed directly to one or more specific entities to be deployed based on historical precedent and/or administrative rule, but not a statutory requirement
- **Flexibility of Resource** provides a qualitative assessment of how flexible the resources are to adjust where or how the resources are directed to respond to OHCS or Housing Stability Council priorities:
 - **Low/None**: program requirements are narrowly focused with no state or local influence; or a statutory change would be required to modify how the program would be used
 - **Moderate**: minor changes are possible, or program parameters are set through administrative rules (which are promulgated by OHCS) rather than in statute (which is set by the legislature)
 - **High**: the program allows significant flexibility to respond to state or local needs and priorities within broad program objectives and categories of allowed uses

Exhibit 16. OHCS Programs, Descriptions and Funding Sources

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
Homeless Services, Shelters, and Prevention											
The Elderly Rental Assistance (ERA) program assists very low-income seniors who are homeless or are unstably housed and at risk of becoming homeless.	✓		✓					✓		✓	
	General Fund					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Criteria for use of funds is described in administrative rules.		
The Emergency Housing Assistance (EHA) funds are used to assist low to very low-income people who are at risk of homelessness, including seniors, people who are disabled, farmworkers, veterans, and Native American households. Households at 80 percent of AMI and below are eligible for assistance if they meet housing criteria requirements. Funds are used to supplement effective existing local programs and/or establish new programs designed to prevent and reduce homelessness. Eligible components include street outreach, emergency shelter, transitional shelter, transitional housing, homelessness prevention, supportive in-home services, rapid re-housing, community capacity building, facilities/housing acquisition, rehab and conversion, and data collection.	✓		✓				✓				✓
	General Fund					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA). CAAs can apply for discretionary funds for special projects.			Flexible usage within homelessness prevention and assistance		
The Emergency Housing Assistance (EHA - DRF) program is funded with ten percent of the revenue from the document recording fee and has the same program goals and eligibility described above. The 2018 Legislature increased the document recording fee from \$20 to \$60, providing significantly more funding for housing programs.	✓		✓				✓				✓
	Document recording fee		Can be modified by state legislative action to increase the fee.			Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Flexible usage within homelessness prevention and assistance		
Emergency Housing Assistance (EHA - DRF) for Veterans is funded with 25 percent of EHA's document recording fee. Funding is restricted to veterans and their families who are homeless and/or at risk of homelessness and provides emergency housing assistance if they meet housing criteria requirements. Eligible components include emergency shelter, transitional shelter, transitional housing, homelessness prevention, supportive in-home services, rapid re-housing, community capacity building, facilities/housing acquisition, and rehab and conversion.	✓		✓				✓				✓
	Document recording fee		Can be modified by state legislative action to increase the fee.			Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Flexible usage within veteran's homelessness prevention and assistance		
The Emergency Solutions Grant (ESG) program provides federal funds to support local programs to assist individuals and families to quickly regain stability in permanent housing after experiencing a housing crisis or homelessness. The program is available for households that meet criteria for being homeless or chronically homeless, or are at risk of homelessness, with a total household annual income no greater than 30 percent of the area's median income for their size of household. Additionally, households must lack sufficient resources and support networks necessary to retain housing without ESG assistance. OHCS makes ESG funds available to community action agencies across the state. These lead agencies are responsible for coordinating the use of the funds to serve their communities. ESG funds support services in the following areas: street outreach, emergency shelter, homelessness prevention, rapid re-housing, and data collection.		✓	✓				✓				✓
	Federal grant - OHCS contracts with HUD annually for the receipt of ESG funds					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Allowed program components are defined at the federal level.		
The HOME Tenant Based Assistance (HOME TBA) program offers financial and rent assistance to very low-income households. The household can choose their own housing, and rent payments are made directly to the program participant's landlord. Subsidy can last up to 24 months and can be renewed as needed. Prospective rental units must pass a quality inspection prior to the beginning of assistance. All participating tenants are required to pay at least 30 percent of their adjusted gross income toward their rent and utilities, with a minimum household contribution of \$10. Program goals are increased housing stabilization and self-sufficiency.		✓	✓				✓				✓
	Federal grant - OHCS contracts with HUD annually for the receipt of HOME funds		OHCS' Multifamily Housing Section determines each year the amount of the HOME grant designated for the HOME TBA program.			Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Could be used as development dollars, not rental assistance. HOME TBA funds can pay all or a portion of the following three program components: refundable security deposit, utility deposits, monthly rent and utilities.		
The Housing Choice Landlord Guarantee Program (HCLGP) provides reimbursement to landlords to mitigate damages (up to \$5,000) caused by tenants as a result of their occupancy under the HUD Housing Choice Voucher Program, also known as Section 8.	✓		✓				✓				✓
	General Fund					Funds go directly to landlords. Landlords must obtain a small claims judgment in a local court.			Eligibility is outlined in administrative rules.		
Funding for the Housing Stabilization Program (HSP) is provided through an interagency agreement with Oregon Department of Human Services (DHS) from their Temporary Assistance for Needy Families (TANF) grant. Funds are used to assist low income families with children so that children can be cared for in their own homes; to reduce dependency by promoting job preparation, work, and marriage; to reduce and prevent out-of-wedlock pregnancies; and to encourage the information and maintenance of two-parent families. This program requires 100 percent matching funds from state resources. Funding provides temporary financial support for up to four months and up to \$5,000 for housing related costs, auxiliary services (including transportation-related, employment-related, and self-sufficiency expenses), case management, and data collection.		✓	✓				✓				✓
	Federal funds passed through from DHS.		Amount awarded is the same for each biennium.			Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).					
Lottery Funds for Veterans (Homelessness) provide emergency housing assistance funding to veterans and their families who are homeless and veterans at risk of homelessness. These one-time funds are used in alignment with the EHA program, and are a result of Measure 96 (2016) which designated a portion of lottery revenues to services for veterans.	✓			✓			✓				✓
	Lottery funds					This portion of the Lottery Funds for Veterans is delivered through CAAs in the same manner as EHA funds.			Flexible usage within veteran's homelessness prevention and assistance		

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
The Low-Income Rental Housing (LIRHF) funds provide rental housing assistance for very low income households, including short to medium range rental assistance, and payment of rent or utility deposits or arrearages in order to obtain or maintain permanent housing.	✓		✓					✓			✓
	General Fund					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Criteria for use of funds is described in administrative rules. CAAs determine how funds are targeted within the allowed uses (not OHCS).		
The Rent Guarantee Program provides a guarantee to landlords up to \$2,000 per tenant (total of \$5,000 per landlord) for unpaid rent, eviction cost, and property damages for tenants completing a tenant readiness curriculum. Damages must occur in the tenants' first twelve months of occupancy.	✓			✓		✓			✓		
	General Fund		The program was funded by a one-time General Fund appropriation. The intent is to use this as a guarantee with minimal draws against it, but there is no revenue to replenish the fund.			Funding available to program providers who successfully complete a request for application and who meet certain criteria.					
The State Homeless Assistance Program (SHAP) offers state funds to help meet the emergency needs of homeless Oregonians by providing operational support for emergency shelters and supportive services to shelter residents.	✓		✓				✓				✓
	General Fund					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).					
The Wildfire Damage Housing Relief Program provides financial assistance relief to lower income households for damages to their primary residence incurred due to a wildfire occurring after July 1, 2015.	✓			✓			✓		✓		
	General Fund					Paid directly to homeowners			Eligibility is narrowly defined		
Affordable Rental Housing Finance											
The Agriculture Workforce Housing Tax Credit (AWHTC) is an Oregon tax credit that is available to those who incur costs for the acquisition, construction, rehabilitation, or installation of seasonal or year-round farm-worker housing (either on the farm or in a community-based project). The credit may be taken on 50 percent of the eligible costs actually paid/incurred to complete the project and may be transferred to a contributor of the project.	✓		✓			✓			✓		
	State tax credit		Credit expires January 1, 2020 and will require legislative action to extend.			On-line application form until all credits are reserved.					
Lottery Funds for Veterans (Development) were awarded for the development of affordable units for veterans. These one-time funds are a result of Measure 96 (2016) which designated a portion of lottery revenues to services for veterans.	✓			✓		✓			✓		
	Lottery funds										
The General Housing Account Program (GHAP) receives 76 percent of the revenue from the document recording fee. The 2018 Legislature increased the fee from \$20 to \$60, providing significantly more funding for housing programs. GHAP provides grants and loans for the construction, acquisition, or rehabilitation of buildings for the purpose of expanding the state's supply of housing for low- and very low-income Oregonians. Eligible applicants include for-profit businesses, local government entities, housing authorities, nonprofit agencies, nonprofit corporations, and private individuals or corporations, or a Native American tribe.	✓		✓			✓					✓
	Document recording fee		Can be modified by state legislative action to increase the fee.			Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.			Funds have to go to housing development, but within that, flexible. There are some limitations on how much of funds can be used for various activities (e.g. 6% set aside for capacity building grants), but flexible among housing development activities.		
A portion of GHAP resources (six percent of the DRF funds) are set aside for capacity building grants to increase the ability of nonprofit and public housing agencies who develop and operate affordable housing.											
The General Housing Account Program for Veterans (GHAP) receives 25 percent of GHAP's document recording fee. The funding provides grants and loans for the construction, acquisition, or rehabilitation of buildings for the purpose of expanding the state's supply of housing for low- and very low-income veteran households.	✓		✓			✓					✓
	Document recording fee		Can be modified by state legislative action to increase the fee.			Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.			Funds have to go to housing development for veterans, but within that, flexible.		
The HOME Investment Partnerships (HOME) Program provides formula grants to states and participating jurisdictions that fund a wide range of activities that build, buy, and/or rehabilitate affordable housing for rent or homeownership or provide direct rental assistance. The state's HOME funding is utilized in the non-entitlement (rural) areas of Oregon not covered by a participating jurisdiction. The objectives of the HOME Program include: (1) expanding the supply of decent and affordable housing, particularly housing for low- and very low-income Americans; (2) providing financial and technical assistance to Community Housing Development Organizations to build organizational capacity for affordable housing development; and (3) extending and strengthening partnerships among government and the private sector, including for-profit and non-profit organizations, in the production and operation of affordable housing.		✓	✓			✓					✓
	Federal grant - OHCS contracts with HUD annually for the receipt of HOME funds					Federal funds are allocated to participating jurisdictions using a needs-based formula. The state's allocation is distributed to non-entitlement (rural) areas via an OHCS Notice of Funding Availability (NOFA) application process.			Funds have to go to housing development, but within that, flexible. Established in Consolidated Plan that includes an action plan describing planned use of HOME funds. There are some limitations on how much of funds can be used for various activities, but flexible among housing development activities.		

