

Phoenix's Strategic Plan to Address Homelessness



DRAFT



City of Phoenix

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Message from the Mayor

Dear Neighbors,

Everyone in Phoenix deserves to live with dignity and stability. Homelessness and housing insecurity are urgent challenges affecting families and communities across the country, and Phoenix is no exception. Since taking office, I've made it a top priority to expand housing options and strategically confront homelessness. This crisis cannot wait. That's why the City of Phoenix is committed to creating and investing in long-term solutions that serve all residents.

We've fundamentally changed how Phoenix addresses homelessness. In 2022, with strong support from the City Council, we established the Office of Homeless Solutions (OHS) to lead our efforts. Now, instead of simply funding services, the City delivers them directly. This shift has increased accountability and produced real results.

In just three years, OHS has completed ten major projects, adding more than 1,200 new shelter beds and 300 safe outdoor spaces. These investments reflect our commitment to building a system that meets people where they are and helps them move forward.

Over the past ten months, OHS, with support from Bloomberg Associates, conducted a comprehensive assessment of our current landscape, identified gaps and opportunities, and engaged the community in shaping a bold new plan to prevent and end homelessness. I'm proud to share this updated plan with you and look forward to working together to create lasting change.

Sincerely,

Mayor Kate Gallego

Background

In 2020, Phoenix released its first homelessness plan—Strategies to Address Homelessness. That plan was released in a moment in time when, due to the covid pandemic, cities across the country were put to the test. Efforts to support the most vulnerable residents were implemented but unsheltered homelessness continued to rise across the country. Since launching its strategic homelessness plan in 2020, the City of Phoenix has made substantial progress in expanding shelter and housing capacity, transforming its outreach approach, and improving service coordination. The creation of the Office of Homeless Solutions (OHS) was a pivotal change that elevated Phoenix’s role from funder to direct service provider and regional leader. These efforts laid the groundwork for a more effective, responsive, and accountable system. With strong collaboration from community partners, the City of Phoenix launched a range of innovative projects and strategies to address homelessness. Understanding this recent progress—

much of which is ongoing—is essential context for the updated strategic plan, which is designed to build on and strengthen these efforts.

The initiatives implemented since the adoption of the 2020 plan, have resulted in significant strides in advancing the City’s homelessness response. The work has led to meaningful progress, including moving more individuals from unsheltered homelessness into temporary accommodations and shelters. In any large complex city, challenges continue to emerge and it’s essential that a homelessness response is able to adapt. As the City builds on its progress, there is a growing need to focus on preventing homelessness before it occurs and increasing long-term, permanent solutions.

City Accomplishments

Shelter Expansion

To meet urgent shelter needs and connect more people with stability, the City invested heavily in increasing bed capacity:

- Over 1,800 temporary and permanent shelter beds and temporary housing units were added between 2022 and 2025.
- The Washington Respite and Phoenix Navigation Centers opened as a City-owned facilities offering emergency shelter and wraparound services for up to 480 people.
- Additional shelters, such as Central Arizona Shelter Services Haven, and Rio Fresco and North Mountain Healing Centers, were launched to address diverse needs.

Encampment Engagement and Resolution

Phoenix prioritized a strategic approach to encampments, combining sustained outreach with shelter options:

- In the Key Campus area, 15 city blocks were cleared of encampments.
- Through a successful multi-tiered strategy that included improved outreach services, enhanced shelter capacity and coordinated management, the City cleared the area using a block by block approach.
- Outreach teams engaged 718 individuals; 590 accepted alternative placements.
- The City created the Safe Outdoor Space as an alternative to an indoor shelter environment, offering on-site supportive services.

Enhanced Outreach

To improve engagement and outcomes, Phoenix restructured its outreach system and introduced new diversion strategies:

- Homelessness Liaisons were assigned to each City Council district and designated City departments to strengthen community-based outreach.
- The Phoenix Community Court was launched in 2024, offering legal alternatives that emphasize treatment and services.
- Cross-department collaboration and behavioral health partnerships supported more targeted interventions.



Heat Response and Supportive Services

Recognizing the risk of extreme heat, the City expanded access to lifesaving services:

- In Summers 2024 and 2025, the City operated extended hours cooling centers and a 24/7 respite center to support heat response. A contracted provider offered on-site navigation, case management services, and connections to appropriate resources.
- 600+ individuals were placed into shelter directly from the 24/7 Burton Barr Library respite site alone.
- Implementation of the naloxone program, making free kits available at City-owned shelter sites to help prevent death from opioid overdose.

