

ANALYSIS

Housing and Community Services Department Eviction and Homelessness Prevention

Analyst: Michelle Deister

Request: Acknowledge receipt of a report by the Housing and Community Services Department on eviction and homelessness prevention program design.

Analysis: The 2025-27 legislatively adopted budget contains \$44.6 million for eviction prevention, compared to \$167.2 million in the 2023-25 legislatively approved budget. The majority of these resources are allocated to the Oregon Eviction Diversion and Prevention (ORE-DAP) program, which delivers rental assistance and services through a network of 18 community action agencies and three culturally specific community-based organizations. HB 5011 (2025) is the primary budget bill for the Housing and Community Services Department (HCSD) and includes the following budget note:

Budget Note: Eviction and Homelessness Prevention – Program Design
Recommendations

The Housing and Community Services Department is directed to examine the distribution of state resources for eviction prevention and homelessness prevention services and report to the Joint Committee on Ways and Means during the 2026 legislative session with recommendations to inform a methodology to maximize available state funding.

The methodology should promote effective direct assistance to the greatest number eligible households, and include limitations on provider administrative and program delivery costs funded with state resources. The report shall include the estimated number of additional households that could be served as a result of the recommendations, and a potential timeline for implementation.

The budget note is a result of analysis that found wide variations in costs per households served, ranging from \$2,639 to \$18,158 among contracted providers of eviction and homelessness prevention services. Likewise, the ratio of spending on direct financial assistance versus program delivery costs varied from 9% to 65%. The service providers with higher program delivery and per household costs tended to provide longer-term rental assistance, as well as intensive wrap-around support and case management services, which service providers and best practices suggest are more effective at keeping people from falling into homelessness.

In developing program recommendations, HCSD requested written feedback and conducted engagement sessions with service providers to inform the contents of the report and recommendations for funding allocations.

HCSD began the 2025-27 biennium by directing grantees to implement cost containment strategies and increase the ratio of funds for direct financial assistance to households compared to program delivery and administrative costs. The changes already implemented have resulted in more consistent expenditures and service delivery methods. For the first year of the biennium, community action agencies are allocating an average of 71% of funding to direct financial (rental) assistance and 29% to program delivery and administrative costs (including staffing, case work, outreach, and agency overhead). For culturally specific organizations, the ratio is 65% to 35%. The report states an intention for a program-wide average of direct financial assistance to be 70% of program funds, regardless of service provider type.

HCSD is also making additional program recommendations, including the following:

- Establish additional outcome measures, including a six-month follow-up with households receiving services to track housing retention.
- Encourage providers to identify the most at-risk populations and existing services available that can be leveraged by served households to further improve program outcomes.
- Coordinate among grantees to identify policies that address repeated access to ORE-DAP services and assess their effectiveness.
- Regularly assess the rate of direct financial assistance versus provider administration and infrastructure, and further explore increasing the overall average rate of direct financial assistance.

Full implementation of these program recommendations may not occur until the 2027-29 biennium.

Recommendation: The Legislative Fiscal Office recommends acknowledging receipt of the report.

Oregon Housing and Community Services Department Trombly

Request: Report on Eviction and Homelessness Prevention – Program Design Recommendations as required in a budget note accompanying House Bill 5011 (2025) by the Oregon Housing and Community Services Department.

Recommendation: Acknowledge receipt of the report.

Discussion: The budget report for House Bill 5011 (2025), the primary budget bill for the Oregon Housing and Community Services Department (HCSD), contained the following budget note:

Budget Note: Eviction and Homelessness Prevention – Program Design Recommendations

“The Housing and Community Services Department is directed to examine the distribution of state resources for eviction prevention and homelessness prevention services and report to the Joint Committee on Ways and Means during the 2026 legislative session with recommendations to inform a methodology to maximize available state funding.

The methodology should promote effective direct assistance to the greatest number of eligible households and include limitations on provider administrative and program delivery costs funded with state resources. The report shall include the estimated number of additional households that could be served as a result of the recommendations, and a potential timeline for implementation.”

Distribution of Eviction Prevention and Homelessness Prevention Services

In the 2023-25 biennium, HCSD’s Oregon Eviction Diversion and Prevention (ORE-DAP) program served over 24,800 households. HCSD reports that the cost per household for eviction prevention funded via ORE-DAP ranged between \$2,639 to \$18,158 with the median cost being \$3,851. The higher range of the costs is due to services provided by two culturally specific organizations (CSOs) – the Immigrant and Refugee Community Organization and the Urban League that provided programming under different guidance than core ORE-DAP programs operated by community action agencies. The CSOs conducted targeted outreach to priority populations at a disproportionate risk of homelessness, provided additional culturally specific wraparound support services, higher amounts of rent and utility assistance, additional months of rent assistance, and served households higher than state averages. Community Action Agencies (CAAs) provided a range of one to three months of assistance to households.

In the 2023-25 biennium, the total costs for direct financial assistance and administrative expenses for ORE-DAP ranged widely from nine to 65 percent because ORE-DAP did not set specific levels for the ratios of spending on direct aid or administrative costs. Because of this variance, HCSD adopted accountability measures in the 2025-27 biennium to reduce the variance in program and administrative expenditures. Actions included negotiations with providers to set a goal of serving over 7,255 households in the 2025-27 biennium, which is higher than the estimated 4,887

noted in the budget report for House Bill 5011 (2025). This new goal results in an estimated regional cost per household of \$2,754 to \$7,033 in total program costs and direct assistance provided, and a median cost estimated at \$4,111. Setting this cost containment measure, however, may have other program service impacts. The impacts might include reduced access to case management and wraparound support services, and reduced capacity to conduct targeted outreach to connect households most likely at risk of homelessness with available services.

HCSO also reported on the demographics of the recipients supported with ORE-DAP resources distributed to CAAs by region, with the average household size ranging from 2.1 to 3 individuals. Of the households served, 55 percent had at least one child, and 43 percent of individuals served were under age 18. By CAA region, the number of households served with at least one household member with a disability ranged from 20 to 60 percent. The race/ethnicity of households served by ORE-DAP differs across regions due in part to the targeted outreach conducted by organizations to connect households to services.

Recommended Improvements

HCSO recommends the following additional steps to improve the ORE-DAP program:

1. Set additional outcome measures to accurately track the effectiveness of the program. This includes requiring all grantees to conduct a six-month follow-up of households to track housing retention and stabilization.
2. Engage all grantees in thorough regional planning to identify populations most likely at-risk, existing infrastructure that can be leveraged, and set appropriate outcomes for those populations.
3. Work with grantees to regularly reassess the rate of direct financial assistance to infrastructure.
4. Increase coordination between HCSO and ORE-DAP recipients to identify regional policies regarding program recipients accessing services multiple times.
5. Explore increasing the average rate of direct financial assistance for the ORE-DAP program in the 2027-29 biennium, as findings from discussions with grantees become available to inform how to sustain program operations.



Oregon

Tina Kotek, Governor

Housing and Community Services

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January 16, 2026

Senator Kate Lieber, Co-Chair
Representative Tawna Sanchez, Co-Chair
Joint Interim Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem, OR 97301

Dear Co-Chairs:

Nature of the Request

The Oregon Housing and Community Services Department is requesting acceptance of the following reports: The Expenditure and Outcomes Report, Shelter Funding Recommendations Report, Eviction and Homelessness Prevention- Program Design Recommendation Report, and the Article XI-Q General Obligations bonds for Preservation Report.

Agency Actions

Expenditure and Outcomes Report:

On July 27, 2023 [SB 5511](#), the Oregon Housing and Community Services Department biennial budget bill, was signed into law. The [SB 5511 Budget Report](#) for the bill included a Budget Note directing OHCS to *“maintain and update – at least semi-annually - data dashboards or other publicly accessible information that provides information on outcomes, and information on state investments provided to the Department. The information should include the amount of the state investment compared to how much of the investment has been spent down and should compare state investments to Department funding from other sources. The information should be available by program, date, county or region, and local service provider, as applicable. This information shall be available and maintained on the agency’s web site. At least once per year, the agency shall report to the Joint Committee on Ways and Means on progress to date in expending appropriated funds, and on related outcomes for homeownership, affordable rental housing and homeless services that include the number housing units funded and number of households served through the Department’s programs, as applicable.”*

Shelter Funding Recommendations Report:

On July 24, 2025 [HB 5011](#), the Oregon Housing and Community Services Department biennial budget bill, was signed into law. The [HB 5011 Budget Report](#) for the bill included a Budget

Note directing OHCS to “develop recommendations for statewide shelter system funding that incorporate shared funding between state and other funding sources. In developing the recommendations, consideration should be given to the following:

- The type of shelter being provided (such as congregant, family, severe weather or emergency, recovery, etc.); Comparative data that includes average operating and overhead cost by shelter type and region;
- Historical sources of funding for shelter in regions of the state;
- A maximum contribution of state resources based on a per bed or per household served basis for a given time period, and based on the type of shelter being provided;
- The minimum percentage of shelter operational costs recommended to be funded from sources other than HCSD program allocations;
- Standards and funding methodologies that promote financial sustainability of a state shelter system; and
- A potential timeline for implementation of recommendations.

The Housing and Community Services Department shall report its recommendations to the Joint Committee on Ways and Means during the 2026 legislative session.”

Eviction and Homelessness Prevention- Program Design Recommendation Report:

On July 24, 2025 [HB 5011](#) , the Oregon Housing and Community Services Department biennial budget bill, was signed into law. The [HB 5011 Budget Report](#) for the bill included a Budget Note directing OHCS to “examine the distribution of state resources for eviction prevention and homelessness prevention services and report to the Joint Committee on Ways and Means during the 2026 legislative session with recommendations to inform a methodology to maximize available state funding. The methodology should promote effective direct assistance to the greatest number of eligible households and include limitations on provider administrative and program delivery costs funded with state resources. The report shall include the estimated number of additional households that could be served as a result of the recommendations, and a potential timeline for implementation.”

Article XI-Q General Obligations bonds for Preservation Report:

On August 8, 2025 HB 5006, the end of session bill, was signed into law. The HB 5006 Budget Report for the bill included a Budget Note directing OHCS to “report to the Legislative Assembly during the 2026 legislative session on the feasibility of using Article XI-Q general obligation bonds to support affordable housing preservation projects. The report shall include findings regarding the benefits and constraints of Article XI-Q bonds as a possible funding source for affordable housing preservation, and recommendations regarding the types of preservation projects best and least suited to be funded with Article XI-Q bonds. The Department shall include a summary of changes to program rules and project review processes that may be required, and the estimated cost of implementing possible changes.”