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
The Housing Development Grant Program (HDGP) was created to expand Oregon's housing supply for low- and very low-income families and individuals by providing funds for new construction or to acquire and/or rehabilitate existing structures. HDGP funds are allocated throughout Oregon based on regional unmet needs.	✓		✓			✓					✓
		Public purpose charge funding from Portland General Electric and Pacific Power ratepayers	Opening PPC statute to increase funding is unlikely.				Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.				Funds have to go to housing development, but within that, flexible. OHCS has broad discretion to establish eligibility for funding and program priorities within the statutory authorization for the program.
The HUD Contract Administration program provides rental subsidy throughout Oregon through approximately 260 contracts. Each Section 8 project has a Housing Assistance Payment contract that provides the project-based subsidy. OHCS serves the state of Oregon as the Performance Based Contract Administrator for project-based Section 8 housing and also provides technical support and information to owners, managing agents, site staff, and residents.		✓	✓				✓		✓		
							OHCS receives funding to act as the contract administrator; other funding goes directly to Section 8 project-based contract recipients.				HCA funds are not flexible and cannot be allocated to another program or purpose.
The Local Innovation and Fast Track Housing Program (LIFT) was created by the 2015 Legislature and initially funded using Article XI-Q Bonds from the state. The program was funded again in 2017, using the same funding source. The program is dedicated to developing family housing, with a focus on fast development time periods, innovation, cost containment, low state subsidy investments, serving DHS self-sufficiency and child welfare clients, serving rural communities and serving communities of color. Unlike other funding sources, Article XI-Q bonds require that the state own or operate the funded asset (this is different from other funding sources). <i>(Note: this program is cross-listed under Homeownership as it can also be used to develop single family housing.)</i>	✓			✓		✓					✓
		Article XI-Q general obligation bonds (debt payments paid with General Fund revenue).	The LIFT program has been funded twice and is likely to be funded again; however, it is not automatically renewed and requires legislative action to reauthorize it.				Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.				As of 2017 the funds can be used to develop affordable rental or homeownership housing. The Housing Stability Council has program oversight, as is called out in statute.
The Low-Income Housing Tax Credit (LIHTC) offers credits on federal tax liabilities for 10 years in exchange for an equity investment in construction and rehabilitation of rental housing for lower-income households. The 4% tax credits may be used for acquisition and rehabilitation projects or for new construction when projects are using additional subsidies (including tax-exempt bonds), and can cover up to 30 percent of the eligible costs. Developers typically sell the credits to investors who are willing to provide capital in return for the economic benefits (including tax credits) generated by the development. The amount of tax credit an owner receives is determined at the time the tax credit is allocated, based on several factors including: eligible development costs, type of development (new construction, rehabilitation or acquisition), percentage of housing units designated for low-income use, the allocating agency's evaluation, and development financing. The owner and developer must comply with governing rules and regulations throughout a compliance period (which is typically 15 or 30 years). Annually, the U.S. Department of Treasury allocates tax credits to each state. OHCS administers the tax credit program for the state of Oregon. 4% tax credits are automatically paired with tax-exempt bond financing, which is subject to a private activity bond volume limit per state (PAB volume cap).		✓			✓	✓					✓
		Federal tax credit	Extremely variable based primarily on availability of gap funding and private activity bond (PAB) volume cap.				Allocated based on the state's Qualified Allocation Plan (QAP).				Funds must be used for development or acquisition and rehabilitation projects. Federal law requires that the QAP give priority to projects that serve the lowest income households and that remain affordable for the longest period of time, but the state has discretion to shape other priorities.
The Low-Income Housing Tax Credit (LIHTC) offers credits on federal tax liabilities for 10 years in exchange for an equity investment in construction and rehabilitation of rental housing for lower-income households. The 9% tax credits may be used for acquisition and rehabilitation projects or for new construction that does not use tax exempt bonds, and can cover up to 70 percent of the eligible costs. Developers typically sell the credits to investors who are willing to provide capital in return for the economic benefits (including tax credits) generated by the development. The amount of tax credit an owner receives is determined at the time the tax credit is allocated, based on several factors including: eligible development costs, type of development (new construction, rehabilitation or acquisition), percentage of housing units designated for low-income use, the allocating agency's evaluation, and development financing. The owner and developer must comply with governing rules and regulations throughout a compliance period (which is typically 15 or 30 years). Annually, the U.S. Department of Treasury allocates tax credits to each state. OHCS administers the tax credit program for the state of Oregon.		✓			✓	✓					✓
		Federal tax credit					Allocated based on the state's Qualified Allocation Plan (QAP).				Funds must be used for development projects. Federal law requires that the QAP give priority to projects that serve the lowest income households and that remain affordable for the longest period of time, but the state has discretion to shape other priorities.
The Oregon Multifamily Energy Program (OMEP) is designed to reduce the energy usage and utility costs of lower income tenants residing in affordable rental housing. Funds are used to increase the efficiency of heating and other uses of energy in multifamily housing through the installation of energy-efficient insulation, windows, appliances, light fixtures, and other energy-reducing activities.	✓		✓			✓					✓
		Public purpose charge funding from Portland General Electric and Pacific Power ratepayers	Opening PPC statute to increase funding is unlikely.				Applications for OMEP are accepted during the agency's Notice of Funding Availability (NOFA) application process.				Eligible projects must be located in a Portland General Electric (PGE) or Pacific Power service area.
The National Housing Trust Fund (HTF) is a new affordable housing production program that complements existing Federal, state, and local efforts to increase and preserve the supply of decent, safe, and sanitary affordable housing for extremely low-income households, including homeless families. HTF funds may be used for the production or preservation of affordable housing through the acquisition, new construction, reconstruction, and/or rehabilitation of non-luxury housing with suitable amenities.		✓	✓			✓			✓		
		Federal grant					Money goes out via competition in agency's Notice of Funding Availability (NOFA) application process for HOME funds				Tied to extremely low-income populations. The funding is limited to units that are rent restricted at 30 percent AMI.

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
The Oregon Affordable Housing Tax Credit (OAHTC) Program provides a state income tax credit for affordable housing loans for which a lender reduces the interest rate by up to four percent. Lenders must demonstrate that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. In new construction and acquisition / rehabilitation projects this funding source creates project savings through interest rate reductions on a project's permanent loan. It is a key tool used to develop housing units affordable at lower incomes, and allows the projects to access more debt, however does not directly generate funds used to develop housing.	✓		✓			✓					✓
	State tax credit					Credit expires January 1, 2026 and will require legislative action to extend.					
Lottery Backed Bond Preservation Funds are authorized by the Legislature. The funds are flexible and are used to preserve the current affordable housing stock in Oregon. Preservation is defined as any project meeting the following criteria: at least 25 percent of the units having existing federal project-based rent subsidies and the contracts are expiring; USDA Rural Development loans that are maturing within seven years; USDA Rural Development restrictive use covenants that have expired; the project needs recapitalization, per capital needs assessment, of at least \$30,000 per unit; or projects with public housing units undergoing a preservation transaction involving a comprehensive recapitalization.	✓		✓			✓					✓
	Lottery-backed bonds					Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.			Limited to preservation projects meeting eligibility criteria, but flexible within those parameters, depending on language in the appropriations bill		
Homeownership											
The Homeownership Assistance Program (HOAP) is funded with 14 percent of the revenue from the document recording fee. The 2018 Legislature increased the fee from \$20 to \$60, providing significantly more funding for housing programs. HOAP funds activities adopted with recommendations by an advisory group of partners and approval from the Housing Stability Council. Currently 47.7 percent of the HOAP funds are used to fund homeownership centers, 39.6 percent is used to fund down payment assistance (DPA), 2.7 percent is used for partner training, and 10 percent is held by OHCS for administration.	✓		✓			✓					✓
	Document recording fee					Can be modified by state legislative action to increase the fee.			Money goes out via competition and formula allocation.		
The Homeownership Assistance Program (HOAP) for Veterans receives 25 percent of the HOAP's document recording fee. Veteran activities are adopted through an advisory group of partners. The current use of veterans' funds is for rehab/repair to veteran-owned homes.	✓		✓			✓					✓
	Document recording fee					Can be modified by state legislative action to increase the fee.			Money goes out via competition and formula allocation.		
The Local Innovation and Fast Track Housing Program (LIFT) was created by the 2015 Legislature and initially funded using Article XI-Q Bonds from the state. The program was funded again in 2017, using the same funding source. The program is dedicated to developing family housing, with a focus on fast development time periods, innovation, cost containment, low state subsidy investments, serving DHS self-sufficiency and child welfare clients, serving rural communities, and serving communities of color. Unlike other funding sources, Article XI-Q bonds require that the state own or operate the funded asset (this is different from other funding sources). <i>(Note: this program is cross-listed under Affordable Rental Housing Finance since it can also be used to develop multifamily rental housing.)</i>	✓		✓			✓					✓
	Article XI-Q general obligation bonds (debt payments paid with General Fund revenue).					Money goes out via competition. Funds are allocated through OHCS Notice of Funding Availability (NOFA) application process.			The Housing Stability Council has program oversight, as is called out in statute. As of 2017 the funds can be used to develop affordable rental or homeownership housing.		
The Oregon Bond Residential Loan Program helps low and moderate-income families in Oregon buy their first home by providing below-market-rate financing and cash assistance for closing costs. The program's below-market interest rate helps eligible families increase their home purchasing power and lowers their monthly mortgage payments. Funds are used to purchase mortgage loans from approved lenders. OHCS owns the mortgages and receives monthly mortgage payments along with a small loan origination fee with each new loan.	✓				✓	✓					✓
	Funds come from the sale of tax-exempt bonds					Extremely variable based on market interest rates and availability of private activity bond (PAB) volume cap.			Opportunity to drastically expand delivery network.		
Energy Services											
The Bonneville Power Association (BPA) program provides energy conservation services, health and safety repairs, heating system repair and replacement, baseload measures, and energy education to customers of consumer owned utilities. Services are provided to households with incomes at or below 200 percent of the federal poverty level with priority service to the elderly, people with disabilities, families with young children, and households with a high energy burden.		✓	✓					✓			✓
	Federal grant award received from Bonneville Power Administration					Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA). The formula is based on percent of total population, percent of poverty population, number of residential utility meters, and heating degree days in each subgrantee's service area.			Percentage to training and technical assistance (T&TA), percentage of administrative to subs, priorities in state plan.		