Reducing Barriers and Improving Access

Phoenix implemented solutions to make its homelessness response more accessible and person-centered:

- A property storage program was created to support personal dignity and reduce barriers to shelter entry.
- Created spaces allowing for pets and partners, reducing barriers.

Housing Development and Affordability Measures

Longer-term housing solutions remain central to the City's strategy:

- New projects were launched on City-owned parcels, including Helen Drake Village and developments at Central and Columbus.
- Hotel purchase for conversion into 126 units of affordable housing.
- Zoning reforms allowed for Accessory Dwelling Units (ADUs) and reduced parking minimums.
- A Landlord Incentive Program engaging 900+ landlords.
- Protections were strengthened by prohibiting source-of-income discrimination supporting access to affordable housing.



Phoenix by the Numbers

The 2025 Point-in-Time (PIT) Count, conducted by the Maricopa Association of Governments, identified 9,734 individuals experiencing homelessness across Maricopa County on the night of January 27, 2025. Of those, 5,207 people were unsheltered.

In the City of Phoenix, 7,275 individuals were counted as experiencing homelessness, including 3,761 unsheltered individuals. This figure includes those residing in the Safe Outdoor Space, a structured outdoor site managed by the City but categorized as unsheltered under federal guidelines. Meanwhile, the number of sheltered individuals in Phoenix declined by 14%, dropping from 4,097 in 2024 to 3,514 in 2025, due in large part to the expiration of federal funding that had supported more than 1,000 shelter beds across the region.

This increase in unsheltered homelessness follows a period of notable progress. In 2024, Phoenix achieved a 19% reduction in unsheltered homelessness and a 15% increase in shelter placements—the only major city in Maricopa County to show improvement in both metrics. These gains were the result of expanded outreach, the addition of high-quality shelter beds, and the creation of structured transitional spaces such as the Phoenix Navigation Center and Safe Outdoor Space.

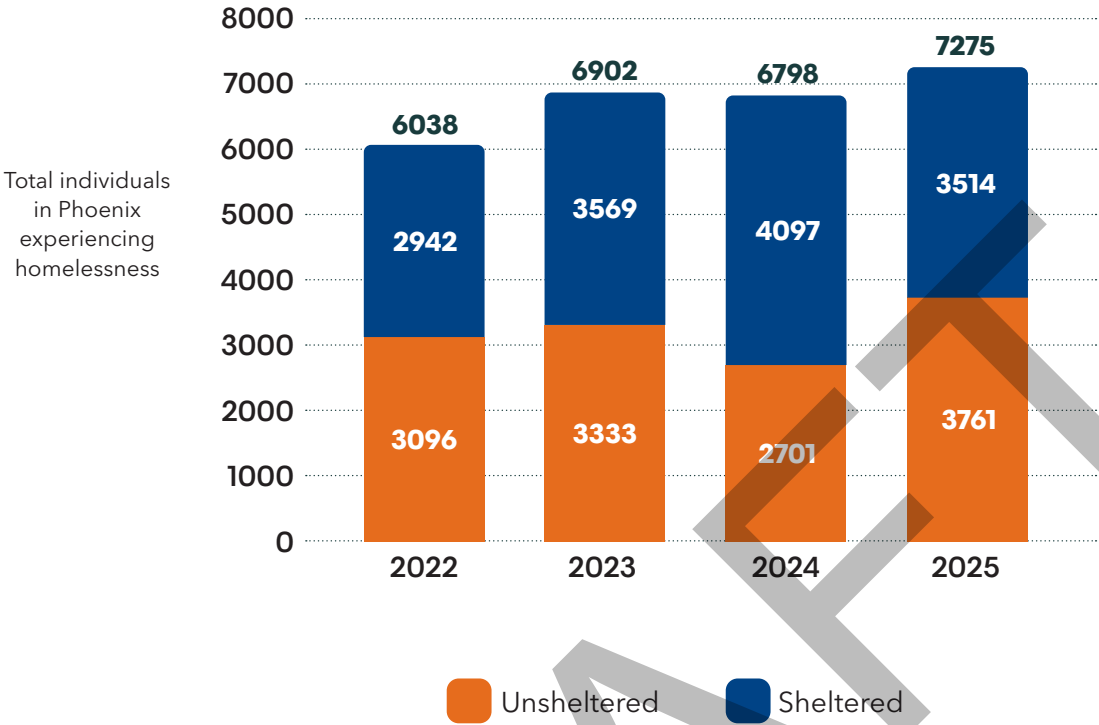
Phoenix remains committed to both immediate response and long-term solutions. It maintains a strong focus on encampment engagement, shelter expansion and will be placing greater emphasis on preventing homelessness and strengthening and accelerating pathways from temporary settings into permanent housing.