Action Requested

The Oregon Housing and Community Services Department requests acceptance of these reports.

Legislation Affected

None.

Sincerely,

A handwritten signature in black ink, appearing to be the initials 'AB' with a stylized flourish.

Andrea Bell, Executive Director
Oregon Housing and Community Services
cc: Amanda Beitel, Legislative Fiscal Office
Michelle Deister, Legislative Fiscal Office
Kate Nass, Chief Financial Office
Tamara Brickman, Chief Financial Office

Eviction Prevention and Homelessness Prevention | Budget Note Report

February 2026



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Executive Summary

The legislature included a budget note in House Bill (HB) 5011 directing Oregon Housing and Community Services (OHCS) to conduct an analysis and submit a report with recommendations on improving eviction prevention services to the Joint Committee on Ways and Means in February 2026. This budget note directed OHCS to examine the distribution of state resources for eviction prevention and homelessness prevention services. It also directed OHCS to recommend a methodology to maximize effective direct assistance to the greatest number of eligible households and include limitations on the ratio of provider administrative and program delivery costs.

In response to this budget note, OHCS conducted an analysis focused primarily on funding and outcomes of the Oregon Eviction Diversion and Prevention (ORE-DAP) program during the 2023-25 biennium. In addition to internal data related to the ORE-DAP program, OHCS' analysis also incorporated external data sources to illustrate the broader context in which the program operates. Furthermore, in recognition of the local expertise of ORE-DAP grantees, a key component of this report's development was the inclusion of regional and provider perspectives and experience, among them, Community Action Agencies (CAAs) and Culturally Specific Organizations (CSOs).

Key Findings

Evictions are on the rise, and homelessness continues to grow. The current landscape of evictions in Oregon shows that the number of evictions filed is steadily growing year over year statewide. Likewise, fair market rent is also on the rise, but not uniformly across Oregon, with some regions experiencing far greater rent costs than others. Both factors contribute to an overall increase in the number of Oregonians entering homelessness each year, with the need outpacing the availability of funds for eviction and homelessness prevention programs.

Eviction prevention and homelessness prevention keep families in their homes and reduce the need for emergency shelter and related services. Eviction prevention and homelessness prevention strategies are important interventions in homelessness, and reduce long-term homelessness costs, which are often far greater than the costs associated with rent assistance and support services. OHCS data found that the median average cost per bed for OHCS-funded housing focused shelter is an average of \$31,000 per bed, and rehousing through the Oregon Rehousing Initiative cost an estimated \$8,000 per household. Both cost more than ORE-DAP's average cost per household of under \$5,000 to keep a household housed. Research has found that the daily costs per person

are significantly lower in supportive housing, compared to shelter, incarceration, hospitalization, and other crisis systems. Likewise, the experience of homelessness can lead to devastating consequences, especially for households with children, such as extreme stress, developmental delays in children, disruptions in education, and harmful separation of families. By intervening early to prevent homelessness, prevention programs like ORE-DAP can avoid some of these increased costs and serve as a more cost-effective intervention.

The ORE-DAP program is intended to prevent evictions among those at risk of homelessness, however reductions in funding will significantly reduce the number of households served, regardless of any cost containment measures implemented. In the 23-25 biennium, ORE-DAP served over 24,800 households. The programmatic approaches taken by grantees varied, leading to variations in cost per household served and the ratio of spending on direct financial assistance to infrastructure (administrative and program delivery) costs. Due to a 66.4% reduction in eviction prevention funding for the 25-27 biennium, ORE-DAP aims to serve 7,255 households from July 1, 2025, to June 30, 2027.

The 23-25 ORE-DAP data is reflective of wide regional variation in need and priorities. OHCS' analysis found significant variation across regions in who participated in the ORE-DAP program. Regions varied substantially in the demographic makeup of program households, including, for example, by race and ethnicity and household size. At the same time, households participating in ORE-DAP were more likely to be larger – an important factor in per household cost. Among those households, 55% had children, many under the age of three, and households with disabled members were significantly overrepresented in the program – making up as much as 60% of the households in some regions.

ORE-DAP is used as a short-term intervention for households in crisis. While the average months of rent assistance varied across CAAs, households that participated in ORE-DAP in 23-25 received on average just two months of rental assistance, showing that while variability exists, the ORE-DAP program is being used as intended – a short-term crisis intervention to prevent eviction and homelessness, rather than as a longer-term rent assistance program. With the implementation of the recommendations included in this report, OHCS will commit to studying the policies in place by grantees that limit repeated access to services by households, and how those policies may impact overall rates of repeated use.

For an eviction prevention program to effectively reduce homelessness, key elements must be incorporated. A household facing an eviction will not necessarily experience homelessness if they do not receive eviction prevention assistance. In fact, some research

suggests it is unlikely unless other factors are present. Therefore, eviction prevention programs that take people on a first-come, first-served basis and don't screen for these additional factors are less effective at preventing homelessness. These programs often prioritize direct financial assistance with less emphasis on identifying those most at risk of homelessness or offering wraparound support services, case management, and housing navigation services – services found to be critical to enable the long-term stability of households served. Eviction prevention programs that prioritize those most at risk of homelessness require these non-financial supports to be effective. While they may be more costly up front, these costs are more than offset by the benefits of keeping a family housed that otherwise would have become homeless.

National best practice and local research on homelessness prevention affirms the critical role of wraparound services. Case management and housing navigation support have been shown to be critical interventions when providing eviction prevention services to a household. The research warns against unduly curtailing investments in supportive services if the goal is to effectively serve households, especially if reducing the number of households who enter homelessness is a measure of that efficacy.

Effective eviction prevention requires appropriate investments in infrastructure.

Funding for administration is essential to maintaining high performing grantees; it ensures appropriate contract and fiscal management, data collection, reporting and system improvement, and hiring and training. Similarly, high performing programs require appropriate funding to attract and retain skilled staff; staff who are available can build and maintain relationships with participants and help participants navigate complex systems quickly and efficiently. Underfunding infrastructure is particularly risky now, especially in rural communities, as other sources of funding for critical services are in decline.

Effective homelessness prevention through eviction prevention requires the capacity to do outreach to the most at-risk populations. The households most at risk of becoming homeless do not necessarily seek out eviction prevention services.

Recommendations

At the beginning of the 25-27 biennium, OHCS directed ORE-DAP grantees to implement cost containment strategies for year one of the biennium. These immediate changes were designed to make meaningful progress towards maximizing direct assistance and the number of households served, while OHCS simultaneously evaluated additional measures that could be implemented to increase overall program effectiveness at reducing the number of households that lose their housing. The year one strategies successfully implemented include:

1. OHCS established a cap on combined administrative and program delivery costs of between 29% and 35% to maximize direct client assistance.
2. Regions and providers have been brought into greater alignment around program delivery and average cost per household. The average cost per household, including direct assistance and program delivery is just under \$5,000 per household for the 25-27 biennium.
3. This has allowed an increase to the total number of anticipated households served beyond the legislative goal of 4,887 to 7,255 households.

To ensure that eviction prevention programs remain appropriately focused on improved outcomes for households receiving assistance, OHCS recommends the following additional steps to make the current ORE-DAP program more effective at reducing the number of Oregonians who become homeless each year:

1. The addition of outcome measures that better capture the effectiveness of reducing inflows into homelessness;
2. Incorporation of a regional planning process to identify at-risk populations and leverage existing infrastructure in local communities;
3. Continued collaboration with grantees to reassess rates of direct financial assistance to infrastructure to retain individual flexibility where possible;
4. Increased coordination with grantees to study rates of repeated use of the ORE-DAP program and the regional policies and procedures put in place that may limit these returns; and
5. Exploration of further increasing the overall average rate of direct financial assistance to infrastructure in the 27-29 biennium.

Introduction

Over the past five years, the Oregon Legislature has invested significantly in reducing homelessness through eviction and homelessness prevention programming. During the most recent legislative session, the legislature adopted a budget note in House Bill (HB) 5011 (2025), directing Oregon Housing and Community Services (OHCS) to analyze and address concerns about the cost-effectiveness of those prevention programs. Specifically, the legislature sought information and recommendations on how to effectively serve as many households as possible with available resources, ensuring that providers are appropriately balancing administrative and program expenses with direct financial assistance for households served. In response to this budget note, OHCS conducted an analysis of the Oregon Eviction Diversion and Prevention (ORE-DAP) program – the agency’s primary eviction and homelessness prevention program – as well as the broader context in which the program is operating. OHCS used the results of that analysis to immediately implement a number of cost control measures aligned with the legislature’s objectives. In addition, the analysis revealed several critical steps that are needed to ensure that the eviction and homelessness prevention programs are cost-effectively preventing as many Oregonians as possible from entering or reentering homelessness. OHCS’ findings and these steps are detailed in this report.

Methodology

Data Analysis

The analysis conducted by Oregon Housing and Community Services (OHCS) focused primarily on funding and outcomes of the Oregon Eviction Diversion and Prevention (ORE-DAP) program during the 23-25 biennium. Outcome data was sourced from the Homeless Management Information System (HMIS), OHCS’ primary database for tracking program outcomes from homelessness services. However, due to the distributed structure of the HMIS in Oregon, these data are not easily analyzed in their entirety, and data sharing and inconsistent data cleaning issues result in some measurement errors across providers. OHCS has endeavored to produce as many accurate estimates as possible using these data. Funding data was sourced from OPUS, OHCS’ financial system for monitoring grant expenditures.

In addition to internal data related to the ORE-DAP program, OHCS’ analysis also incorporated external data sources to illustrate the broader context in which the program

operates extracted from a literature review focusing on risk factors preceding eviction, such as unemployment, eviction rates, and regional housing cost burden.

Partner Engagement

In recognition of the local expertise of ORE-DAP grantees, a key component of this report's development was partner engagement. To ensure inclusion of regional and provider perspectives and experience, OHCS invited input from ORE-DAP grantees – both Community Action Agencies (CAAs) and Culturally Specific Organizations (CSOs) – through multiple mediums, including:

1. The solicitation of written feedback across all levels of their organizations;
2. A presentation and engagement session with CAA leadership during a Community Action Partnership of Oregon (CAPO) board meeting on 10/2/25;
3. A listening session with CAAs on 10/21/25; and
4. Upon request, one-on-one meetings with CSOs and CAAs to discuss their feedback in more detail.