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
The Department of Energy Weatherization Assistance Program (DOE) provides energy conservation services, health and safety repairs, heating system repair and replacement, baseload measures, and energy education to eligible households regardless of primary heating fuel or utility type. Services are provided to households with incomes at or below 200 percent of the federal poverty level with priority service to the elderly, people with disabilities, families with young children, and households with a high energy burden.		✓	✓					✓	✓		
	Non-competitive federal grant funded by U.S. Department of Energy							Delivered through community action agency (CAA) network and Native American Tribes designated in the state plan by needs-based formula through the agency's master grant agreement (MGA). The formula is based on percent of total population, percent of poverty population, number of residential utility meters, and heating degree days in each subgrantee's service area.			
The Energy Conservation Helping Oregonians (ECHO) program provides energy conservation services, health and safety repairs, heating system repair and replacement, baseload measures, and energy education to customers of Portland General Electric and Pacific Power utilities. Services are provided to households with incomes at or below 200 percent of the federal poverty level with priority service to the elderly, people with disabilities.	✓		✓					✓		✓	
	Public purpose charge funding from Portland General Electric and Pacific Power ratepayers			Opening PPC statute to increase funding is unlikely.				Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA). The formula is based on the number of residential utility meters in subgrantee service territory.			Changes possible in training and technical assistance (T&TA) and use for healthy homes.
Low Income Home Energy Assistance Program (LIHEAP) - Energy Assistance is primarily an energy assistance program providing services to low-income households regardless of primary heating fuel type or utility. Program services include bill payment assistance, heating and cooling equipment repair and replacement, and client energy education. Services are provided to households at or below 60 percent of state median income.		✓	✓					✓		✓	
	Federal block grant awarded through Health and Human Services							Delivered through community action agency (CAA) network by needs based formula based on number of households at or below 60% AMI, household energy affordability, percent of population below 100% FPL, and inverse population density in each subgrantee's service area.			Potential flexibility in training and technical assistance (T&TA) and excess administrative funds.
The Low Income Home Energy Assistance Program (LIHEAP) - Weatherization program provides energy conservation services, health & safety repairs, heating system repair and replacement, baseload measures, and energy education to eligible households regardless of primary heating fuel or utility type. Services are provided to households with incomes at or below 200 percent of the federal poverty level with priority service to the elderly, people with disabilities, families with young children, and households with a high energy burden.		✓	✓					✓		✓	
	Federal block grant awarded through Health and Human Services							Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			Potential flexibility in training and technical assistance (T&TA) and excess administrative funds.
The Oregon Energy Assistance Program (OEAP) is a low-income electric bill payment assistance program for customers of Pacific Power and Portland General Electric. The purpose of this program is to effectively reduce service disconnections to these customers. Services are provided to households at or below 60 percent of state median income. Priority assistance is directed to customers who are in danger of having their electricity service disconnected.	✓		✓					✓	✓		
	Low-income electric bill payment assistance charge			Opening statute to increase funding is unlikely.				Delivered through community action agency (CAA) network by needs-based formula through the agency's master grant agreement (MGA).			
The State Home Oil Weatherization (SHOW) Program provides cash payments to eligible applicants who conduct energy-saving upgrades and weatherization measures on homes heated by fuel obtained from fuel oil dealers. Transferred from the Department of Energy in 2018, the SHOW Program has been in operation since 1981. Eligible applicants include homeowners (including rental property owners), contractors, and program grantees.	✓		✓					✓	✓		
	Petroleum Supplier Assessment			Amount of assessment is set by OHCS, consistent with statutory requirements				Funds are distributed directly to eligible applicants by OHCS – application is based on eligibility only and is not competitive			
Anti-Poverty Services											
The Community Services Block Grant (CSBG) program is a federal anti-poverty program administered by the U.S. Department of Health and Human Services. CSBG funds help local communities, working through a network of community action agencies and other neighborhood organizations, for the reduction of poverty, the revitalization of low-income communities, and the empowerment of low-income families and individuals to become fully self-sufficient. In Oregon, the CSBG program funds a portion of the administrative and program activities of community action agencies. These organizations typically coordinate and administer a variety of services to assist low-income Oregonians within their own communities, in both rural and urban areas of Oregon, and serve as key partners to Oregon Housing and Community Services. Beneficiaries of CSBG-supported programs are low-income individuals and families (at or below 125 percent of the federal poverty level).		✓	✓					✓		✓	
	Non-competitive federal award granted from Health and Human Services from single federal block grant.							Federal statute dictates that CSBG funds go to designated community action agencies, tribal organizations, and/or farmworker organizations.			Very flexible, but also a key source for CAA operating funds. Significant discretionary funding to CAPO, remainder to CAAs and special projects.

Program description	Funding Type / Source		Budget Category			Delivery Mechanism			Flexibility of Resource		
	State	Federal	Continuing	Special Request	Market-Based	Competitive (Flexible)	Pass-Through (Statutory)	Pass-Through (Non-Statutory)	Low/None	Moderate	High
<p>The Oregon Individual Development Account Initiative was created in 1999 by the Oregon State Legislature to bring together state agencies, private non-profit, and tribal partners with private contributors, to create opportunity in Oregon. Today, the Initiative is composed of the State of Oregon, under the leadership of Oregon Housing and Community Services Department and the Oregon Department of Revenue, and private partners and contributors. Participants are Oregonians with low incomes who enroll through a non-profit organization. Once the participant reaches their savings goal and completes their savings plan, every dollar saved by a participant is matched by the Initiative, typically three dollars for every one dollar saved. Private contributors provide the matching funds through a state tax credit. Initiative participants may use matched funds to help them purchase a home, fulfill an educational goal, develop and launch a small business, restore a home to habitable condition, or purchase equipment to support employment.</p>	✓		✓				✓				
	Proceeds from state income tax credit		Credit expires January 1, 2022 and will require legislative action to extend.			Residents work with a participating non-profit organization to define and reach their goals.			Flexible use by participants / end users, but eligible uses are set in statute and not guided by OHCS.		

Program Notes

Exhibit 17 lists programs omitted from this analysis and the reasons for omission.

Exhibit 17. Program/Funding Sources Excluded from SWHP Funding Assessment

Program:	Reason for Excluding
Community Incentive Fund (CIF)	Funds are expended, proceeds are used as gap financing for preservation projects
FAF/HELP	Not an ongoing program
HMIS Consolidation Grant	Administrative program
HOAP-Construction Excise Tax	New program beginning in 2018; funding will depend on local adoption of Construction Excise Taxes
Housing Permanent Living Utilizing Services	Not an ongoing program
Land Acquisition Program	New program initially funded by repurposing existing department resources, which will be recycled through a revolving loan program
Loan Guarantee Program (Corpus / Trust)	Not deployable funds, only used against loan default
Manufactured Communities Resource Center (MCRC)	Administrative program
Mental Health Housing	Not an ongoing program
Multifamily Housing Bonds	Not a stand-alone program; paired with 4% tax credits
National Foreclosure Mitigation Counseling (NFMC)	Not an ongoing program
Oregon Foreclosure Avoidance (OFA)	Not an ongoing program
Oregon Rural Rehabilitation (ORR) Loan Program	Not an ongoing program
Project Reinvest	Not an ongoing program
Vertical Housing	Not an ongoing program at OHCS; administration has moved to Revenue Department.

Source: ECONorthwest analysis of OHCS programs, OHCS guidance on program inclusion in SWHP

Oregon Housing and Community Services ***Opportunities for State Integration to Address and End to Homelessness***

Introduction

Ending homelessness continues to challenge states across the country. However, when federal, state and local stakeholders leverage their respective expertise and resources in a coherent, data-informed way that accounts for system-wide needs as well as the needs of unique subpopulations and specific households, progress can be made. While local Continuums of Care (CoCs) represent the core of the emergency crisis response system as well as the linkages to housing and service solutions, states are uniquely positioned to use their leadership and convening power, contracting priorities, resources and promotion of promising practices to effect positive system-wide outcomes. This brief provides a few examples of how states as well as local entities have used their strengths to address and end homelessness.

The process of identifying which subpopulations or efforts to prioritize has, historically, been highly localized. The U.S. Department of Housing and Urban Development (HUD) and other federal partners such as the Department of Veterans Affairs (VA) and the U.S. Interagency Council on Homelessness (USICH) have released various policy priorities, and HUD's System Performance Measures speak to priorities for competitive funding cycles. However, efforts related to ending homelessness among particular subpopulations are prompted by a variety of factors. For example:

1. **Data:** Some communities use local data to identify subpopulation trends that need attention. In some instances, a community may focus on the most prevalent subpopulations in need and focus attention there. In other communities, leadership has decided to start with efforts for populations that are less prevalent but offer opportunity for an early "success" and to test strategies that may be applicable across the system. This approach can be seen in communities that use their experience in pursuing community plans related to Veteran homelessness to inform how they plan for other populations (appointing core leadership teams/committees, setting common goals, establishing mutual accountability mechanisms and contract incentives, and implementing system-wide strategies specific to the population).
2. **Politics:** Politics and personalities can be powerful forces for prioritizing resources. For instance, the Mayors Challenge to End Veteran Homelessness places significant public pressure on cities, counties, and states to pursue strategies focused on veterans.
3. **Resources:** In some communities, the opportunity to focus on a priority population is based on resources. The availability of funding through the Supportive Services for Veteran Families (SSVF) and HUD-VASH programs made it possible to focus on veterans. The recent HUD Youth Homelessness Demonstration Program has prompted some communities to focus on youth homelessness knowing that technical assistance and resources would be available. HUD's NOFA priorities relative to chronic and street homelessness have prompted others to reallocate resources, in partnership with states and other stakeholders, toward those populations.
4. **Visibility:** In some communities, visibility is the primary driver of local targeting. Cities with large unsheltered populations naturally gravitate toward that challenge. Rural areas with large tribal regions may want to target efforts to that population. In communities hit hardest by the opioid crisis, multiple levels of government may be working together to target persons experiencing homelessness who are also active drug users.

Domain #1: Leadership and Convening Power

States are uniquely positioned as a ***convening partner, allowing for cross-geographical planning and the pursuit of standardized or uniform goals***. CoC geographies are often arbitrary as compared to the actual movement of persons needing crisis services and to the housing and support systems necessary to end their homelessness, both individually and collectively. State agencies represent a wider geography and resource pool that can cross traditional service boundaries to better meet the individual needs of households in need of housing interventions. Further, large states such as Oregon often have a Balance of State (BoS) CoC that represents a diverse set of practical geographies, service partners, and county/local resources. States are uniquely positioned to support these large geographic CoCs in their coordination of federal, state, and local homeless responses.

The state of New Hampshire, for example, is composed of three CoCs, two of which are urban and a third that covers a number of urban, suburban, and rural communities. The New Hampshire Department of Housing Supports leads the BoS CoC while the other two CoCs are led by traditional CoC board structures composed of relevant stakeholders. In pursuing an end to homelessness among veterans, the state — along with local stakeholders — recognized that the transient nature of the homeless population in NH and the cross-geographical service networks that exist made the traditional CoC boundaries ineffective in pursuing a subpopulation goal. In 2016, the state began convening the three CoC boards and veteran subcommittees in an effort to design a single, coherent response strategy related to veterans experiencing homelessness. The state also agreed to lead management of a veteran by-name list and other performance data. In effect, each CoC continues to engage in internal planning related to federal and state resources, but those plans and the implementation of activities such as coordinated entry are discussed and coordinated through a monthly statewide convening of all the partners. Each CoC experiences different inherent and historical challenges, but their collaborative work has helped to create progress in each. New Hampshire now anticipates a statewide claim of ending homelessness among veterans, based on the Federal Criteria and Benchmarks, sometime in 2018. Further, the state is using the lessons from this deliberate, cross-geographical approach as they pursue their goals relative to ending chronic and youth homelessness in 2018 and 2019.

Although not the BoS CoC, the State of Pennsylvania has played a proactive role in supporting local CoCs in their pursuit of federal goals related to veterans and in their local coordinated entry processes. Unlike New Hampshire, Pennsylvania does not co-manage day-to-day work at the CoC committee level but has provided other types of support. The PA Department of Community and Economic Development, for example, along with other relevant state agencies, made a public call for all PA CoCs to achieve an end to homelessness, with veterans specified as the first population on which to focus. As a result, statewide calls and planning sessions have been convened over the past three years to promote the state's commitment toward achieving this end, to identify where state housing resources were necessary to fill gaps, and to provide a forum for the cross-pollination of emerging best practices and training by local practitioners serving similar, but distinct, geographies. Advantageous to this process is the fact that the state operates a statewide homeless management information system (HMIS) that is used by most of the CoCs' providers. The state continues to work with the local CoCs to plan for how their HMIS systems and data could be used or adjusted to become a more useful tool in delivering services.

Many states have relied on the state-level Interagency Council on Homelessness (ICH) model to provide statewide planning and leadership. Last September, for example, the Tennessee governor issued an executive order to reconstitute the TN Interagency Council on Homelessness to coordinate the state's

efforts and to create a statewide plan to identify, develop, and ensure sustained partnerships among agencies, service providers, and advocates.

Domain #2: Targeted, Performance-Based Contracting

States are uniquely positioned to ***focus housing and service resources in a way that ensures that outcomes, rather than outputs, drive procurement and contract priorities***. As demonstrated by HUD’s increasing focus on systems performance measures as a means to distributing CoC funds, public resources should be invested with accountability not only to the services being provided, but also to the outcomes those services produce. The question has shifted from “How many did you serve?” to “How many did you serve and how well did you serve them?” This shift is seemingly obvious, but homeless service contracts and housing opportunities have traditionally focused only on the former. By directing state or state-controlled resources to organizations and interventions that can demonstrate positive outcomes, even through public-private partnerships, states can ensure that the finite resources they control are provided in a way that is as cost-effective and outcome-driven as possible.