Progress Amid Regional Challenges

While homelessness has continued to rise across Maricopa County, Phoenix has outpaced regional trends in shelter access and placement. These efforts demonstrate a sustained commitment to expanding services, enhancing coordination, and ensuring long-term pathways out of homelessness.



PIT COUNT DATA FOR PHOENIX



Impact on Data Trends

The following data represents information from the 2024 Calendar Year and serves as a baseline that will be used to measure success in each activity.

6,800 Number of People Entering the Homeless System for the First Time

25% Percentage of People who Return to Homelessness

122 Days Average Length of Stay in Shelter

30% Positive Exits from Shelter



Vision

No one in Phoenix should experience homelessness, and no community should feel its negative effects. The City of Phoenix will strive to prevent homelessness when we can, make it brief when it happens, and keep people stable in housing with the supports they need.

Goals

1.

Decrease number of people who become homeless (Prevention)

2.

Decrease number of people in an unsheltered situation or in shelter (Safety/Coordination)

3.

Reduce length of time in shelter or in an unsheltered situation (Safety/Coordination)

4.

Increase housing options and placements (Housing)

5.

Increase awareness and effectiveness of available services (Accountability)

Plan Development Process

The City of Phoenix embarked on a ten-month process to solicit feedback and develop initiatives that will help achieve its vision. The process kicked off with a brainstorming session that allowed the City to reflect on its work, get reenergized and chart a path forward for a plan refresh. Input from system leaders, such as the Strategies to Address Homelessness Task Force and the Continuum of Care (CoC) Lived Experience Workgroup, have been critical in shaping the final recommendations. The City also hosted two public meetings, developed a public survey, conducted close to 50 individual interviews and held numerous input sessions to engage the community and develop a plan that responded to neighborhood concerns.

5 Key Focus Areas

Prevention



Preventing people from becoming homeless

Target and expand early intervention efforts and housing-focused reentry services for those exiting the justice or behavioral health systems.

Neighborhood Safety



Safety for the neighborhood and for people experiencing homelessness

Develop a coordinated, humane enforcement approach that supports outreach and shelter access while clarifying rules around public space use. Strengthen the shelter system through investments in staffing, streamlined housing placements, and a weather relief facility to improve safety, responsiveness, and positive outcomes.

Coordination



Better coordination with other systems such as behavioral health services and employment

Expand access to integrated behavioral health and medical care for unsheltered individuals by embedding specialists in outreach and shelter teams, and coordinating funding streams. Strengthen system accountability and invest in provider capacity, while connecting shelter residents to employment through job training and dedicated support services.

Housing



Dedicated housing for individuals and families experiencing homelessness

Use systemwide modeling to guide allocation of emergency shelter to permanent housing by assessing capacity, needs and prioritizing supportive housing, rental assistance, and affordable development. Secure sustainable funding, streamline housing placements, and expand options like supportive housing, rental subsidies, and innovative housing models to reduce time spent on the street and in shelter.

System Accountability



Improved accountability and transparency for City services and providers

Enhance coordination, transparency, and accountability across the City managed homelessness response system by expanding real-time reporting tools, strengthening cross-department efforts, and building workforce capacity. Improve community engagement through regular updates, education, and partnerships, while using data-driven evaluation and diversified funding to guide and sustain impact.

Overview of Key Strategies

Prevention

Preventing homelessness has many benefits for individuals and communities by avoiding the trauma of homelessness. There are numerous structural issues that continue to plague big cities like Phoenix, for example the dramatic increase in housing prices coupled with a lack of housing supply and inflation. Despite these challenges, many people find a way to make it work. For those living on the edge, small investments in prevention can have big returns. Through targeted investments that are easy to distribute quickly in the time of crisis, the City can support people who need it the most and prevent homelessness before it happens.