Much of the feedback OHCS received through this engagement aligned with national best practices on eviction and homelessness prevention identified through OHCS' literature review, which collectively informed OHCS' findings and recommendations. A comprehensive overview of the engagement outcomes can be found in Appendix A.

Equity Impacts

OHCS utilized an equity analysis tool to critically engage the research, analysis, and recommendations. The tool ensures targeted attention, identifying positive and negative consequences for individuals and households from communities that are at greatest risk of experiencing housing instability or homelessness at disproportionate levels compared with their representation in the general population. CAA providers indicated that existing partnerships intended to reduce disparities are already under threat due to severe funding cuts. In the 21-23 and 23-25 biennium, OHCS authorized Culturally Specific Organization (CSO) homelessness prevention grantees to operate under significantly different guidelines tailored to each CSO providing community-specific services in addition to direct financial assistance for key disparately impacted communities. OHCS implemented ORE-DAP alignment and cost containment measures in the 25-27 biennium, which included bringing all grantees under the same program rules and guidance and bringing all direct financial assistance to infrastructure ratios more in line with the standard ORE-DAP model. CSO grantees have reported that these adjustments are likely to result in negative impacts on the communities their programs serve, such as loss of critical navigation supports for

accessing affordable housing and responsive intensive service delivery beneficial for immigrant and refugee communities around language, access, and housing navigation.

OHCS' landscape analysis identified that race, income, neighborhood, and presence of children in the household are areas that can be used to identify heightened risk of eviction. These areas are opportunities for targeted outreach to at-risk households within a homelessness prevention framework. Figure 5 (page 14) shows the disaggregated racial demographics of ORE-DAP clients in 23-25. To ensure visibility of reach, these data show clients at the individual level – each individual in a served household instead of only the race or ethnicity of the head of household. The CAA network statewide served over 50% individuals from black, indigenous, and other communities of color under 23-25 funding. Equity considerations strongly support OHCS' recommendations to maintain as many homelessness prevention elements in ORE-DAP program implementation as possible, within the limited funding available. The community-based delivery model through CAAs and CSOs with connections and relationships with culturally responsive partners and disparately impacted communities is also critical to reaching most at-risk households. The recommended addition of a six-month housing stability follow-up will provide important longitudinal data over time regarding whether there are any disparities in who maintains housing over time and what service provision impacts those outcomes.

Legislation

The directive to conduct an analysis and provide recommendations for effective eviction prevention that reduces homelessness originates from House Bill (HB) 5011. Within this legislation, a budget note was included directing Oregon Housing and Community Services (OHCS) to conduct an analysis and submit a report with recommendations to the Joint Committee on Ways and Means in February 2026. This budget note directed OHCS to examine the distribution of state resources for eviction prevention and homelessness prevention services. It also directed OHCS to recommend a methodology to maximize effective direct assistance to the greatest number of eligible households and include limitations on the ratio of provider administrative and program delivery costs. The language from the budget note is as follows:

Eviction and Homelessness Prevention - Program Design Recommendations

The Housing and Community Services Department is directed to examine the distribution of state resources for eviction prevention and homelessness prevention services and report to the Joint Committee on Ways and Means during the 2026 legislative session with recommendations to inform a methodology to maximize available state funding.

The methodology should promote effective direct assistance to the greatest number eligible households, and include limitations on provider administrative and program delivery costs funded with state resources. The report shall include the estimated number of additional households that could be served as a result of the recommendations, and a potential timeline for implementation.

Findings

Current Landscape

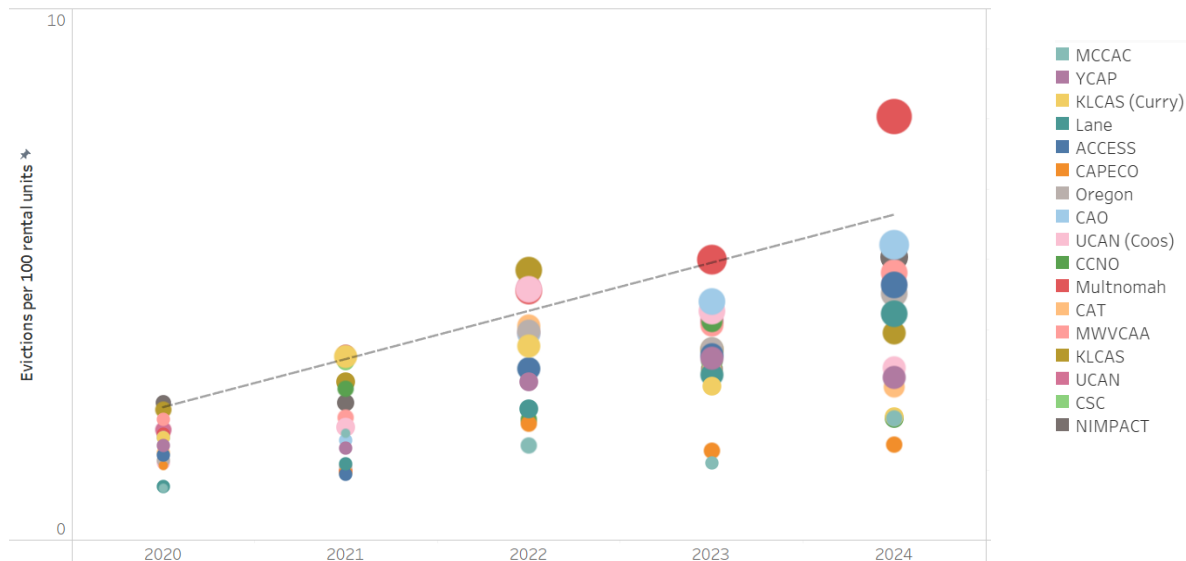
Evictions are on the rise. Portland State University’s (PSU)

Evicted in Oregon research found that 30,507 evictions were filed in Oregon in 2024 – a rate of one eviction case for every twenty renter households.¹ This is 123% of the number of evictions filed in 2023, 24,860 eviction filings.² This increase in eviction rates is representative across Oregon as shown in Figure 1. Analysis of eviction rates per 100 rental units demonstrates that every year there is an increase of 0.34 evictions per 100 rental units. This upward trend indicates a steady increase in eviction rates across Oregon. (Note: Appendix B provides a list of all Community Action Agencies (CAAs), as shown below, and the counties served by each provider.)

30,507

evictions were filed in Oregon in 2024.¹

Figure 1: Eviction Rate per 100 Rental Units



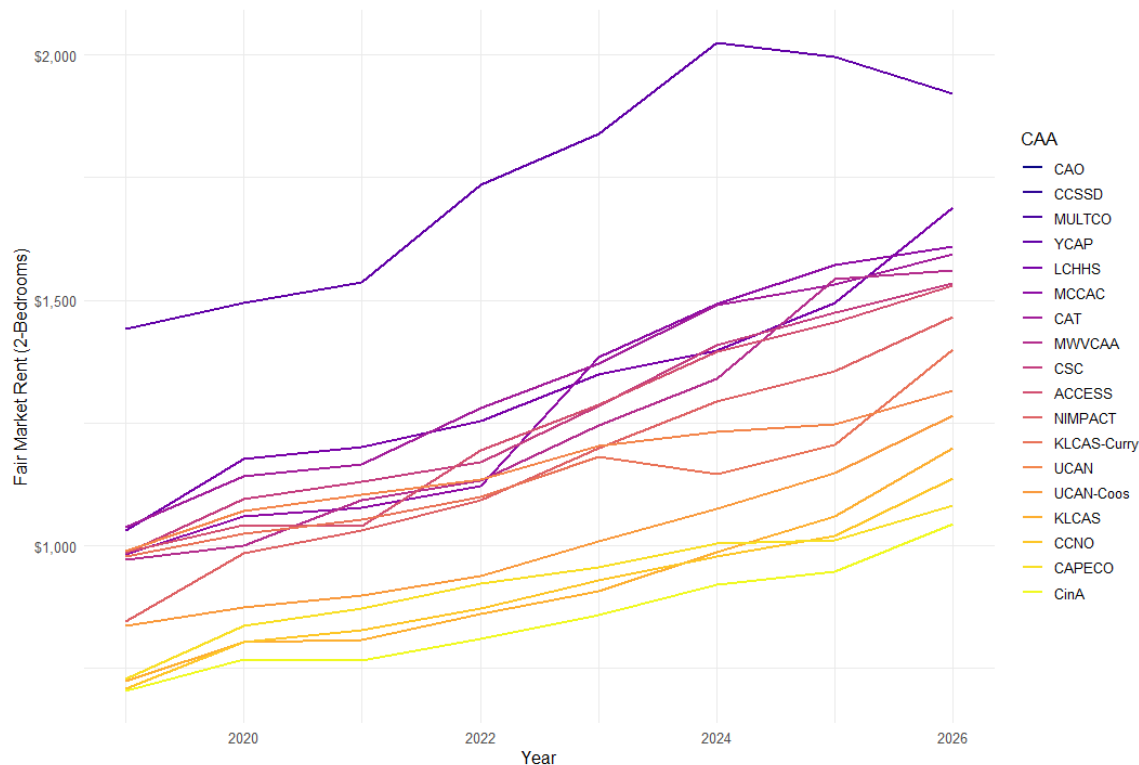
¹ Lisa K. Bates, Colleen Carroll, Alex Farrington, Azad Amir-Ghassemi, Yi Wang, Minji Cho, Natalie Cholula, and Frankie Spurbeck, *Full Count of Eviction Cases Filed in Oregon: 2024 Data Brief* (Portland, OR: Portland State University, Center for Urban Studies, November 2025).

² Bates et al., *Full Count of Eviction Cases Filed in Oregon: 2024 Data Brief*.

This chart is sourced from PSU Evicted in Oregon data.³ The dots represent the CAA regions, indicated by color. The larger the dot, the more evictions per 100 rental units that year. The dashed line is the data's trend line. Due to the inaccessibility of county-level data, Baker, Clackamas, Gilliam, Grant, Harney, Malheur, Morrow, Sherman, Tillamook, and Wheeler counties are not included.

Rents continue to rise, but not uniformly across Oregon. The annual increases in fair market rent (FMR) also reflect higher rental rates. FMR is an estimate of the 40th percentile of rent for standard modest two-bedroom rental units in a local market, including utilities. This metric is used to understand the cost of a decent, non-luxury unit. While the median percent change from 2024 to 2025 in FMR statewide was 4%, Figure 2 illustrates the variability in rent across CAA regions.