The State of Massachusetts is implementing a number of performance-based initiatives. First, the state mental health, housing, and budget agencies have experimented with performance-based contracting as part of an innovative public-private social innovation financing program. This effort focuses on ending chronic homelessness, specifically targeting the highest utilizers of emergency health care, criminal justice, homeless, and other crisis services. In this partnership, the state works with private and philanthropic investors and a third party intermediary to distribute housing and service resources targeted to high end utilizers of emergency services. Private investors and philanthropy “front” capital to supplement housing and services not provided by other sources, while the state commits an allotment of state-controlled housing subsidies as a backfill. Those resources are then used to provide permanent supportive housing (PSH) interventions. The frontline service providers receive ongoing payment for their services, with a premium paid to the third party intermediary and investors when certain outcomes are achieved. For instance, providers are incentivized to demonstrate housing retention rates for clients served under this pilot as those outcomes lead to increased reimbursement opportunities. This initiative has also opened other opportunities, including the expansion and coordination of Medicaid reimbursements for community-based services for clients who are medically frail or otherwise require ongoing home-based supports to ensure their health and safety. Those community-based services are only possible due to CMS approval of an 1115 waiver for Massachusetts to establish Accountable Care Organizations (ACOs) for MA Medicaid members. ACOs work closely with community-based health organizations to better integrate care for behavioral health, long-term services and supports, and health-related social needs. Oregon already implements a similar model for behavioral health clients through its coordinated care organizations (CCOs) but there could still be further progress in incorporating those service resources directly into the mainstream affordable housing system.

In addition, the MA Interagency Council on Housing and Homelessness — an example of a state-level ICH — recently decided to reinstate a policy that prohibits any agency contracting with the state, including private medical and psychiatric hospitals, from releasing clients to emergency shelters. While this will not prevent some individuals from refusing assistance, it will send a strong message and decrease the incidence of this type of “dumping” from other institutional care settings and will reposition the homeless crisis response system away from being a catch-all for other systems of care that should be engaging in discharge planning.

The City of Seattle piloted a coordinated and strategic approach to funding homeless services with five service providers that collectively receive \$8.5 million. As part of the pilot, Seattle merged 26 existing contracts into 8 portfolio contracts in order to free up staff time to focus on performance. The consolidation also gave providers more flexibility to shift funding and staff time among programs as needed. The new contracts were more performance-focused, with specific consistent performance metrics. These performance measures were incorporated into the city's \$30 million procurement as a tool to expand results-driven contracting, adjust the portfolio of homeless services to meet system-wide needs, and transform the homeless services system to be person-centered, evidence-based, and racially equitable. The request for proposals (RFP) scoring also took into account past performance of service providers. King County, in which Seattle is located and with which it shares a CoC, is in the process of developing performance-based contracting for its homeless services as well.

Domain #3: Leveraging State Resources

States use a variety of *strategies to leverage the resources available* to end homelessness. Relative to the resources available to all communities save Portland, state resources — especially in this biennium — are significant. The Oregon Housing and Community Services Department (OHCS) can leverage its housing and homeless resources to incentivize CoCs, PHAs, affordable housing developers, and other entities to align with state priorities.

For example, the Low Income Housing Tax Credit (LIHTC) is the primary driver of affordable housing development across the country. The vast majority of states have used the value of this program to incentivize developers to target resources to priority populations such as individuals who are homeless, people with disabilities, and veterans. Since 2007, for example, in the annual fund competitions, Louisiana's housing finance agency has either required or incentivized the inclusion of PSH in LIHTC-funded developments. This has resulted in the development of over 1,000 units of affordable PSH for the state's target populations, including people who are homeless or at risk of homelessness; chronically homeless applicants receive a higher priority for these PSH units.

Over time, some households served in PSH programs no longer require the intensive supportive services available through those programs, but they do still require an ongoing permanent subsidy or some other affordability mechanism in order to afford their rent and expenses; this is especially true in high-cost markets such as Portland. CoCs have been piloting various "move-on" strategies to help such households retain rental assistance while freeing up PSH for those who need both the housing and services. One strategy available to OHCS is to leverage its role as the Project Based Contract Administrator to encourage HUD multifamily properties in Oregon to implement HUD guidance on adopting a homeless admissions preference in multifamily properties. Massachusetts has used this strategy to leverage HUD-assisted multifamily housing units operated by private developers with service funding provided by the state, to house over 200 homeless families.

The City of Boston has successfully leveraged Boston Housing Authority public housing units to match chronically homeless individuals to units and available wraparound services. Boston is now developing a pilot program to target families at imminent risk of homelessness with a Housing Choice Voucher and services with the goal of keeping children in their local schools and helping the students succeed in school. OHCS does not have an HCV program but has other resources that could be leveraged towards similar goals.

Domain #4: Practice Opportunities

Promoting strong local practices and the relationships and networks needed for those practices to be effective is a critical role states play in ending homelessness. In particular, states have had great success in a number of concrete ways as they have recognized their niche as a partner in the work to end homelessness.

Risk mitigation funds have been a successful, but new and experimental, resource (including in Portland, OR) in the effort to recruit and retain new housing partners and rental property owners. In a very basic sense, without owners and housing units no community can end homelessness. In response to the increasing unaffordability in rental markets — and consequent disincentive for owners to work with “riskier” tenants — states and local agencies, often in partnership with local service providers, have been experimenting with risk mitigation funds to incentivize landlords and housing partners to work with tenants coming from the homeless crisis response system. Early feedback about these programs suggests: 1) property owners are more likely to engage with a new service partner or dedicate housing units when there is a rent or risk mitigation fund as a “back up” to avoid financial risk, and 2) even when such funds are available, owners do not use them very often. To this second point, states and cities that are effectively using these funds are simultaneously promoting training and service delivery expectations that help service practitioners to deliver high-quality case management services that help avert major landlord conflict. State agencies can leverage the lessons learned from these early pilot sites to explore a statewide, multi-source fund that targets communities or regions with the most pressing landlord and housing market challenges. Massachusetts’ previously described New Lease Program includes a risk mitigation fund available for participating property owners to access should issues occur in their developments. To date the fund has rarely been used.

States, housing partners, and governors’ offices also have unique opportunities to promote partnerships and practices for service providers to be successful in engaging and serving homeless and vulnerable populations. The rise of coordinated entry has led to a growing recognition that certain roles within a given geographical area must be specialized. This is especially true when it comes to shelter diversion, housing navigation, and rapid rehousing case management services. Communities and states are now thinking about economizing their homeless service packages to ensure high-quality services and avoid duplication and redundancy. A number of states have now worked with their CoCs to coordinate a group or cohort of specialists that can work across CoC lines. For instance, housing specialists are leveraged not as traditional case managers, but instead as experts in local tenant-landlord law as well as in the various housing programs that cross CoC borders, including state-controlled resources such as the Emergency Solutions Grant and Home Investment Partnership (HOME) programs and tax credit properties. Outreach teams are being coordinated by state-level partners to divide service areas and create a feedback loop among locally driven coordinated entry access points. Similarly, while coordinated entry is technically limited to CoC geographies, much value has been seen in using state agencies to support the streamlining of policies and procedures used by local CoCs so that as homeless individuals or households cross CoC boundaries, their progress toward a permanent housing solution is not interrupted. Leveraging their convening and funding power, state agencies are able to take a holistic view of the services available across networks and across the populations requiring those services.

Domain #5: Infrastructure Development to Create Service Integration

Ending homelessness in Oregon is likely to require a variety of partnerships such as the state-local CoC and the state-owner relationships described above as well as partnerships across state agencies including OHCS, the Oregon Health Authority, and the Department of Human Services. **Research suggests that successful partnerships generally do not occur spontaneously but require thoughtful strategy and effort that is often supported by a sturdy infrastructure.**

For example, a partnership between the Louisiana housing finance agency and the Louisiana Department of Health (LDH) is a key component of the PSH program described above. The collaboration was formalized through an interagency partnership agreement that details roles and responsibilities for outreach, referrals, identifying target populations, and providing support services. The Executive Management Council, consisting of the LDH deputy secretary, LDH program office assistant secretaries, the state Medicaid director, the LDH permanent supportive housing director, and the Louisiana Housing Authority (LHA) Executive Director, meets at least once each quarter to assist with program implementation, management, and monitoring. In between these high-level EMC meetings, LDH staff from the PSH Office and the LHA meet on a biweekly basis to troubleshoot and ensure the program stays on track.

In another example, Massachusetts worked across 18 state agencies to implement a memorandum of understanding (MOU) to promote the development of 1,000 units of PSH. The process of convening the 18 agencies, vetting their interests and priorities, and working toward a common vision for how to move forward has proven invaluable in cultivating new interagency collaborations including collaborative advocacy for new resources. The MOU in place has further promoted a culture of mutual accountability and buy-in for entities that previously had worked in silos. While MOUs come in many forms depending on the vision of the interested parties, the simple process of pursuing a cross-departmental strategy related to vulnerable populations (agreeing on goals, clarifying roles and service scope, building mutual accountability, requiring certain communication protocols) has proven fruitful, even absent new or increased resources.

In a final example, The New Hampshire Department of Health and Human Services is in the process of shifting and modernizing the organizational structure of its programs in order to promote a more holistic, multigenerational, and integrated approach for individuals, families, and children seeking its services. Along that continuum, the Division of Economic and Housing Stability (DEHS) has been established, realigning existing programs into five new bureaus: Family Assistance (combining the Division of Client Services and the Division of Family Assistance); Child Support Services; Housing Supports; Child Development and Head Start Collaboration; and Employment Supports. The new infrastructure emphasizes rapid and holistic engagement with integrated, targeted supports and services to prevent deeper involvement and interventions whenever possible and appropriate. By embracing and furthering the concept that every door for clients and residents is the right door, DEHS is attempting to eliminate barriers and create a more flexible and responsive approach to service delivery in the context of person-centered service provision.

Domain #6: Cultural Competency and Inclusive Service Design

Often, the people who know best how to solve homelessness are those who have lived experience in homelessness. Genuine, proactive efforts to incorporate individuals with lived experience into planning and program design are a critical element of any successful state or local initiative.

Young adults and youth experiencing homelessness tend to need a specialized type of service package that reflects the population and their unique life experiences. Many communities are now incorporating young adults directly into their planning process, leveraging young adult expertise in actual service and housing design packages, providing sensitivity training related to LGBTQ populations, linking more forcefully with education systems, and even hiring formerly homeless youth to work directly in programs or serve in an advisory capacity. The most successful communities have empowered young adults to inform every part of their service response including basic service design, outreach coordination, peer support models, and other inclusive activities. Communities have also recognized the unique life potential of young adults and have, more than with other populations, promoted linkages to education opportunities, family reunification, shared housing, and employment/training.

Many providers are now hiring veterans and active military personnel to act as outreach and peer specialists. A focused effort to include veterans in planning processes and in the actual delivery of services has been critical in these providers' ability to reach and serve all veterans, including those who have traditionally been resistant to engaging with services from the VA or other community partners. This means establishing veteran advisory councils or similar groups that have direct decision-making power related to veteran planning efforts and that interface with homeless service providers, VA Medical Centers, and other stakeholders.