INITIATIVE 1:

Utilize Data to Identify Individuals Most at Risk of Becoming Homeless

The City will partner with agencies and use predictive analytics and administrative data to identify the most vulnerable households. This data will be used to better target funding and social support to align with City priorities and provide assistance before a housing crisis.

INITIATIVE 2:

Access to Flexible Prevention Funding

Flexible prevention for vulnerable households in the community to prevent homelessness from occurring and keep people housed during a crisis.

INITIATIVE 3:

Help People Reunite with Family and Friends

The City will work to reconnect people with family or friends expanding diversion and rapid exit strategies to help people who may be able to reunite family and friends when appropriate.

INITIATIVE 4:

Help Individuals Who are Justice Involved Find Work and Housing

Discharge planning and connecting services to people who are being released from the justice system.



IMPACT OUTCOMES

- Increase Funding Available for Prevention, Diversion, and Flexible Funds
- Reduce Number of People Who Experience First Time Homelessness
- Increase Number of People Diverted from the Homelessness Response System

ADDITIONAL AREAS

Neighborhood Safety

Coordination

Housing

System Accountability

Overview of Key Strategies

Neighborhood Safety

Phoenix is committed to implementing a comprehensive approach to homelessness. In Phoenix, that means respecting individuals’ need for dignity and support while also empowering personal responsibility. Maintaining safety for all residents is a critical part of the homelessness response. The City is committed to maintaining the safety and wellbeing of all members of the community.

INITIATIVE 1:

Develop a Streamlined Process for Enforcement that Balances Services with Enforcing Existing Laws

Community safety is important for all people living in the City of Phoenix. All community members deserve to feel safe in their neighborhood and to be able to use public facilities for their intended purpose.

INITIATIVE 2:

Real Time Referral Tool for Outreach Workers

Create a dashboard of shelter bed availability for outreach workers and service providers to reduce shelter referral time and develop simpler protocols for admitting clients.

INITIATIVE 3:

Improve Shelter Performance and Invest in Quality

Improve the quality and performance of City-funded shelters by creating more opportunities for people to exit to housing, maintaining low barriers to entry and having the capacity to serve high needs populations. The City will continue to invest in staffing and supportive services to support improved outcomes from shelter.

INITIATIVE 4:

Weather Relief Planning

Invest in weather relief solutions such as a facility equipped with air conditioning, water, and trained staff to handle extreme temperatures.



IMPACT OUTCOMES

- Increase Number of Outreach Contacts
- Increase Number of People Referred to Shelter from Outreach
- Increase Number of People Served at Heat Relief Sites and Connected to Services

ADDITIONAL AREAS

Neighborhood Safety

Coordination

Housing

System Accountability



Overview of Key Strategies

Coordination

Making sure residents are connected to all the services Phoenix offers is a critical part of the City's strategy. The City will seek partnerships and coordination of care to expand access to behavioral health and medical care for unsheltered individuals. By strengthening system accountability and investing in provider capacity, the City can better connect individuals in shelter to employment through job training and dedicated support services. With dedicated staff and a focus on coordination, the City can effectively support the community.

INITIATIVE 1:

Better Access and Connection to Behavioral Health Supports

Strengthen access to substance use and mental health treatment within the homelessness response team. Connect to existing resources or create services in homelessness response system. Seek to improve accountability measures across the systems of care.

INITIATIVE 2:

Shelter and Housing for High Need Individuals

Ensuring the right blend of services for individuals who have high-needs and have been experiencing long-term homelessness. Creating shelter and housing interventions that can address complex conditions and reduce cycling through emergency and homelessness response systems.