Figure 2: Annual Change in Fair Market Rent (2020-2026)



Data is sourced from the Department of Housing and Urban Development (HUD).⁴ FMR is calculated per unit type by number of bedrooms.

³ Evicted in Oregon, "Statewide: Latest Eviction Data," updated November 18, 2025, <https://www.evictedinoregon.com/statewide-latest-eviction-data>.

⁴ U.S. Department of Housing and Urban Development. "Fair Market Rents (40th Percentile Rents)," (2025), <https://www.huduser.gov/portal/datasets/fmr.html>.

57% growth
from 2023-2024 of
the number of
individuals in the
Oregon balance of
state *experiencing*
homelessness for
*the first time.*⁶

Thousands of Oregonians continue to become homeless each year. According to HUD system performance measures, 25,627 Oregonians experienced homelessness for the first time in 2024.⁵ This is a 12.7% increase from 2023. The growth was especially high in OR-505, the Continuum of Care (CoC) that represents the Oregon balance of state. From 2023 to 2024, the number of individuals in OR-505 experiencing homelessness for the first time grew by 57%, representing a significant increased need in rural communities.⁶

Likewise, HUD’s system performance measures depict that the median returns to homelessness within six months reported across Oregon regions was 10% of households, and 14% of households returned to homelessness within 12 months.⁷ The data demonstrates the high need for eviction and homelessness prevention interventions that promote the long-term stability of those households served and prevent households from experiencing or returning to homelessness.

The need continues to outpace available funds. Rental costs continue to rise, driving up household costs. Unemployment rates – a significant predictive factor in the risk of eviction and homelessness⁸ – vary across Oregon (see Appendix C). Funding cuts to programs offsetting housing costs – including federal programs for food, housing, medical, and utility assistance – will increase the need for rent assistance.

Statewide, the National Low Income Housing Coalition’s (NLIHC) gap analysis found that out of renter households considered extremely low income (0-30% of area median income), 89% were cost burdened (spending more than 30% of their income on housing and utility costs), and 80% were *extremely* cost burdened (spending more than 50% of their income on housing and utility costs).⁹ Likewise, the data reflects a lack of available and affordable housing at each income bracket, with available and affordable meaning that a unit is vacant or occupied by someone at that relevant income level and affordable to the

⁵ U.S. Department of Housing and Urban Development, “HUD CoC System Performance Measures,” (June 2025), <https://public.tableau.com/app/profile/system.performance.measures.hud.public.data/viz/HUDCoCSystemPerformanceMeasures/M1LengthofStay>.

⁶ U.S. Department of Housing and Urban Development, “HUD CoC System Performance Measures”.

⁷ U.S. Department of Housing and Urban Development, “HUD CoC System Performance Measures”.

⁸ M. R. Duke, D. Augustine, Z. K. Dhatt, T. D. Jacques, J. M. Pottebaum, R. S. Rose, and M. B. Kushel, “Everybody Out There in the Real World Is One Paycheck Away from Being Homeless: Job Loss and Housing Precarity among People Experiencing Homelessness,” *Journal of Social Distress and Homelessness* (2025): 1–10, <https://doi.org/10.1080/10530789.2025.2538312>.

⁹ National Low Income Housing Coalition, “Gap Report: Oregon,” <https://nlihc.org/gap/state/or>.

relevant income level. While renters from higher income brackets may *choose* to rent a unit that is cheaper (affordable at an income bracket lower than theirs), households at lower income brackets may have to rent a unit that is unaffordable (higher than their income bracket) because they are unable to find a unit at their price point.

When looking at cost-burdened renters by CAA, the data demonstrates that rates of cost burden vary across Oregon and across CAA regions. Four CAAs¹⁰ serving predominantly rural areas have the highest rate of cost-burdened renter households, ranging from 85% to 95%.¹¹ However, across all grantees, the rate of cost-burdened renters ranged from 29% to 95.8%, showing both variability across grantees, as well as an overall high level of cost-burden. Appendix D provides the rates of cost burden for each CAA region.

ORE-DAP Implementation

ORE-DAP is intended to prevent evictions among those at risk of homelessness. As the agency's primary eviction and homelessness prevention program, the Oregon Eviction Diversion and Prevention (ORE-DAP) program provides rental assistance in tandem with other critical support services. The program is designed to target and stabilize households facing eviction and homelessness, with an overall objective of contributing to a system that reduces rates of homelessness across Oregon.

In the 23-25 biennium, ORE-DAP lacked specific limitations on costs per household served, leading to variations in average cost per household among regions and between CAAs and CSOs. The cost per household for eviction prevention varies depending on factors such as household size, level of supports provided, targeted outreach, amount of arrearages covered, and months of rent assistance. Among ORE-DAP grantees, the average cost per household ranged from \$2,639 to \$18,158. However, the median cost was just \$3,581 per household, reflecting the fact that eleven of the partner agencies were providing two months or fewer of rent assistance. The high end of the range was primarily due to two main outliers, Immigrant and Refugee Community Organization (IRCO) and Urban League. In the 23-25 biennium, CSOs were operating prevention programming under different guidance than the core ORE-DAP programming offered through CAAs. These providers operated programs targeting communities and households at disproportionate risk of homelessness. The CSOs offered culturally specific services

¹⁰ CAAs include: 1) Community Action Team (CAT) serving Clatsop and Columbia counties; 2) Community Connection of Northeast Oregon (CCNO) serving Baker, Grant, Union, and Wallowa counties; 3) Community Action Program of East Central Oregon (CAPECO) serving Umatilla, Gilliam, Morrow, and Wheeler counties; and 4) Community Services Consortium (CSC) serving Lincoln, Linn, and Benton counties.

¹¹ U.S. Census Bureau, American Community Survey 2023 5-Year Estimates: Selected Housing Characteristics (Table DP04), Cost Burden by County, <https://data.census.gov>.

and targeted outreach for priority populations. Higher costs were also the result of providing culturally relevant wraparound services, higher levels of rent and utility arrearages coverage, additional months of rent assistance, and serving household sizes larger than state averages. While Oregon Housing and Community Services (OHCS) recognizes the critical nature of these intentionally designed programs, coordination took place at the start of the 25-27 biennium with all grantees – including CSOs – to better align average cost per household across grantees. This will be discussed in more detail further in the report.

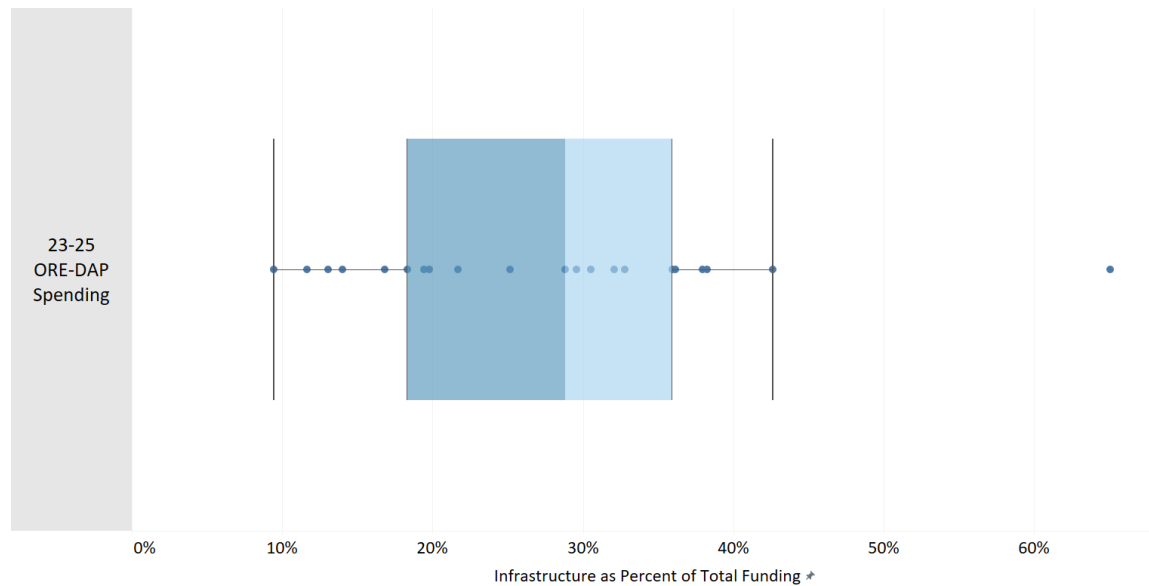
Figure 3: 23-25 Average Cost Per Household Across Grantees



This chart shows the range in the average cost per household served with ORE-DAP funds during the 23-25 biennium. Each dot represents a grantee that participated in the ORE-DAP program. Average cost per household across grantees ranged from \$2,639 to \$18,158, with a median cost of \$3,581.

In the 23-25 biennium, ORE-DAP did not set specific allowable levels or ranges for the ratio of spending on direct financial assistance to infrastructure, leading to an observed variation across regions and among CAAs and CSOs. For CAAs and CSOs, the rates of infrastructure costs – which include administrative and program delivery expenses, such as staff payroll, training, research and data collection, case management, outreach services, and other expenses that do not provide direct financial assistance to participating households – generally fell within the range of 18% to 36%. However, due to several outliers among grantees, the overall range of spending on infrastructure was from 9% to 65%. OHCS believes that regional flexibility in program design and implementation is a critical component of ORE-DAP due to the unique needs across regions, while recognizing the need for equitable standards across prevention programming. Accountability measures were imposed during year one of the 25-27 biennium to reduce variance and mitigate outliers, as will be discussed later in the report.

Figure 4: 23-25 Ratio of Infrastructure Costs Across Grantees



This chart shows that infrastructure funding, depicted here as a percentage of total ORE-DAP program funding, during the 23-25 biennium varied significantly across agencies, with CAAs and CSOs spending between 9% and 65% of their total ORE-DAP allocation on infrastructure costs.