In Alaska, efforts are underway to link native populations and social structures with formal state and CoC planning bodies to help local native leaders leverage their resources and expertise as part of a wider strategy that connects them with more traditional stakeholders. Activities to leverage native populations' expertise include ensuring that speakers of native languages are part of service teams; reviewing traditional housing requirements to ensure flexibility that accounts for native culture (dry huts, communal living); bringing tribal or native councils to the table as equal partners; and recognizing that traditional social service structures residing within small, close-knit village communities often break down when confronted with particularly vulnerable individuals (those who have "burned all of the bridges"). Further, efforts in Alaska have had to give special consideration to the unique substance use issues prevalent in tribal communities. Rural and frontier communities have also begun other innovative practices, such as replicating trends in telehealth to equip outreach and service providers with tablets and mobile internet devices to allow for direct data entry and program support in areas otherwise unconnected to a single physical site or service location.

Finally, [new research](#)¹ documenting that people of color are dramatically more likely to experience homelessness in the U.S. is a clarion call to CoCs to review data from their programs and develop strategies to address any identified racial inequities.

¹ <http://center4si.com/sparc/>

Conclusion

High-cost housing markets, the national opioid crisis, and an influx of homeless youth are only some of the challenges OHCS faces as it seeks to address and end homelessness. This brief has highlighted a few of the creative ways that states across the country are trying to address similar issues; there are many others. Whichever strategies OHCS chooses to implement, it is clear that the state can and should play a critical, central role in helping decrease the number of homeless individuals and families in Oregon.

Promising Practices for Increasing Rural Housing Development Capacity

Draft submitted by Andrée Tremoulet, Commonworks Consulting, 3/30/18

This briefing paper profiles five programs from other states that increase the ability of smaller and rural communities to create needed affordable or workforce housing. In some cases, the programs are exclusively for rural areas; in other cases, rural areas are provided a competitive advantage or are supported by amended rules. As the table below shows, collectively the programs employ a variety of strategies to support affordable housing development capacity-building in rural areas, and most programs combine multiple approaches.

Table 1: Promising Strategies for Increasing Rural Housing Development Capacity

Strategies <i>for increasing rural housing development capacity</i>	Connecticut Incentive Housing Zone	Indiana Supportive Housing Institute	Minnesota Housing Institute	Minnesota Workforce Housing Development	Washington Bi-Annual Rental Market Survey
a) Identify and build local consensus about priority development areas for affordable housing.	●				
b) Increase capacity to work effectively with external affordable housing developers			●		
c) Increase local officials' knowledge of affordable housing development process & funding options			●		
d) Build local capacity through internal team-building, clarification of roles & work on real projects		●	●		
e) Provide access to uncomplicated housing development subsidy suitable for rural areas				●	
g) Help rural areas access existing affordable housing financing sources		●	●		
h) Provide data or planning assistance needed to understand housing conditions in rural areas	●				●
i) Co-fund using both state and local resources				●	

Each program is profiled below. Each listing includes a program description, outcomes, program costs and funding sources (when available), contact information, and how to access additional information.

Connecticut Incentive Housing Zone Program

The Connecticut Incentive Housing Zone Program was created by the state General Assembly in 2007 as a tool that towns could use to create mixed-income communities with affordable and modest, market-rate homes. It resulted from a concept created by a group of educators, economists, business executives, planners, mayors, selectmen and others who met in the summer of 2006 to discuss how to address an array of interrelated issues, including the loss of more of the state's 25-34-year-old population than any other state; a shortage of housing for teachers, police and volunteer firefighters; a

lack of downsizing opportunities for older adults, a growing number of housing cost-burdened residents and creeping sprawl. The program entails the provision of planning grants for creating areas of denser, mixed-income housing (an Incentive Housing Zone) in communities. If cities adopt an Incentive Housing Zone, they are eligible to receive additional financial incentives from the state.

The program description emphasizes the importance of local control as follows: “It is a voluntary, incentive-based land use program... [that] provides municipalities with complete control over the location, amount, type and design of the homes created, while also offering a tool that allows all residents of a town to have input into housing decisions: where it should be built, what it should look like, or whether it should be created at all.”

Towns that choose to adopt an Incentive Housing Zone create a zoning overlay that incorporate two required elements:

- At least 20% of the units in the zone must be affordable to households earning 80% of the area median income or less, and
- Minimum densities of 6 single-family, 10 duplex or townhouse or 20 multifamily units per acre.

Additionally, the zone must be in a “responsible growth” location—near a town center, transportation facilities or existing or planned infrastructure.

Elements

The program has three stages:

- Technical assistance & pre-development grants: Municipalities may apply for grants to help establish the zone and assist with the creation of a mixed-income project. A Phase I Technical Assistance Grant of up to \$20,000 helps municipalities determine housing need and address other planning issues related to the feasibility of creating an Incentive Housing Zone. A Phase II Predevelopment Grant of up to \$50,000 pays for predevelopment costs related to creating a specific mixed-income housing project. Neither of these grants obligate the city to create an Incentive Housing Zone, as they are intended to determine feasibility and methods for creating the Zone.
- If the city does adopt an Incentive Housing Zone that is approved by the Department of Housing, it is eligible to receive a \$20,000 Zone Adoption Incentive that may be used by the city for any purpose.
- When housing is built within an approved Incentive Housing Zone, the city will receive additional incentive payments. Currently, the Department of Housing uses a bracketed system that pays \$15,000 to \$50,000, based on the number of units built. The payment is for both market-rate and affordable units. The payment may be used by the city for any purpose.

Results

From 2008 through 2016, the state has provided technical assistance or pre-development grants to 72 municipalities. Eleven adopted approved zones and two had completed housing projects in their zones as of the end of 2016.

Suitability to Rural Areas

The list of funded communities in Connecticut includes a mixture of larger urban areas (e.g., New Haven) as well as much smaller rural communities (e.g., Wallingford, New Canaan, Goshen). In Oregon, an approach like this might work to incentivize the inclusion of a greater variety of housing types (e.g., duplexes, internal house divisions and perhaps cottage clusters) in existing single-family zones and to incentivize greater density and variety in multifamily and mixed commercial/residential zones. An

opportunity might also exist provide extra points for competitive housing development subsidies if a project is located in an approved Incentive Housing Zone. Additional study would be required to determine the relationship between an initiative like this and Oregon's current inclusionary zoning laws.

Cost

An Annual Report to the Governor about the program dated December 2016 indicates that the state provided technical assistance grants totaling \$1.95 million to 50 cities from 2008 through 2012. Annual expenditures then tapered off and were approximately \$200,000 each in 2013 and 2014. The state expended \$60,000 in 2015.

Additional Resources

- Connecticut Department of Housing website about the program:
<http://www.ct.gov/doh/cwp/view.asp?a=4513&Q=530592>

Contact

Mr. Dimple Desai
Community Development Director, Connecticut Department of Housing
Dimple.desai@ct.gov or 860-270-8012

Indiana Supportive Housing Institute

The Indiana Supportive Housing Institute is an important element of the Indiana Permanent Supportive Housing Initiative, which was launched by Indiana Housing and Community Development Authority (HCDA) and the [Corporation for Supportive Housing](#) (CSH) in 2008 to further the strategy to end long-term and recurring homelessness. While "freestanding" institutes are offered by CSH in other states, in Indiana the HCDA and CSH work together on an ongoing basis and the Institute is the way that the state has created a pipeline of high-quality proposals for permanent supportive housing throughout the state, in major metro areas and in smaller cities. Thus, teams participate in the Institute with the knowledge that state resources (9% LIHTC set-aside and other resources) will be available to fund their project if they complete the process and develop a high-quality proposal. The application process for the Institute is competitive.

Teams consisting of a designated team leader, a housing developer/owner with affordable housing experience, a supportive services provider, a property manager and possibly others apply to participate in the Institute. In preparation for each annual Institute, HCDA identifies which populations and types of projects to focus on, based on need and available development resources. In 2018, seven teams were selected participate in the Institute, which focuses on two populations: people experiencing substance abuse disorders with or without co-occurring mental illness and youth age 24 and younger. In 2017, the Institute focused on smaller cities and rural areas with smaller projects, and HCDA identified non-LIHTC resources to fund them.

Elements

The annual Institute has three components: training and group exercises, individualized technical assistance and access to pre-development funds through CSH. All teams participate in four monthly training sessions in February through May lasting two to two-and-one-half days plus attend a one-day site visit to an existing supportive housing project. In addition, participants attend a national CSH summit in the summer.

During the training, participants learn about permanent supportive housing and approaches to financing its various elements. Team members develop preliminary budgets for their project. They work on tenant selection, property management and tenant leadership/ engagement plans. The training enables team members, who are typically from different agencies, to identify their roles and responsibilities and establish how the team will work together.

After the four-month training period, teams develop MOUs with CSH for additional technical assistance, typically leading to the refinement of a supportive housing plan that can be used to apply for funding from multiple sources. To continue their work, teams may apply for early pre-development financing through CSH Pre-development Initiation Loans.

Institute graduates have access to a 9% LIHTC Housing First Set-Aside available only to them. Project proposals involving integrated supportive housing receive additional points for completing the Institute. State staff work with teams proposing smaller projects (ones too small for utilizing LIHTC) to identify other sources of funds to move the project forward.

Results

Since the Indiana Permanent Supportive Housing Initiative began in 2008, seven classes of teams have graduated, resulting in over 1,400 permanent supportive housing units added or under development in the state. This has helped to contribute to a 38% reduction in chronic homelessness in Indiana.

Suitability to Rural Areas

The Institute is intended to address the need for a particular type of housing that is especially hard to develop and manage. As indicated above, it can be targeted to different PSH needs and communities. It is most valuable when there is a close collaboration between CSH and state funders of housing and services, so that participation in the Institute is the first step toward obtaining exclusive set-aside funding to develop high quality projects.

Costs

Costs vary from one state to the next, depending on travel and facility costs and the amount of follow-up technical assistance provided. The Indiana program cost approximately \$146,000 for 2018, with \$132,000 coming from the state and with CSH raising the remainder from other sources locally. Participants pay their own travel and lodging costs. In Missouri, two health foundations and a state mental health agency funded an Institute, but it was not coordinated with the availability of development financing. The cost was approximately \$129,000.

Additional Resources

- Essential program information is found on state website here: <http://www.in.gov/myihcda/institute.htm>
- Corporation for Supportive Housing Indiana's website has links to publications and additional services that the organization provides in Indiana: <http://www.csh.org/in>
- Announcement about 2018 teams: <https://calendar.in.gov/site/ihcda/event/teams-announced-for-the-8th-annual-indiana-permanent-supportive-housing-institute-1/>

Contacts

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Minnesota Housing Institute & Native Community Development Institute

The Housing Institute, a program of the nonprofit, member-based Minnesota Housing Partnership, provides customized curriculum, guided collaboration and capacity building to diverse teams seeking to close the gap between the need for affordable housing and the supply in their rural communities. It is an in-depth, 18-month program that includes training, local team-building, peer-to-peer learning, in-person workshops and connections to funders and developers.

Elements

The Minnesota Housing Partnership has identified these elements as key to the program's success:

- **Team model:** Each community forms its own team of five to seven members, drawing on individuals from city government, regional governing bodies, nonprofit housing developers, housing authorities, service providers, private business and other local leaders. Enhanced local and regional collaboration has sometimes been an outcome of the program.
- **Focus on a specific project:** When they apply, teams choose one or more projects that they wish to focus on during the institute. Projects have included housing studies, supportive housing development, senior housing development, single family rehabilitation programs and workforce housing development.
- **Customized curriculum:** Staff develop a course of study that is customized to the needs and projects identified by the teams in each cohort. Overarching topics include project financing, data acquisition, communication and community engagement strategies and policy updates.
- **Relationship-building:** Besides fostering collaboration within each team, the program also connects teams to external funders and developers who can help make their projects a reality. A staff member from the Minnesota Housing Partnership also works individually with each team to help them maintain momentum and focus, and to guide them through the process.