INITIATIVE 3:

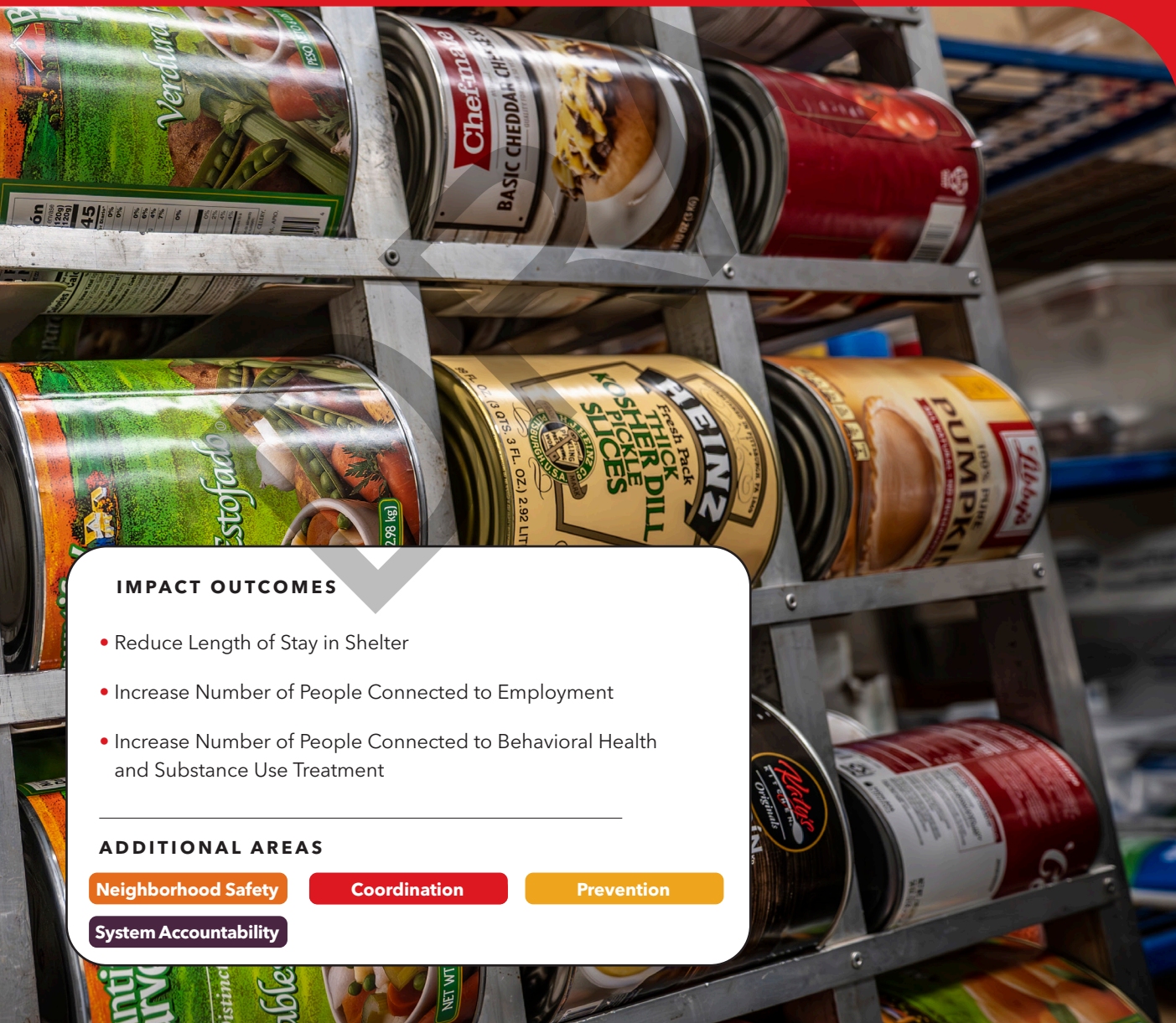
Increase Capacity and Quality of Services Provided

Implement strategies and programming to provide additional support for providers and maintain high quality services across City-funded projects.

INITIATIVE 4:

Better Connections to Job Training and Employment Opportunities for Individuals Experiencing Homelessness

Expand access to supportive and employment opportunities in shelter and housing programs.



IMPACT OUTCOMES

- Reduce Length of Stay in Shelter
- Increase Number of People Connected to Employment
- Increase Number of People Connected to Behavioral Health and Substance Use Treatment

ADDITIONAL AREAS

Neighborhood Safety

Coordination

Prevention

System Accountability

Overview of Key Strategies

Housing

Safe and affordable housing is a cornerstone of addressing homelessness. Lack of affordable housing is a key driver in the rise of homelessness. The City has accomplished many of its housing goals, however there is still more to be done. Evidence shows that different housing models are successful with different populations. The City will continue to advocate for sustainable funding for housing while exploring new models and innovative ways of supporting people experiencing homelessness to find housing stability.