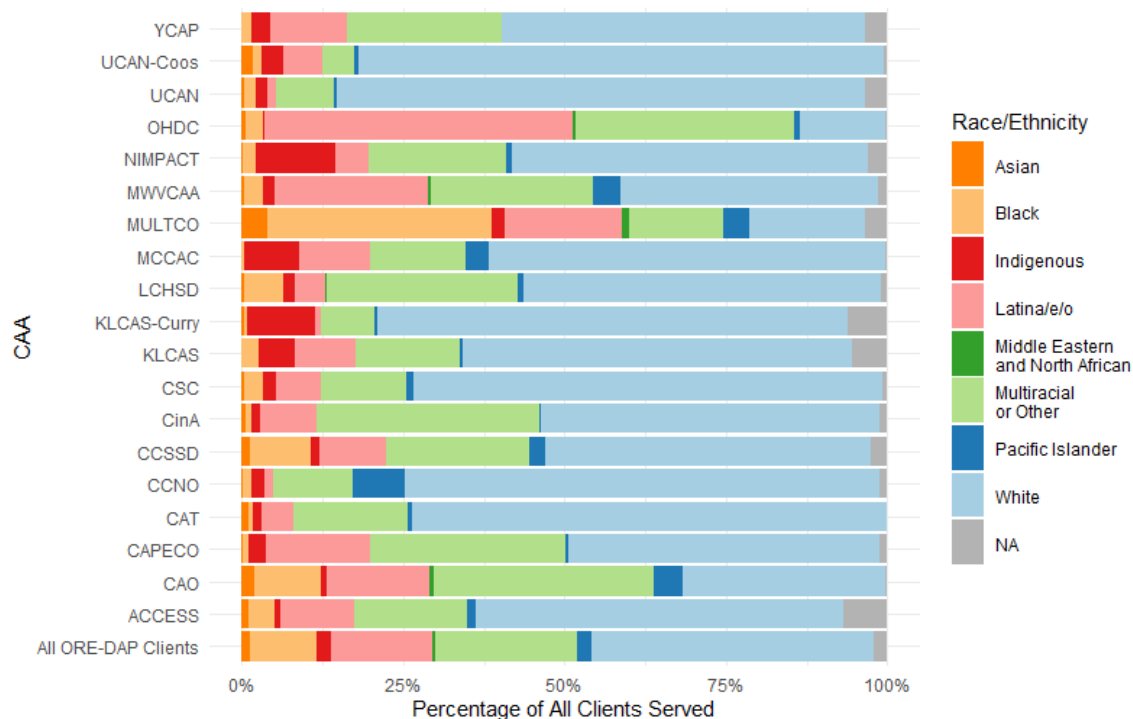
ORE-DAP served over 24,800 households in the 23-25 biennium, but funding reductions will significantly reduce the number of households served in the 25-27 biennium, regardless of any cost containment measures implemented. During the 23-25 biennium, ORE-DAP received funding through House Bill (HB) 5019 (2023), Senate Bill (SB) 5511 (2023), and SB 1530 (2024), for a total of \$105.75 million. ORE-DAP household goals were surpassed, serving over 24,800 households across CAAs and CSOs. In the 25-27 biennium \$35.5 million was allocated towards ORE-DAP through HB 5011 and HB 5006, representing a 66.4% reduction in eviction prevention funding. This divestment makes it more critical than ever that the program is reducing homelessness as cost-effectively as possible.

ORE-DAP is still a relatively new program and there are limits to conclusions that can be made regarding its effectiveness at reducing homelessness. Given the relatively limited period that ORE-DAP has been fully operational and maturing efforts to improve data completeness and accuracy across grantees, there is not yet significant longitudinal data with which to measure longer-term stability of households in the program or rates of entry into homelessness. The recommendations provided within this report include adding a new metric to track household success and stabilization six months after supports have concluded, and rates of returns to homelessness, to more effectively determine the long-term impact of ORE-DAP and the program's contribution to reducing inflow into homelessness.

Wide Regional Variation in Need and Priorities

The race/ethnicity of clients served by ORE-DAP differs across grantees, depicting variability in priority populations for regional programs. As the table below shows, Oregon is a racially and ethnically diverse state, with significant population variation across regions. As programs identify priority populations and conduct targeted outreach to those most vulnerable in their communities, the populations served may differ from the demographics of clients served by ORE-DAP statewide. For example, the data shows a higher percentage of Indigenous individuals served by NeighborImpact (NIMPACT), Mid-Columbia Community Action Council (MCCAC), and Klamath & Lake Community Action Services, serving Curry County (KLCAS-Curry). Likewise, significantly higher rates of Black individuals and Latina/e/o individuals were served by Multnomah County and Oregon Human Development Corporation (OHDC), respectively.

Figure 5: Client Racial Demographics by CAA

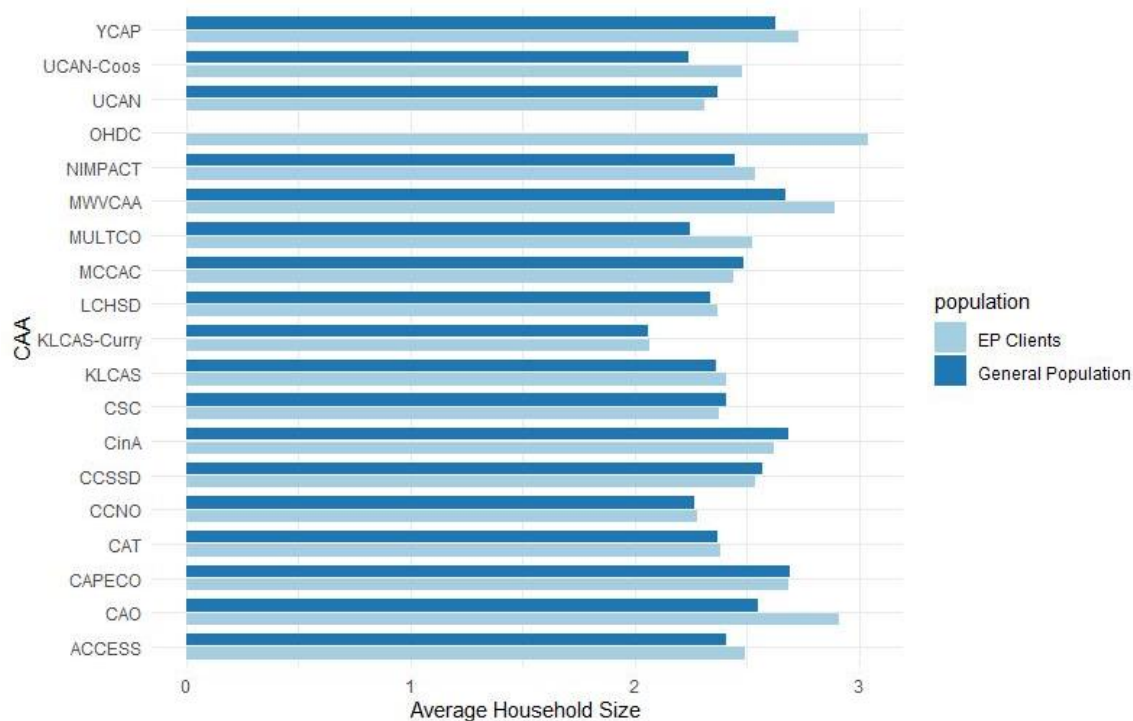


23-25 ORE-DAP racial demographics are based on the individuals served, not only the head of household. “NA”, represented in grey, includes those records where the data is either missing or the client refused to answer.

The size of households served by ORE-DAP also varies across grantees, but in most cases, is larger than the average household size for that region’s general population. Across CAAs, the overall average household size was 2.6 members. However, this ranged from a regional average of 2.1 to 3 individuals per household, as shown in Figure 6. In total,

household size ranged from one to 13 members. Figure 6 also displays the average household size for the region served by that CAA. In most cases, households served by ORE-DAP were larger than the average for that region, which could correlate with additional need for services and increased cost per household.

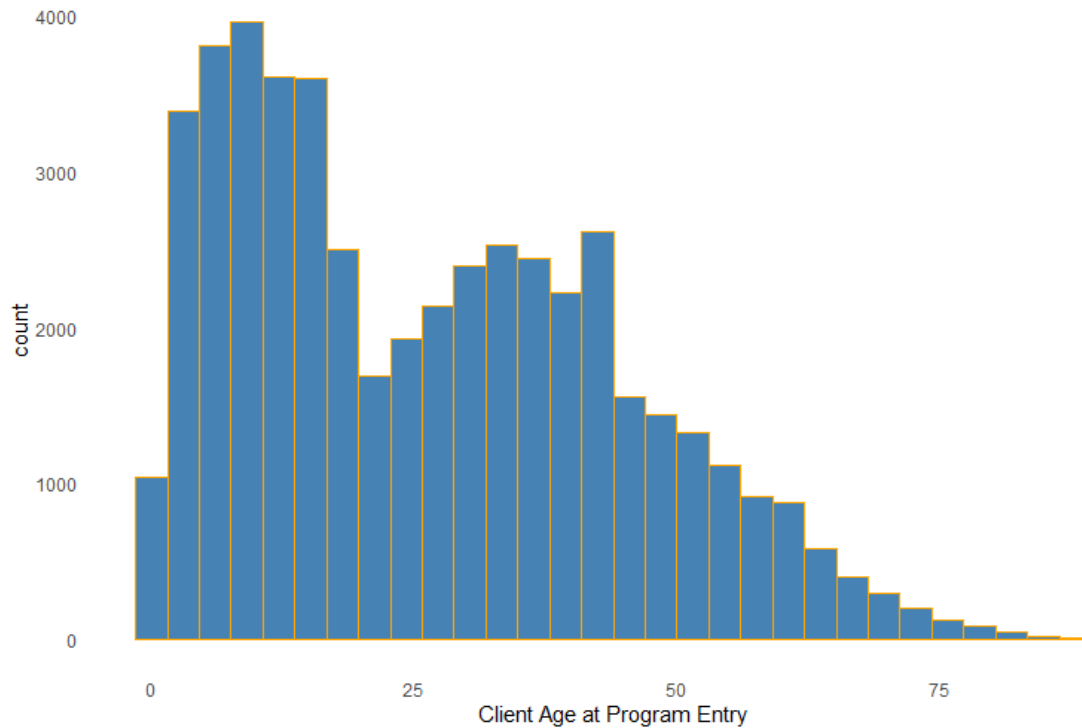
Figure 6: Average Household Size by CAA and in Relation to the General Population for that Region



OHDC does not have a county-specific service region. Rather, they serve agricultural workers and their families across Oregon. As such, the General Population data is not included in this graph, but OHDC’s average household size of three members for those served by ORE-DAP is included.