Participants commit to attending five 1.5-day workshops (the program covers their travel expenses), meeting at least monthly with their team, and working collaboratively on their chosen projects. The Minnesota Housing Partnership reports that a highlight for many participants is a funder and developer "speed dating" session, described as follows: "In these sessions, teams are responsible for creating a clear vision and presenting it to a funder or developer. They receive feedback that helps them clarify their concepts, while funders hear about projects before receiving an application and developers get connected to rural opportunities, include project concepts with free land or possible local tax-increment financing" (Minnesota Housing Partnership, 2016, *Building Community Through Collaboration*).

Results

The Institute was created in 2010 and has assisted a total of 13 teams in four cohorts or rounds. The teams from the first two rounds primarily pursued projects related to post-recession recovery. Rounds 3 and 4 have produced the following results:

Round 3: April 2013, three teams

- New 24-unit income-restricted rental housing development built by private developer using Minnesota Housing Finance Agency resources. Connection with developer made during program.
- New 104-unit workforce housing development built using Minnesota Department of Employment & Economic Development Funds.
- New 30-unit workforce housing development built using Minnesota Department of Employment & Economic Development Funds.
- New 41-unit market rate housing development built. Connection with private developer made during program.

Round 4: January 2015, four teams

- Applications to fund 24 units of senior housing with services submitted. Connection with developer made during program.
- Funding received to develop coordinated, one-stop website for housing resources.
- Countywide housing study completed; the first in 18 years.
- Application to fund 35 units of affordable housing submitted.
- 56 units of market-rate construction got underway, and 136 units are in the pipeline.

The Minnesota Housing Commissioner said, “We see better, more competitive applications to Minnesota Housing [the state housing agency] for scarce resources from communities that participate” in the Institute. (Minnesota Housing Partnership, 2016, *Building Community Through Collaboration*).

Based on its success with the Housing Institute, the Minnesota Housing Partnership created the Native Community Development Institute for tribal teams. Projects have included building a supportive housing complex, creating a center for workforce development and updating a land use plan.

Suitability to Rural Areas

This program is designed specifically to address the capacity issues of rural areas.

Cost

Estimated cost for an 18-month round of four teams: Approximately \$200,000 for staffing and approximately \$35,000 for team expenses for five 1.5-day workshops. Team expenses can vary significantly depending upon cost of accommodations and travel.

Sources include the Greater Minnesota Housing Fund (a nonprofit CDFI) & US Department of Agriculture’s Rural Capacity Development Initiative.

Creating a Program in Oregon: An Opportunity

The Minnesota Housing Partnership also provides direct housing-related technical assistance nationally. They are one of five agencies funded by HUD through the Rural Capacity Building Program. When the Minnesota Housing Partnership issues its request for applicants in 2018, OHCS (as a government entity) or a “rural housing development organization” (e.g., CAPO) could apply for technical assistance to establish an Oregon program modeled on the Minnesota Housing Institute. The cost of the technical assistance could be covered by the HUD grant. The Minnesota Housing Partnership is currently assisting the Flint Hills region of Kansas establish a program for that region.

Additional Resources

- Information, brochures and four-year program report accessed here:
<http://mhponline.org/community-development/programs-and-services/housing-institute>

Contact

Barbara Dolan

Interim Community Development Director, Minnesota Housing Partnership

barbara.dolan@mhponline.org or 661-925-5549

Minnesota Workforce Housing Development Program

This program funds workforce housing development in smaller communities where the prevailing rents are insufficient to support the construction of new private rental housing and where such housing is critically needed. The program is now administered by the state housing finance agency, Minnesota Housing; initially it had been managed by the Minnesota Department of Employment and Economic Development.

Elements

Eligible applicants include cities and city/county economic development authorities that meet the following criteria:

- A vacancy rate of 5% or lower for at least the prior two years
- One or more businesses located in the project area (or within 25 miles of the area) that employ 20 full time equivalent employees
- Statements from participating businesses that a lack of housing makes it difficult to recruit and hire workers
- The development must serve employees of the businesses in the project area

Program funds must be matched on a \$1 local: \$2 state basis. Match may come from local government, a business or nonprofit. The developer cannot provide the match. TIF, donated land and tax abatements count as match.

Projects are selected on the basis of need, statewide economic impact, the project financial plan and project readiness. Priority is given to areas with fewer than 30,000 people. Award cannot exceed 25% of project costs.

Suitability to rural areas

This is a straightforward, simple program. Funds are provided to the applicant as a grant or a 0% deferred payment loan forgivable in 10 years, and applicants in turn provide the funds to the developer/owner as a grant or deferred loan. There are no rent or income restrictions. Funds are typically disbursed in three waves: 1/3 upon contract execution, 1/3 during construction, and 1/3 upon project completion. Ongoing compliance monitoring is straightforward (annual certification by applicant that the rental project continues to exist) and extends for three to ten years. However, by state law, state prevailing wages do apply. Construction must begin within 12 months of the award and be completed within 24 months of the award.

Results

In three funding rounds, the state has awarded a total of \$6.6 M in financing, resulting in the creation of 436 units of workforce housing in 11 projects, for an average investment of approximately \$15,000 per unit. Project size has ranged from 12 to 96 units. This is a relatively new program, and it is still evolving.

Cost

Funding is dependent upon appropriations by the state legislature.

Contact

Katie Moore

Minnesota Housing

651.296.6354 or katie.moore@state.mn.us.

Additional information

- Program description, guide and FAQs available here:
<http://www.mnhousing.gov/wcs/Satellite?c=Page&cid=1503450639018&pagename=External%2FPage%2FEXTStandardLayout>

Washington Bi-Annual Rental Market Survey

The Washington Center for Real Estate Research at the University of Washington, Seattle, produces a Washington Apartment Market Report twice per year, in the spring and fall. The report provides a current estimate of the overall apartment vacancy rate for counties in the state. Data is also provided on vacancy trends over time, distribution of unit types, and average unit sizes and rents with breakouts for one and two-bedroom apartment units.

Cost: Not able to ascertain the cost of conducting the research or producing the reports. Copies of the reports are publicly available at no cost online.

Additional information

- Reports: <http://realestate.washington.edu/research/wcrer/reports/>
- Survey form: <http://realestate.washington.edu/wp-content/uploads/2018/03/OutsidePugetSoundForm.pdf>
- General information: <http://realestate.washington.edu/apartmentsurvey/>

Contact

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Director, Washington Center for Real Estate Research

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Conclusion

These initiatives and programs were created in response to specific needs and conditions faced by other states. They were shaped by the opportunities, constraints, talents and political contexts from which they arose. Oregon has the opportunity to craft its own approaches to boost housing development capacity in rural areas that borrow lessons from these examples so that the resulting initiatives fit Oregon's communities and culture. At least two organizations mentioned in this report, the Minnesota Housing Partnership and the Corporation for Supportive Housing, are open to further discussions with OHCS staff about how their organization might assist Oregon.

One way to ensure that whatever strategies are chosen truly fit Oregon would be for OHCS to enlist the assistance of a short-term panel of Oregon rural advisors to discuss potential strategies and the

relevance of the promising practices in this report. Ideally, the advisors should represent a variety of levels of knowledge and current capacity for undertaking affordable or workforce housing development.

Promising Practices for Optimizing Public Investment in Affordable Rental Housing

Development of affordable rental housing requires patient capital. The amount and characteristic of this capital is a function of the affordability levels, target populations, location, size and overall economics of the project. City, county and state governments (“Local Jurisdictions”) are a common source of patient capital for affordable rental housing.

This paper will provide summary findings related to practices of other local jurisdictions that provide patient development capital for affordable rental housing in service of helping Oregon Housing and Community Service consider changes to investment methods.

Charge:

Consider the impacts and benefits of moving awards from grants to loans.

Findings:

- A demonstrable increase in capital provided by Local Jurisdictions for the creation of affordable rental housing exists across the county. In some instances communities pass large bond measures, in others there was a slight increase in previously authorized funding. Increases in funding reflect the rising need for affordable housing across the county.
- Nearly all development capital sources reviewed as part of this research is provided as a loan or recoverable grant. This pattern held true for large and small funding programs, and large and small investment amounts.
- Ohio offers the only capital grant program for affordable housing reviewed for this study. Eligibility criteria and program rules limit the type of project, grant size and define how the grant must be structured into a project. No Local Jurisdiction general purpose capital grant programs were discovered.
- Local Jurisdictions link desired public benefits to the level of concessions or flexibility in loan terms. Program guidelines typically define a minimum level of benefit. Financial feasibility and public benefit dictates the project specific loan terms.
- Many Local Jurisdictions recognize a grant maybe necessary for financial feasibility, and give themselves the authority to authorize a grant rather than loan. In these instances, grants are still recoverable under specified events.
- Authorizing legislation and program guidelines discuss the importance of protecting the public interest by ensuring the anticipating benefit to low income households, and receiving financial return. Financial return to the Local Jurisdictions can either be upon an economic event such as a sale or refinance or upon loss of expected public benefit.

Research:

The following 6 Local Jurisdictions with capital funding programs for affordable rental housing were studied as part of this consideration. They reflect a mix of city, county and state government, large and small programs, and geographic distribution.

1. State of Washington: Washington State Housing Trust Fund

Funding Availability:

2018 Notice of Funding Availability provides \$10,000,000 from bonds and housing trust fund repayment account.

Investment Types and Terms:

State of Washington will provide awards in the form of amortized, loans, deferred loans and recoverable grants.

Type of investment and terms are established based on project needs as determined through and underwriting and project approval process.

Statute establishes a standard for the “protection of state’s interest” ([RCW 43.185.120](#)) that includes shared appreciation, payment upon sale, and repayment after a specified time period.

Additional Resources:

Key References	Description
Housing assistance program Chapter 43.185 RCW	Enabling legislation for state housing trust fund.
Washington State Housing Trust Fund Handbook	Provides specific implementation guidance for capital, including eligible projects, minimum public benefits, and repayment terms.

2. County of Alameda

Funding Availability:

In 2017, County of Alameda authorized a general obligation bond for \$580,000,000, of which \$425,000,000 will fund affordable rental housing.

Investment Types and Terms:

Alameda County Housing & Community Development Agency (“HCD”) provides low interest or residual receipts loans. Specific terms are determined by underwriting. Established Policies and Procedures define exceptions for split of cash flow on residual receipt loans. Loan payment from projects that serve Extremely Low Income households may be deferred at the discretion of the HCD’s director to make the project financial feasible.

Additional Resources:

Key References	Description
Board Authorizing Documents Authorizing Resolution	Resolution authoring the bond sale and establishing broad program guidelines for an Alameda County General Obligation Bond
Rental Housing Development Program Policies	Establishes eligibility, program requirements and underwriting criteria for rental housing programs.
Bond Program Implementation Policies Exhibit A	Provides slight modification to the existing Program Policies for the housing bond. Includes deferral of repayment provision.

3. Ohio Housing Finance Agency

Funding Availability:

Ohio Housing Finance Agency's ("OHFA") funding comes from a variety of sources including federal entitlements, National Housing Trust Fund, state appropriations, and program income.

Investment Types and Terms:

OHFA affordable rental housing capital is predominately provided in the form of a loan. Fully amortizing permanent loans, LIHTC equity bridge loans and subordinate loans are offered. Subordinate loans take the form of Bond Gap Financing ("BGF") and Housing Development Gap Financing ("HDGF"). OHFA uses a variety of capital sources for fund these programs.

OHFA's HDGF does offer grants for project that meet specific criteria. Projects must be between 4 and 24 units. Maximum grant amount funded with HOME money is \$500,000. Maximum Grant amount funded with the National Housing Trust Fund is \$750,000. A combined total maximum grant is \$1,250,000. No grant may exceed 50% of the total project cost. At least 20% of the project must be affordable to households at or below 35% of the area median income ("AMI"). Funds are treated as a grant for tax purposes. Recipients will receive a 1099. Recipient cannot loan funds to the development, but must treat it as a grant or capital contribution.

Additional Resources:

Key References	Description
Housing Development Assistance Programs 2018 Guidelines	Comprehensive list of programs including eligibility and investment criteria.
Multifamily Underwriting and Implementation 2018 Guidelines	Detailed underwriting and investment criteria.

4. State of Maryland

Funding Availability:

Since its creation in 1992 the Maryland Affordable Housing Trust ("MAHT") has invested over \$45.0MM of state resources. In 2017, the MAHT invested \$924,000.

Investment Types and Terms:

MAHT makes deferred payment loans or grants recoverable upon sale or should the project cease to provide affordability. Maximum loan amounts are \$75,000.

Additional Resources:

Key References	Description
Maryland Affordable Housing Trust Program Guidelines	Provides general description of the program, criteria and procedures.
Maryland Affordable Housing Trust Annual Report FY 2017	Provides a summary of past investments, including size, type and location of projects.

5. State of Minnesota

Funding Availability:

Minnesota Housing provides variety of capital programs for the development of affordable rental housing. Most funding is in the form of tax credits, credit enhanced permanent financing, subordinate development capital. Sources of capital include federal entitlements and state appropriations.

Investment Types and Terms:

Minnesota Housing provides development capital for affordable rental housing in the form of subordinate loans. An exception to their loan practice is to offer grants to the creation of market rate rental housing in communities where the lack of rental housing is a barrier to attracting labor.

Additional Resources:

Key References	Description
Multifamily Financing Summary	Overview of all funding programs available from Minnesota Housing.
Preservation Affordable Rental Investment Fund Deferred Loan Overview	Designed to provide patient capital needed for the preservation of federally assisted and supportive housing for low income individuals and families.
Workforce Housing Development Program Guide	Designed to provide flexible capital for market rate housing to address a lack of workforce in small communities.

6. City of Denver

Funding Availability:

Impact fees and taxes are anticipated to generate \$150,000,000 over ten years to primarily fund affordable rental housing.

Investment Types and Terms:

Denver’s Office of Economic Development (“OED”) has created a menu of loan products designed to fit a variety of program types and capital needs. All products anticipate repayment. Specific terms are based on the product and financial circumstances of the subject project.

Additional Resources:

Key References	Description
Office of Economic Development Term Sheet	A matrix of loan terms by product type. Includes repayment terms and anticipated source.

Discussion:

Standard practice for capital funding from Local Jurisdictions is a loan or recoverable grant. This practice holds for large and small funding programs. In some instances, grants (non-recoverable), under a defined set of circumstances are available. These circumstances are narrow in scope.

As a general policy matter, programs of Local Jurisdictions examined begin with a creating a right or obligation to repayment. Some Local Jurisdiction refer to it as a return on investment. Clearly the primary return on investment for public sector investment in affordable housing is the length of affordability. Recognition of the financial stake in a project is also appropriate. Some, like the State of Washington, define the anticipated return, including a share of appreciation. Others, like Maryland simply state there is an expectation and presumably leave the specifics to underwriting of the individual project. Local Jurisdictions studied are intentional about their desired public benefit achieved and careful to establish a right to receive financial return when it is available.

Shifting from a grant to loan (or a recoverable grant) for capital for affordable rental housing provided by Oregon Housing and Community Services (“OHCS”) is supported by general principles of good public policy and by the established practices of other Local Jurisdictions. There is good cause for this change. While the amount of financial return to OHCS might not be significant, the basis for this shift should rest on the idea that OHCS should establish the right to recover investments should the economics of a project permit.

Making this shift will vest more obligation and importance with those responsible for underwriting and documenting transactions on behalf of OHCS. Clarity into the underwriting process and criteria used to establish repayment terms will be important to OHCS staff and partners. Drafting transaction documents that capture the nuances of business terms and that do not offend the legal or business requirements of lenders and LIHTC investors will also be important to OHCS and partners. Inherently the concept of a subordinate loan or recoverable grant must reflect subtleties of the overall project structure. Proportionality and reasonableness should be part of structuring OHCS investment into every transaction.

OHCS should develop a communication message that explains the reasons for this shift in broader terms than financial return. Fiscal rigor, protection of scarce public resources, and consistency with industry norms are all reasons for this shift. Nonprofit partners will likely frame this change as a shift of money from their operations to OHCS. It will be important for OHCS to frame this shift in more broad terms, with an emphasis on continuing to build credibility for the state’s affordable housing system.

Preserving Existing Unsubsidized Affordable Housing/Naturally Occurring Affordable Housing

April 23, 2018

Providing additional housing units through a coordinated effort to acquire “naturally occurring” or unsubsidized affordable housing is receiving considerable attention in the housing policy and development arena. ¹ This summary of this emerging, promising practice was developed to provide a common understanding of this strategy for Oregon Housing and Community Services (OHCS) leadership to consider as part of the Statewide Housing Plan.

Acquisition of unsubsidized affordable units is being tried in a number of cities throughout the United States. The Housing Partnership Equity Trust is involved in 15 acquisitions alone.

Presenters at a National Housing Conference webinar on April 4, 2018 confirmed that the following conditions make the strategy particularly viable in the current market:

- High development costs.
- Low vacancy rates.
- Incomes not rising with cost to rent.

Affordability targets are generally above 60 percent of the area median income (AMI); however, some are providing rents at 50 percent AMI, creating stability for renters in this income range. These market characteristics also exist across Oregon today. The need in one region in Oregon is well documented in the *Preserving Housing Choice and Opportunity: A Study of Apartment Building Sales and Rents* paper developed by Seyoung Sun and Dr. Lisa Bates, Portland State University in a study commissioned by the Cities of Portland and Tigard for the Southwest Corridor Equity and Housing Advisory Group in November 2017. In doing this work, researchers found that “the great majority” of households who are income-eligible for housing subsidies are

PORTFOLIO OVERVIEW



¹ Sung and Bates, Preserving Housing Choice and Opportunity, Portland State University, November 2017.

not receiving those subsidies and are living in market rate housing. The risk is the vulnerability of renters when developers upscale or renovate low quality apartments. In the Southwest Corridor alone, homes for 298 very low-income renter households with income less than \$25,000 were displaced. In 2016 and 2017, 90 percent of total apartment building sales in the Southwest Corridor and 72 percent of units in the region were unsubsidized affordable units. These sales are most prevalent in *low-income and racially diverse tracts*. In Oregon as a whole, we know that renters are generally cost burdened at a higher rate in rural areas than in urban areas, where average wages and development capacity are even lower and construction costs higher. The National Council of State Housing Agencies (NCSHA) could identify only Minnesota and Colorado where the state has taken a role. An overview of those cases follows.

Minnesota: Naturally Occurring Affordable Housing Impact Fund

In Minnesota, the Minnesota Housing Finance Agency helped capitalize the Greater Minnesota Housing Fund’s Naturally Occurring Affordable Housing (NOAH) Impact Fund with a 5 percent loan of \$5 million committed funds.

Approximately \$2 million has been released thus far.² The fund provides equity investments to developers to support the preservation of existing affordable rental housing in the seven-county metro

Uses	Boulder Ridge \$18.0 Million		Rainbow Plaza \$9.1 Million		Pine Point \$6.9 Million	
Acquisition		90%		82%		79.50%
Improvements		5%		14%		15%
Soft Costs		1%		2.5%		3%
Reserves		3%		.5%		.5%
Fees		1%		1%		2%
Sources						
First	HUD	59%	Freddie	64%	Freddie	66%
Equity					NHT - E	25%
Corporate Debt	Enterprise Pohlrad	31% 7.5%	Mercy	22%		
GP Equity (CBC)		2.5%		14%		9%

area that is at risk of becoming market rate.³ The NOAH Impact Fund is currently seeking \$25 to \$30 million in a combination of private and public capital to capitalize the fund. These investments will capitalize more than \$100 million in acquisitions and enable the fund to acquire more than 1,000 rental homes within 2 years. Affordability in these units will be preserved for at least 15 years for low-income families, individuals and seniors. CommonBond Communities has acquired several multifamily apartment buildings in Minnesota using this fund. The acquisition costs ranged from \$6.9 million to \$18 million as summarized in the comparison table above.

² Interview with Rachel Robinson, Greater Minnesota Housing Fund April 23, 2018.

³ <https://gmhf.com/finance/noah-impact-fund/>

Denver Transit Oriented Development Fund

Enterprise Community Partners, and several private philanthropic funders with some state Housing Finance Agency capital (\$2 million), launched a transit-oriented fund in 2009. The initial goal was to preserve 1,000 units of housing near new and future transit stations. The fund has now expanded regionally. Rental housing incomes are 60 percent AMI and below, with for-sale units available to purchasers up to 95 percent AMI. The fund is currently \$24 million. The Urban Land Conservancy leads the real estate acquisition strategy.

Other NOAH-related examples covered in the *Preserving Housing Choice and Opportunity report* include a Bay Area Transit Oriented Affordable Housing Fund, a Regional Equitable Development Initiative Fund in Puget Sound, the Augustin Affordable Central Texas Fund and the investments of the Housing Partnership Equity Trust mentioned above.

Results

Securing these units through acquisition in the right markets appears to be a sound and much-needed strategy, albeit a new skill set for many non-profit developers and public agencies. The work is heavily relationship based with brokers, and establishing the funds requires a multi-party collective focus. A snapshot of the Housing Partnership Equity Trust results in 2018 show that with their partners, they have been able to produce 2,955 units totaling \$284 million in acquisition value in the last five years. Units range from 30 to 418 across a range of markets, with an average size of 197 units. We've included their transaction profile below.

Property Name	Location	Transaction Type	Units	Year Built	Year Renovated	Acquisition Date	Purchase Price	HPET Equity as of 3/31/2018
2000 Illinois Ave	Aurora, IL	Value-Add	128	1974	2014	Apr-2013	\$5,200,000	\$2,550,649
Woodside Court	Fairfield, CA	Cash Flow	129	1985	2000	Jul-2013	\$12,000,000	\$3,389,165
Woodmere Trace	Norfolk, VA	Value-Add	300	1974	2014	Sep-2013	\$15,250,000	\$6,887,984
Mallard Point	Channahon, IL	Cash Flow, Value Add	173	2005-2013	N/A	Sep-2014	\$19,400,000	\$5,291,490
Birches	Silver Spring, MD	Cash Flow	228	1986	N/A	Dec-2014	\$33,500,000	\$7,450,644
Bradford	Hagerstown, MD	Cash Flow	418	1965-1974	1990	Jan-2015	\$26,250,000	\$7,898,428
Savannah	West Sacramento, CA	Cash Flow	228	2004	N/A	Dec-2015	\$30,000,000	\$7,305,582
Dunfield	Nottingham, MD	Cash Flow	312	1986-1988	1998	Dec-2015	\$52,000,000	\$9,391,151
Dove Landing	Virginia Beach, VA	Value-Add	318	1977-1983	2016	Jan-2016	\$18,000,000	\$7,425,859
Goldenstar	Maplewood, MN	Cash Flow	109	1966	N/A	June-2016	\$10,050,000	\$3,005,176
Sun Place	Roseville, MN	Cash Flow	30	1971	N/A	June-2016	\$10,050,000	\$3,005,176
Meadow Ridge	Las Vegas, NV	Cash Flow	232	1989	N/A	Aug-2016	\$22,600,000	\$6,726,612
Encanto	Phoenix, AZ	Cash Flow	160	1979	N/A	Oct-2016	\$8,800,000	\$2,645,435
Pacific Villas	Stockton, CA	Cash Flow	86	1979	2015	Dec-2017	\$6,500,000	\$2,005,155
Quail Run	San Leandro, CA	Cash Flow	104	1987	2003	Mar-2018	\$24,000,000	\$7,471,497
			2,955				\$283,550,000	\$79,444,827

Moving Forward: For Consideration

Webinar participants emphasized this participation in the private market as a new skill, with a need for flexible funds. All three also mentioned an “opportunity area” focus of prioritizing acquisition in more amenity-rich areas.