ORE-DAP served a range of ages across CAAs, with a high number of households with children under age three. Across all CAAs, the distribution of client ages spanned a wide range, as shown in Figure 7. OHCS’ analysis found that about 55% of households served had at least one child as well as an adult. The data also shows a high number of individuals served under the age of 25, as well as 43% of individuals served being under the age of 18. A significant number of intergenerational households were present in the data, for example, households with an adult head of household, children, and additional adult(s) in their 70s, 80s, or 90s. In addition, when looking only at the head of household, the regional average age ranged from 39 to 47 across CAAs. Regional head of household data is included in Appendix E.

Figure 7: Distribution of Client Ages

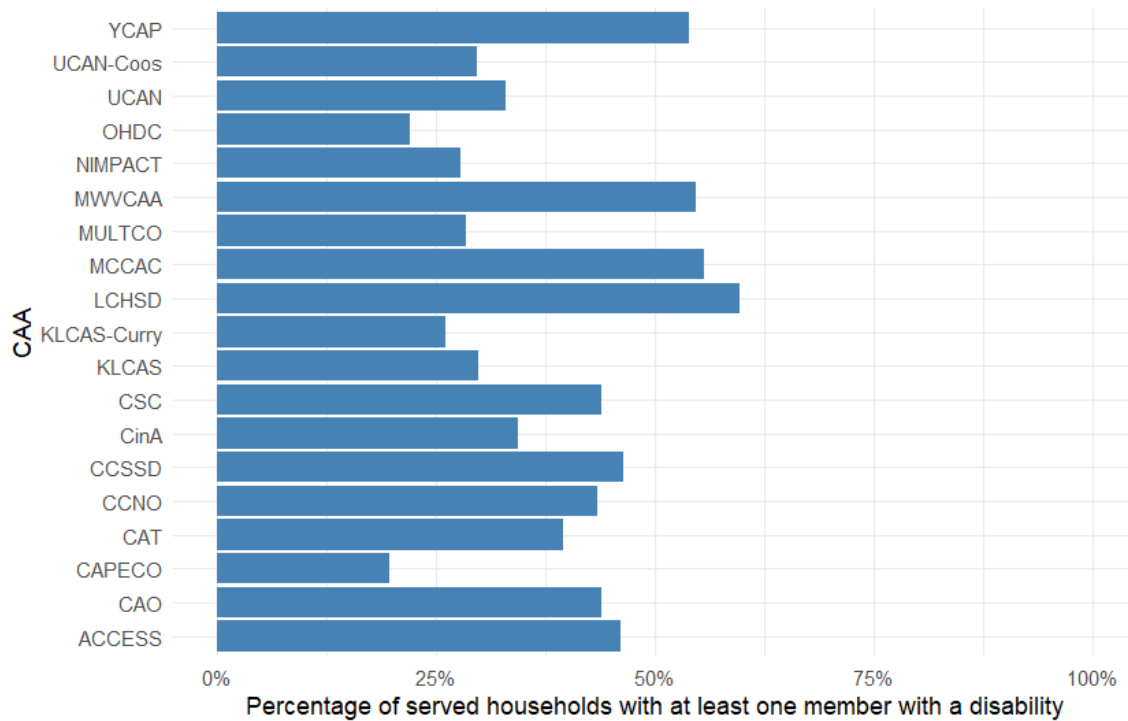


The age of clients served was not normally distributed. This is due to about 55% of households having at least one child as well as an adult.

A significant percentage of households served included a member with a disability, although this too varied across CAAs. In Oregon, 15.1% of the population has a disability.¹² When looking at the 23-25 ORE-DAP data, the number of households served who had at least one household member with a disability ranged from around 20% to upwards of 60%. This range is another example of a correlation with additional need for services, unit accessibility considerations, and increased cost per household.

¹² U.S. Census Bureau, American Community Survey 2023 5-Year Estimates, Table S1810: Disability Characteristics, <https://data.census.gov/table/ACSST5Y2023.S1810>.

Figure 8: Households with at Least One Member with a Disability by CAA

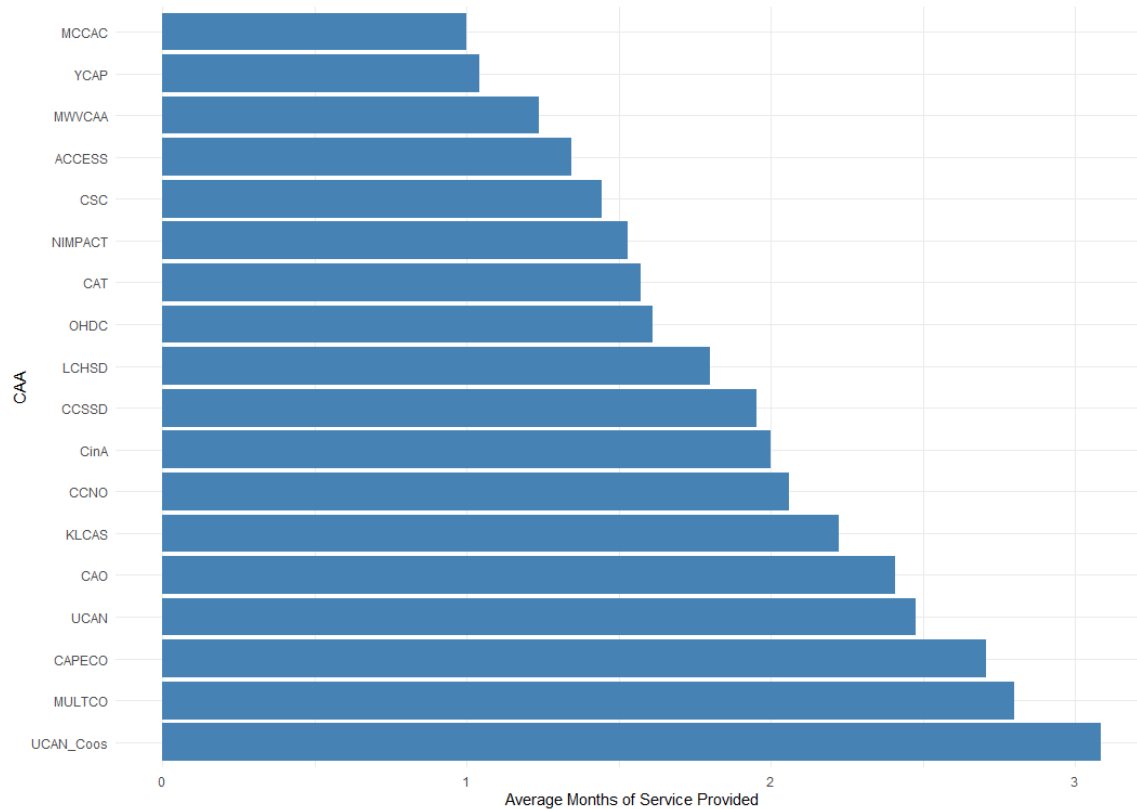


Percentage of households served with at least one member with a disability range from around 20% to 60% across CAAs.

While the average months of rent assistance varied across CAAs,¹³ the overall average was just two months for each household served. During the 23-25 biennium, CAAs provided households served with an average of two months of rent assistance. For some households, this may have been in addition to other supports, including utility assistance, arrearages, case management, and wraparound supportive services. For others, the average two months of rent assistance may have been the extent of services provided through ORE-DAP. As shown in Figure 9, the regional averages ranged from just over one month of rent assistance provided to just over three months, depending on the approach taken by each individual CAA. This data shows that while variability exists, the ORE-DAP program is being used as a short-term intervention, rather than a longer-term rent assistance program.

¹³ In 23-25 Culturally Responsive Organizations (CSOs) receiving set-aside funding from ORE-DAP appropriations operated under different guidelines than the CAAs and also reported outcomes outside of HMIS. OHCS is unable to accurately report months served for the three CSOs.

Figure 9: Average Months of Rent Assistance by CAA



The average number of months of rent assistance provided across CAAs was two months. This ranged from a regional average of just over one month to just over three months.

Reducing Homelessness Through Eviction Prevention

Over the course of this analysis, a central critical question was what it would take to most effectively use eviction prevention resources to reduce homelessness. The findings of this analysis concluded that:

Households that are evicted do not necessarily end up experiencing homelessness and subsequently entering the emergency services system. A household facing an eviction is not guaranteed to experience homelessness if they do not receive eviction prevention assistance. In fact, some research suggests it is most likely they will not unless other critical risk factors are present.^{14,15} For some, an eviction or risk of eviction may result in the household obtaining new housing – although at times lacking stability – or a

¹⁴ Julie Pagaduan, *Millions of Americans Are Housing Insecure: Rent Relief and Eviction Assistance Continue to Be Critical* (Washington, DC: National Alliance to End Homelessness, November 9, 2021), <https://endhomelessness.org/wp-content/uploads/2024/12/HousingInsecurity-Brief-November-2021.pdf>.

¹⁵ Marybeth Shinn and Rebecca Cohen, *Homelessness Prevention: A Review of the Literature* (Vanderbilt University and Abt Associates, October 29, 2018), <https://fr.bfzcanada.ca/wp-content/uploads/Microsoft-Word-evidence-page-prevention-10.29.18rev-opt2.pdf>.

temporary doubled-up situation with member(s) of their support community. For others – specifically those with higher risk factors, as will be discussed below – an eviction can significantly increase the likelihood of experiencing homelessness,¹⁶ highlighting the need for intentional program design and targeted outreach to those most at risk.

Eviction prevention programs that take people on a first-come, first-served basis are less effective at preventing homelessness. In many cases, programs screen for whether a household has an active eviction filing in court; however, in some cases programs may aim to prevent evictions from reaching courts and formal legal processes. Programs using this approach typically prioritize direct financial assistance over the provision of services. As a result, the ratio of direct financial assistance and infrastructure costs leans much more heavily towards direct financial assistance. In essence, these eviction prevention programs typically provide rent assistance and arrears, and at times referrals to legal assistance and other services. However, wraparound support services, case management, and housing navigation are not typically incorporated into this approach. By limiting infrastructure/support services costs, there is a greater emphasis on the *total number* of households served with direct financial assistance. Households at immediate risk of eviction are prioritized, regardless of whether they may be most at risk of homelessness.