A next step for OHCS might be to help support the Network for Oregon Affordable Housing’s Real Estate Investment Trust (REIT) or to work with the Housing Partnership Equity Trust or Enterprise Community Partners to identify next steps for a state-based acquisition strategy for Oregon that could benefit both urban and possibly rural communities.

State’s Role Contact information:

Greater Minnesota Housing Fund: Rachel Robinson, Rrobinson@gmaf.com, 612.414. 9970

Colorado Housing and Finance Authority: Terry Barnard, tbarnard@chfainfo.com, 303.297.2432

Oregon Statewide Supportive Housing Strategy Workgroup

Permanent Supportive Housing Framework and Recommendations

Permanent supportive housing (PSH) is a critical part of the wide spectrum of affordable housing and supports that communities can make available. PSH combines lease-based, affordable housing with tenancy supports and other voluntary services to more effectively serve the most vulnerable populations, including people who are homeless or at risk of becoming homeless and people who are institutionalized or at risk of institutionalization. PSH is a key resource for people who, without support in their tenancy, may not be successful in maintaining stable housing, and who conversely, without housing, may not be as successful in using health care and other services to achieve and maintain recovery, health and wellness.

A wide body of evidence supports the use of PSH to provide better outcomes for people and lower costs across systems including health care, criminal justice and emergency services. Closer to Home, a study of affordable housing and supports in Portland, found that costs to health care systems were 14 percent lower for residents of PSH. In addition, in the year after moving into affordable housing, outpatient primary care utilization had increased by 20 percent, emergency department use had fallen by 18 percent, and residents reported that access to care had improved by 40 percent and that the quality of care they received had improved by 38 percent.¹ But, the current need for PSH in Oregon far outstrips the amount of PSH available. Expansion is critical to making homelessness and institutionalization brief, non-recurring events and can avoid and/or reduce costs through a decrease in emergency department use as well as services provided by other systems such as law enforcement and criminal justice.

PSH programs come in different forms. They can be scattered-site or single site. A rent subsidy can be tenant-based and portable or project-based and attached to a specific property. Tenancy support services can be provided on-site and/or off-site. PSH programs are designed to serve the most vulnerable individuals and the intensity and types of services are designed and tailored to best meet individual needs. Tenancy support services may look different for various sub-populations, depending on whether they are families with children, veterans, youth, or older adults, and depending on factors such as gender, language and culture. But, a key emphasis of the tenancy support services is on addressing the needs of the person due to the specific condition(s) they may have, such as mental illness, substance use disorder, developmental, intellectual or physical disabilities, and/or HIV/AIDS. Regardless of the model or population served, however, the principles underlying the program stay the same.

The Oregon Health Authority (OHA) and Oregon Housing and Community Services (OHCS) jointly sponsored a Statewide Supportive Housing Strategy Workgroup (SSHSW) comprised of a broad range of stakeholders from organizations and communities across Oregon². The workgroup's mission was to advise OHA and OHCS on key program and policy considerations and to develop an implementation framework to support the housing services and health service needs of homeless individuals or

¹ Saul A., Health in Housing: Exploring the Intersection between Housing and Health Care, Enterprise Community Partners, Inc., Center for Outcomes Research and Education (2016). Note that the out patient, emergency room and access to care includes residents of PSH as well as families, seniors and people with disabilities who had moved into the properties studied.

² For more information on SSHSW membership and to view agendas and meeting minutes, please visit the SSHSW website: <https://www.oregon.gov/ohcs/Pages/supportive-housing-workgroup.aspx>

individuals at risk of homelessness. Since July 2017, the SSHSW has held twelve meetings and examined PSH and its components, including both housing (i.e., sources of capital and rental assistance) and services (i.e., payment sources for support services, providers and workforce for services), as well as considerations of the type of state and local infrastructure and coordination is needed to optimize and expand PSH in Oregon.

The SSHSW recommends the following principles to guide expansion:

1. PSH should be expanded and sustained by pursuing new resources and maximizing use of existing capital, rental assistance, service funding and sources of flexible funding to remove barriers to housing.
2. PSH, including housing and supports, should be accessible regardless of the individual's or family's geographic location.
3. PSH programs should ensure equity and operate with respect for and competence to serve people in the racial, ethnic, cultural, language, sexual orientation, gender and other contexts within which they live.
4. The state should align new and existing supportive housing with PSH best practices.
5. Collaboration and partnerships at the state and local level are critical to effectively expand and sustain PSH.
6. PSH program design should be data-driven. PSH policies and procedures should be implemented in accordance with evidence-based practices and evolving best practice knowledge.
7. Target populations should be prioritized, but units should never be left vacant.
8. It is generally best practice for housing agencies to develop and manage the housing and for service agencies to develop and deliver services. The SSHSW acknowledges that in non-metro and rural areas where there are fewer organizations to implement programs, this separation of roles may be difficult.

Recommendations

Recommendations to strengthen cross agency collaboration and coordination

- Continue the collaborative work occurring between state agencies (OHA, OHCS, Department of Corrections (DOC), Department of Human Services (DHS), Oregon Department of Veterans Affairs (ODVA) and other state agencies) and the Tribes to increase development of PSH and identify ways to support and encourage local partnerships and collaborations.
- Establish a State of Oregon interagency PSH leadership steering committee to guide the development of permanent supportive housing. Develop a Memorandum of Understanding that includes roles and responsibilities of each agency.
- Establish a statewide policy and regulatory framework that recognizes and is responsive to the needs and differences of local communities.
- Continue to engage existing advisory committees to advance PSH (e.g. Housing Stability Council, the Community Mental Health Housing Fund advisory committee, Oregon Performance Plan (OPP) Stakeholder Advisory Team, Oregon Health Policy Board and Medicaid Advisory Committee).
- Make PSH a priority in the OHCS Statewide Housing Plan.
- Map pathways through which individuals in target populations access PSH from the most common entry points.
- Support a sustainable statewide PSH inventory database as well as a database for tracking unit availability.
- Engage other systems such health care providers, hospitals, health systems insurers, private business, and charitable foundations in PSH expansion.

Recommendations to expand PSH through new and existing housing and service resources

- Housing
 - Capital
 - Support Policy Package 103, a request for \$18.7 million for OHCS-OHA PSH expansion.
 - Expand PSH by incorporating threshold requirements and/or incentives in requests for proposals (RFPs) for mainstream affordable housing programs including, but not limited to, the Low-Income Housing Tax Credit program (LIHTC) and the Local Innovation and Fast Track (LIFT) program, as well as programs providing funds for rehabilitation and preservation.
 - Identify sources of predevelopment grant funds to encourage new or smaller housing development organizations to develop PSH.
 - Identify PSH units previously funded by OHCS and committed by owners, but which may be underutilized.
 - Rental Assistance
 - Develop creative options for placing 811 Project-based Rental Assistance (PRA) funding, such as linking PRA with threshold requirements in mainstream capital programs.

- Consider development of an OHCS state-funded tenant- and project-based rental assistance program.
 - Provide incentives, such as landlord guarantee funds, for public housing authorities (PHAs) to provide preferences for target populations.
 - Update OHA's service element contract requirements to ensure that state-funded rental assistance program providers are actively enrolling participants in all appropriate mainstream voucher programs and wait lists (i.e., Housing Choice Voucher program)
 - Advocate for homeless and "move-on" preferences in HUD-assisted multi-family housing, public housing, Housing Choice Voucher and other affordable housing programs.
 - Continue to target OHA project-based rental assistance to people experiencing serious and persistent mental illnesses (SPMI) who are coming from institutions or who are homeless.
 - Ensure target populations are prioritized for existing rental assistance programs and align tenant selection practices with PSH evidence-based models.
- Tenancy Support Services
 - Fill gaps in the availability of supportive services for identified target populations by:
 - Requesting additional federal authorities for Medicaid-funded tenancy support services
 - Ensuring that Medicaid authorities that cover tenancy support are operationalized into billable codes, and that providers and consumers know what is available.
 - Requesting biennial funding from the legislature for state-funded services, coverage options or, at minimum, gap funding to support PSH services.
 - Develop a plan to provide flexible funding for removing barriers to housing (move-in costs such as deposits, bridge subsidies).
 - Incorporate elements into coordinated care organizations' (CCO) contracts that support, encourage, require and/or incentivize CCOs' activities related to the provision of tenancy services and supports, including activities that support attainment of Oregon Performance Plan targets related to PSH.
 - Include pre-tenancy and tenancy support services in OHA's SUD waiver application to the Centers for Medicare and Medicaid Services (CMS) for serving people with substance use disorders (SUD).
 - Ensure target populations are prioritized for existing PSH programs.
 - Move towards outcome-based contracts. Develop metrics and a plan to evaluate process and outcome measures for PSH.
 - Align existing supportive housing programs with evidence-based and best practice PSH models.
 - Ensure there is a clearly defined and developing workforce for PSH tenancy support services; bring PSH awareness to and align with efforts within health system transformation and behavioral health integration that are looking to cultivate peer specialists, traditional health workers, recovery mentors and others.

- Review state-funded peer support services for opportunities to maximize use of Medicaid-funded peer supports.
- Review and revise policies, regulations and service definitions to remove possible barriers identified by the workgroup (e.g. regarding shared living arrangements, sobriety requirements, use of medication-assisted treatment (MAT), use of psychotropic medications in addiction treatment/recovery programs, coverage of collateral and/telephonic contacts).
- Evaluate and strengthen provider network (existing/new) to increase capacity and/or address sustainability concerns (e.g., where services are funded by a source not expected to be sustainable).
- Ensure covered services and how to bill for these are understood by the field.

Recommendations for training and technical assistance to build PSH capacity

- **Housing**
 - Expand supportive housing and affordable housing development capacity in nonmetro-rural areas such as providing support to local communities in developing partnerships to create permanent supportive housing.
 - Support Policy Package 103, which includes funds for technical assistance and capacity building.
 - Sponsor comprehensive, on-going PSH, equity and inclusion, and fair housing training for developers, property managers, CCOs and service providers.
 - Make information about successful, replicable models available to stakeholders.
 - Provide technical assistance for PHAs to encourage project-basing vouchers.
 - Support PHAs in maximizing rents to, for example, increase lease-up of tenant-based vouchers.
- **Tenancy Support Services**
 - Develop and deliver housing navigation training.
 - Provide additional guidance to CCOs regarding use of Health-Related Services (HRS) to provide housing supports and services.
 - Sponsor statewide cross-system workshops and conferences on an on-going basis.
 - Continue and expand SSI/SSDI Outreach, Access, and Recovery (SOAR) training.
 - Ensure that providers know what Medicaid services can be used when providing tenancy supports and know how to claim and receive reimbursement for such services.
 - Ensure PSH programs and partners are trained in and utilize evidence-based practices such as Housing First and motivational interviewing.
 - Convene, foster and support the formation of PSH communities of practice.