Eviction prevention programs that prioritize those most at risk of homelessness require non-financial supports to be effective. To effectively prioritize households most at risk of homelessness, programs often use predictive modeling to identify those most vulnerable *before* an eviction is filed, due to risk factors such as previous experiences of homelessness, household size, presence of children in the household, race, housing burden, income, employment status, and neighborhood, among others.¹⁷ While still a short-term intervention, the availability of case management and wraparound support services is a critical component of this approach, as long-term stability of the household is the key priority, and those most at risk of homelessness often require both financial assistance and housing stability support services. In this approach, effectiveness is measured in terms of how many households are being prevented from losing their housing and entering the emergency homeless service system, such as shelter. This model puts a greater emphasis on outcomes that show long-term stability of households served, not simply the *volume* of households served. Likewise, the emphasis on a high ratio of direct financial assistance to infrastructure costs is not as highly prioritized, as there is a

¹⁶ Hannah Olsen and Lina Choe, “Eviction Prevention as Strategy to Reduce Homelessness,” National League of Cities, January 14, 2025, <https://www.nlc.org/article/2025/01/14/eviction-prevention-as-strategy-to-reduce-homelessness/>.

¹⁷ Matthew Desmond and Carl Gershenson, *Who Gets Evicted? Assessing Individual, Neighborhood, and Network Factors*, *Social Science Research* 62 (2017): 362–77.

recognition of the critical nature of wraparound supports that enable the long-term stability of households served.

Eviction prevention that effectively reduces homelessness may be more costly up front, but keeping a family housed – a family that may otherwise have become homeless – is highly cost-effective.

Prioritizing households most vulnerable to homelessness and investing in early interventions prevents the larger human and financial costs of eviction and homelessness. PSU’s Evicted in Oregon research found that tenants face extreme stress during the eviction process which can impact both their mental and physical well-being.¹⁸ A secondary report found that specifically for households with

children, evictions cause significant worry from parents about the well-being of their children, children’s education and medical care is disrupted, and some parents and children are required to temporarily live apart due to the eviction.¹⁹ “You never can tell the stress that comes with eviction, especially the unplanned or impromptu, the mental stress, the emotional breakdown, having to work extra hours. I mean everything about impromptu eviction is stress. Having to look for another apartment to fit in your money. I mean, everything was so stressful,” shared one focus group participant.²⁰

“You never can tell the stress that comes with eviction, especially the unplanned or impromptu, the mental stress, the emotional breakdown, having to work extra hours. I mean everything about impromptu eviction is stress.”

- Focus group participant ²⁰

Similarly, experiencing homelessness can lead to devastating consequences, especially for households with children. This may include developmental delays in children, disruptions in education, and family separation.²¹ In non-elderly adults, research has found that experiencing homelessness results in a mortality rate 3.5 times higher than those who are housed.²² Experiencing homelessness causes an elevated risk of behavioral

¹⁸ Natalie J. Cholula, Lisa K. Bates, Alex Farrington, Marisa Zapata, and Colleen Carroll, *Fight, Flight, Freeze: How Access to Supports Shapes Tenant Responses to Eviction in Multnomah County* (Portland, OR: Portland State University, Center for Urban Studies, 2024), <https://archives.pdx.edu/ds/psu/41434>.

¹⁹ Natalie J. Cholula, Alex Farrington, Lisa K. Bates, Marisa A. Zapata, and Jacen Greene, *“Where Will My Family Go?” The Financial, Housing, and Health Challenges of Families Facing Eviction* (Portland, OR: Portland State University, Center for Urban Studies, 2025), <https://archives.pdx.edu/ds/psu/43142>.

²⁰ Cholula et al., *Fight, Flight, Freeze*.

²¹ Hannah Chimowitz and Adam Ruege, *The Costs and Harms of Homelessness: A Learning Brief Examining the Costs Borne by Individuals, Communities, Systems, and Society* (Community Solutions, September 2023), <https://community.solutions/research-posts/the-costs-and-harms-of-homelessness/>.

²² Ilina Logani, Bruce D. Meyer, and Angela Wyse, *The Mortality of the US Homeless Population* (Chicago, IL: Becker Friedman Institute for Economics, University of Chicago, March 2023), <https://bfi.uchicago.edu/wp-content/uploads/2023/03/The-Mortality-of-the-US-Homeless-Population.pdf>.

health and substance use disorders, chronic and acute health problems including among pregnant people, and harms to prenatal development and children’s physical health.²³

In addition to the harm of homelessness to households, the financial costs of homelessness are often far greater than the costs associated with rent assistance and support services. For example, with the increased physical and mental health needs of those experiencing homelessness, there are inherently greater costs for health care, specifically an increased number of emergency room visits, longer hospital stays, high levels of emergency department utilization, and higher hospital readmission.²⁴

Experiencing homelessness may also result in more frequent interactions with police and disproportionate rates of arrest and incarceration, both costly interactions, as well as emergency interventions such as emergency shelter and unofficial encampments which can increase costs to municipalities.²⁵ A 2023 report by the New York City Comptroller’s Office found that the daily costs per person in each location were as follows: Supportive housing: \$68; Shelter: \$136; Incarceration at Rikers Island: \$1,414; Hospitalization: \$3,609.²⁶ Likewise, OHCS found that the median annual cost per bed for OHCS-funded housing focused shelter is \$31,000 per bed. In the 23-25 biennium, rehousing through the Oregon Rehousing Initiative cost an estimated \$8,000 per household. Comparatively, for the ORE-DAP program, the average cost to keep a family in their housing was under just \$5,000 per household. By intervening early with those households that are likely to become homeless if they are evicted, some of these increased costs may be avoided.

The Role of Support Services in Effective Eviction Prevention

National best practices and local research on homelessness prevention affirms the critical role of wraparound services. Case management and housing navigation support have been shown to be critical interventions when providing eviction prevention services to a household. While case management does not automatically guarantee better outcomes for households served, a randomized control trial found that intensive case management can yield greater housing stability, so long as the provision of case management support is not a *requirement* for households to receive financial assistance and financial assistance is not delayed or negatively impacted as a result of case management.²⁷ Similarly, an evaluation of an eviction prevention program in Toronto, Canada that uses wraparound

²³ Chimowitz and Ruege, The Costs and Harms of Homelessness.

²⁴ Chimowitz and Ruege, The Costs and Harms of Homelessness.

²⁵ Chimowitz and Ruege, The Costs and Harms of Homelessness.

²⁶ Chimowitz and Ruege, The Costs and Harms of Homelessness.

²⁷ David C. Phillips and James X. Sullivan, Personalizing Homelessness Prevention: *Evidence from a Randomized Controlled Trial* (Notre Dame, IN: Wilson Sheehan Lab for Economic Opportunities, University of Notre Dame, November 2022), <https://sites.nd.edu/james-sullivan/files/2023/04/YFHPI-1.pdf>.

eviction prevention supports found that 90% of participants were able to avoid an eviction and have their housing stabilized.²⁸

Likewise, the critical need for supportive services was also repeated throughout The Peer Company’s Housing Survey report of Oregon households, where respondents highlighted the need for supportive services beyond financial assistance, with examples including “Help obtaining a job for those that can work” and “...helping (formerly houseless) individuals transition back into those practices, skills, and routines to help them to assimilate back into the expected and functional ‘norms’ both socially and personally.”²⁹

The research, therefore, warns against unduly curtailing investments in supportive services if the goal is to effectively serve households, especially if reducing the number of households who enter homelessness is a measure of that efficacy.

Insufficient Investments in Staffing Lead to Ineffective Programming

Staff capacity at the provider level is crucial for successful eviction and homelessness prevention programs. The Peer Company’s Housing Survey report found that fast response times from programs is a critical characteristic of a successful program, as households are often discouraged by long response times, waitlists, and repeated appointments.³⁰ For some households, experienced delays may result in the loss of housing – through a non-payment eviction or voluntarily vacating to avoid an eviction – due to the inability to pay or obtain rent assistance in a timely manner. In addition, providers build and hold critical relationships with households. These relationships can be disrupted by high staff turnover, which can lead to inconsistent support.³¹ The trust built through case management is an important element of providing trauma-informed, tailored supports that meet the needs of each household. During the engagement, providers shared that due to funding constraints, their ability to offer competitive wages to frontline workers has already been limited. As a result, some staff qualify for their own programs, leading to increased staff turnover and challenges in retaining staff.

²⁸ Jeff Ecker, Kaitlin Schwan, and Sarah Holden, *Evaluating Eviction Prevention: A Hub Solutions Look at the EPIC Program*, Homeless Hub, December 10, 2018, <https://homelesshub.ca/blog/2018/evaluating-eviction-prevention-hub-solutions-look-epic-program/>.

²⁹ The Peer Company (formerly Mental Health and Addiction Association of Oregon [MHAAO]), *Housing Survey Report: Centering Voices of Lived Experience* (Portland, OR: The Peer Company, June 2025).

³⁰ The Peer Company, *Housing Survey Report: Centering Voices of Lived Experience*.

³¹ Yi Wang, Lisa Bates, Azad Amir-Ghassemi, Minji Cho, and Marisa Zapata, *Eviction in Oregon’s Subsidized Affordable Housing* (Portland, OR: Portland State University, Center for Urban Studies, September 2024), https://pdxscholar.library.pdx.edu/cus_pubs/156/.

Insufficient Investments in Administration Lead to Challenges with Contract Management

Limits on infrastructure costs challenge partners' ability to effectively manage contracts. Contract obligations may include required training, effective data collection and reporting, and program accountability and improvement. Rural communities with fewer resources and capacity are disproportionately impacted, which is further amplified due to the overall reduction in funding across multiple sources that may no longer be available to braid.

Effective Homelessness Prevention Requires Targeted Outreach

Effective homelessness prevention through eviction prevention requires the capacity to do outreach to the most at-risk populations. The households most at risk of becoming homeless do not necessarily seek out eviction prevention services. A study in Allegheny County, PA found that the most at-risk households are often those who are entering the crisis mental health system.³² Likewise, a pilot program in Los Angeles County, CA used outreach to locate those households that their predictive modeling indicated would be most likely to become homeless if they were evicted from their housing.³³ The pilot has reported preliminary findings of reduced observed homelessness, use of street outreach or interim housing, mental health crisis stabilization, and criminal justice involvement.³⁴

Cost Efficiency Changes Implemented in 25-27

At the beginning of the 25-27 biennium, Oregon Housing and Community Services (OHCS) directed Oregon Eviction Diversion and Prevention (ORE-DAP) grantees to implement cost containment strategies for year one of the biennium. These strategies were aimed at increasing the ratio of funds allocated towards direct financial assistance to households, subsequently decreasing infrastructure (program delivery and administration) costs. OHCS worked collaboratively with grantees, in some cases allowing minor flexibility on the final approved ratio. In doing so, OHCS has increased continuity across grantees, thereby reducing the number and extent of outliers whose infrastructure rates showed significant variation from the average across grantees. For year one of the 25-27 biennium, the

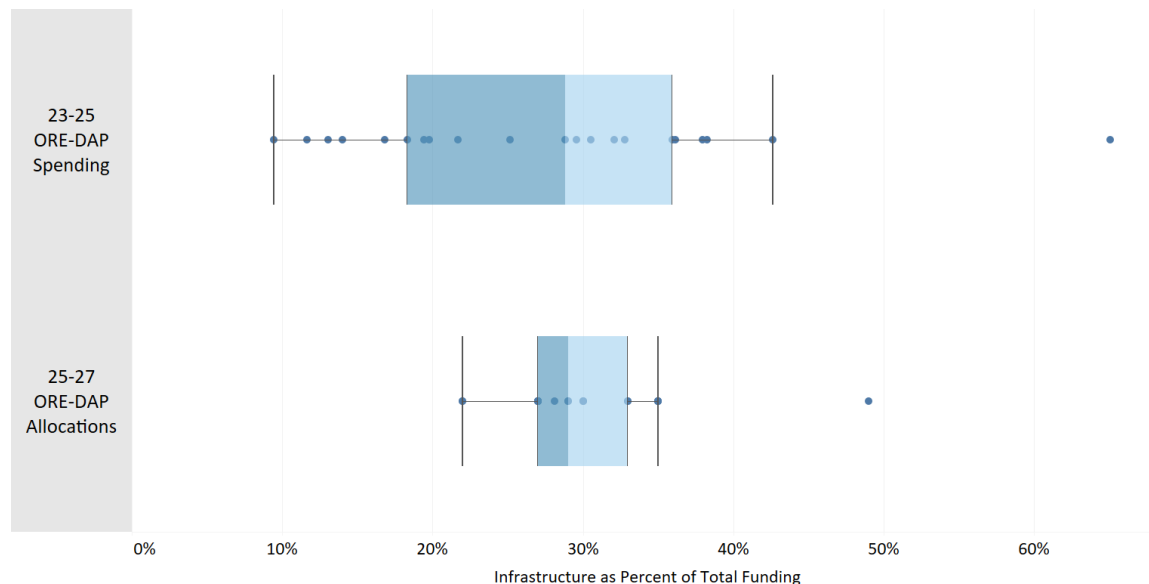
³² Betsy Gardner, *Data-Driven Models for Eviction Prevention*, Data-Smart City Solutions, Harvard Kennedy School, March 2025, <https://datasmart.hks.harvard.edu/data-driven-models-eviction-prevention>.

³³ Brian Blackwell, Colin Caprara, Janey Rountree, Peter Casey, Dana Vanderford, and Claire Battis, *Early Outcomes from the Los Angeles County Homelessness Prevention Unit* (California Policy Lab, July 2025), <https://capolicylab.org/early-outcomes-from-the-los-angeles-county-homelessness-prevention-unit/>.

³⁴ Blackwell et al., *Early Outcomes from the Los Angeles County Homelessness Prevention Unit*.

agreed-upon average across all Community Action Agencies (CAAs) is a ratio of 71% allocated to direct financial assistance and 29% towards infrastructure costs for year one of the grant period. Culturally Specific Organizations (CSOs) have a lower ratio of 65% and 35% respectively. As grant negotiations begin for the 27-29 biennium, OHCS will continue to assess infrastructure rates and intends to further bring outliers closer to a median rate that maximizes direct assistance, with a goal of bringing the ORE-DAP program to an overall average of at least 70% allocated towards direct financial assistance.

Figure 10: Cross Biennia Comparison, Ratio of Infrastructure Costs by Grantee



This chart shows that infrastructure funding, depicted here as a percentage of total ORE-DAP program funding, has become more normalized in the 25-27 biennium, with a median rate of 29% across grantees and an overall range of 22% to 49%. By comparison, the 23-25 biennium saw significantly more variance across agencies, with CAAs and CSOs spending between 9% and 65% of their total ORE-DAP allocation on infrastructure costs. Note that 23-25 amounts are based on actual spending, while 25-27 amounts represent projected agency allocations per grant agreements with OHCS.

Through cost containment household allocation negotiations with regional providers, grantees committed to a cumulative goal of 7,255 households for the 25-27 biennium. This established goal is well beyond the legislative goal proposed in House Bill (HB) 5011, which identified an estimate of 4,887 households. With these commitments, the average cost per household is still below \$5,000, with the regional cost per household ranging from \$2,754 to \$7,033, and a median cost of just \$4,111 across grantees. OHCS does not believe that a further reduction in this cost per household is feasible without negatively impacting the effectiveness of the program. In addition, due to the limits on infrastructure costs, grantees reported significant concerns about their capacity to support household stabilization, as they were unable to continue offering robust case management and wraparound supports. Targeted outreach has been greatly reduced, and for some

eliminated, limiting providers' ability to proactively reach households most at risk of homelessness. Likewise, CAA's capacity to provide culturally responsive services and sustain partnerships with culturally responsive organizations will be severely curtailed due to their reduced ability to invest in these meaningful services.

Additional Recommended Improvements

Oregon Housing and Community Services (OHCS) has taken steps to bring regions and providers into greater alignment on overall average per household costs and allocations to administrative and program infrastructure, as have been described in the findings above. However, these are not interventions that will necessarily lead to improved outcomes from eviction prevention investments, particularly if the objective is to reduce the number of households that lose their housing and end up experiencing homelessness and needing the support of already overburdened outreach, shelters, and rehousing programs.

With this in mind, OHCS recommends the following additional steps to make the current Oregon Eviction Diversion and Prevention (ORE-DAP) program more effective at reducing the number of Oregonians who become homeless each year:

1. Establish additional outcome measures that better capture the effectiveness of eviction prevention programs at the statewide and regional levels. Specifically, OHCS recommends implementing a requirement that all grantees conduct a six-month follow-up with households to track housing retention and stabilization. Historically, OHCS has tracked a key performance measure regarding stability at six months after intervention, dependent on data available through the Homeless Management Information System (HMIS). This has been important, but a passive measure. The recommended added metrics – as described here – shift to an additional *proactive* measure that will require providers to directly follow-up with households to attempt to determine stabilization. This will provide stronger evidence of how the interventions have an enduring effect on housing stability. Additionally, OHCS will use HMIS data to identify how many households receiving eviction and homelessness prevention interventions enter the homelessness services system, by region, to track the effectiveness of reducing inflows into homelessness. Through this data, OHCS will track the percentage of households served by ORE-DAP who enter the homeless response system, thereby better understanding the success of programs to reduce entry into homelessness.
2. Engage each grantee in a thorough regional planning process that determines which populations are most at risk in their community, what infrastructure is already in

place that can be leveraged by state investments, and sets appropriate outcome deliverables for that community.

3. Collaborate with grantees to regularly reassess the rate of direct financial assistance to infrastructure. During the partner engagement process, OHCS heard repeated calls from grantees that reduced flexibility negatively impacts their ability to effectively implement programs and serve households sustainably. By balancing this with the recognition that there is acute interest in increased continuity across regions, OHCS recommends regular reassessment of regional infrastructure rates, acknowledging the unique needs of each region including populations disproportionately at risk, availability of additional resources, and where the ORE-DAP program sits within their broader homelessness response system, all of which may differ greatly from region to region.
4. Increased coordination between OHCS and ORE-DAP grantees to identify regional policies in place regarding repeated access to ORE-DAP services. Through collaboration with grantees, OHCS is aware that some have implemented policies or procedures that limit households from accessing services through ORE-DAP, regardless of need, if they have previously been served by the program. While the ORE-DAP program does not require limitations on repeated access, OHCS aims to better understand the policies put in place across regional programs, and the effectiveness of these policies. Using available HMIS data, OHCS will track the rates of recurring use and – if possible – the reasoning for the household’s return.
5. Explore further increasing the overall average rate of direct financial assistance for the ORE-DAP program in the 27-29 biennium, especially as findings from collaborative discussions with grantees help determine how to sustain program administration and other program infrastructure needs.

Timeline for Implementation

OHCS has already directed ORE-DAP grantees to implement cost containment measures for year one of the 25-27 biennium. These measures are reflected in the grant agreements with Community Action Agencies (CAAs) and Culturally Specific Organizations (CSOs) and are monitored to ensure accountability. Per OHCS’ recommendations outlined in this report, these cost containment measures will be continued for year two of the biennium. In addition, the recommendation is to begin initial implementation of the additional recommended improvements beginning in year two of the biennium, recognizing that full implementation of these improvements may not happen until the 27-29 biennium.

Conclusion

The number of evictions in Oregon is on the rise statewide, with thousands of Oregonians continuing to become homeless each year. The Oregon Eviction Diversion and Prevention (ORE-DAP) program is well positioned to respond to this crisis, but funding reductions limit its overall impact. During the 23-25 biennium, over 24,800 households were served. In 25-27, an expected 7,255 households will receive ORE-DAP services. While Oregon Housing and Community Services (OHCS) implemented cost containment strategies for year one of the 25-27 biennium to serve as many households with direct financial assistance as possible, these strategies may limit the effectiveness of reducing inflows into *homelessness*. With the high costs of homelessness – both socially and financially – investing in effective strategies to serve households most at risk of homelessness is a critical intervention. While OHCS recognizes the increased interest in continuity across grantees, the findings from this report recommend:

1. The addition of outcome measures that better capture the effectiveness of reducing inflows into homelessness;
2. Incorporation of a regional planning process to identify at-risk populations and leverage existing infrastructure in local communities;
3. Continued collaboration with grantees to reassess rates of direct financial assistance to infrastructure, to retain individual flexibility where possible;
4. Increased coordination with grantees to study rates of repeated use of the ORE-DAP program and the regional policies and procedures put in place that may limit these returns; and
5. Exploration of further increasing the overall average rate of direct financial assistance to infrastructure in the 27-29 biennium.

It is through these strategies that OHCS believes the ORE-DAP program will best and most cost effectively prevent as many Oregonians as possible from entering or reentering into homelessness.

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