INITIATIVE 1:

Conduct a Systemwide Modeling of Inflow and Outflow to Determine Shelter and Housing Capacity Need

Use system and cost modeling to help identify the needs of individuals using services to ensure the right blend of shelter and housing investments. Balance investment in shelter and services, and prioritize permanent housing.

INITIATIVE 2:

Stable Funding for Comprehensive Supportive Services for People Exiting Homelessness to Housing

Stabilize funding for comprehensive support services that allow continued successful programming and ensure people do not return to homelessness. Ongoing funding is needed to continue successful programming and close service gaps.

INITIATIVE 3:

Improving Outcomes and Placements From Shelter

Supports not only positive exits to housing from shelter, but streamlining those placements allows the City to serve more unsheltered people in the community by increasing shelter capacity at the same time.

INITIATIVE 4:

Develop New Housing Models

Develop new housing models that make it easier for individuals and families experiencing homelessness to find and rent housing. Expand housing models and interventions such as master leasing and shared housing to make it a seamless process for individuals experiencing homelessness to attain housing in the community.

INITIATIVE 5:

Invest in Permanent Housing

Increase permanent housing, housing in which rental assistance and supportive services are provided to assist households with a disability in achieving stability. Use system modeling and data driven decision making to determine the level of need in Phoenix. Determine how much supportive housing investment is needed for high needs, complex households who may require both a rental subsidy and support services to attain and sustain housing.

INITIATIVE 6:

Advocate for More Housing Vouchers

Advocate for increased rental subsidies and housing vouchers to support households who may need ongoing rental support in order to stay housed.



IMPACT OUTCOMES

- Increase Supportive Services Available to People in Housing to Reduce Evictions and Support Stability
- Increase Number of Units Available for 0-30% AMI
- Improve Positive Exits from City-funded Shelters

ADDITIONAL AREAS

Neighborhood Safety

Prevention

Housing



Overview of Key Strategies

System Accountability

The City of Phoenix is committed to improving system operations. The City recognizes the need for greater transparency and efficiency both for providers and City staff.

The City will focus on establishing consistent metrics aligned with its strategic and service goals, which includes improved public outreach and communications, and continued coordination across government departments.

INITIATIVE 1:

Improvements to PHX C.A.R.E.S.

PHX C.A.R.E.S is the City's coordinated response for neighborhoods and individuals experiencing homelessness that offers education, resources, and encampment cleanups. Expand C.A.R.E.S. protocols to maintain the City's coordinated response to reports from the community.

INITIATIVE 2:

Improve Coordination Across City Departments

Continue to improve coordination across all City departments, specifically to ensure that City responses to encampments, street cleanups, and parks are aligned and effective.

INITIATIVE 3:

Improve Training and Support for Staff

Strengthen workforce through training opportunities to improve services delivered.

INITIATIVE 4:

Neighborhood Outreach and Education

Continue to coordinate with and strategically expand connection to neighborhood groups, businesses, and faith organizations for programming and presentations to ensure residents are aware of the City's efforts and resources available. Conduct more neighborhood outreach with opportunities to provide updates, answer questions and share ways to support the City's efforts.

INITIATIVE 5:

Data Collection on Key Indicators

Develop systemwide data collection and key indicators of performance to ensure our investments are achieving our goals and share those results with internal and external partners.

INITIATIVE 6:

Evaluation of Performance

Evaluate performance of City-funded services and investments, both internal and external.

INITIATIVE 7:

Cultivate Private Partnerships

Create a diversified funding strategy and leverage multi-sector partnerships.

INITIATIVE 8:

Enhance and Promote Healthy Giving Strategies

Continue to enhance and promote Healthy Giving to create opportunities for individuals and volunteers to give their time and resources in ways that minimize any inadvertent negative consequences in the community.



IMPACT OUTCOMES

- Increase Employment and Workforce Training Opportunities in City-funded Shelters
- Improve Community Perception of PHX C.A.R.E.S. Through Communication and Engagement Regarding Case Outcomes
- Increase Private/Public Partnership Endeavors

ADDITIONAL AREAS

Neighborhood Safety

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Using System Modeling to Improve Homelessness Planning

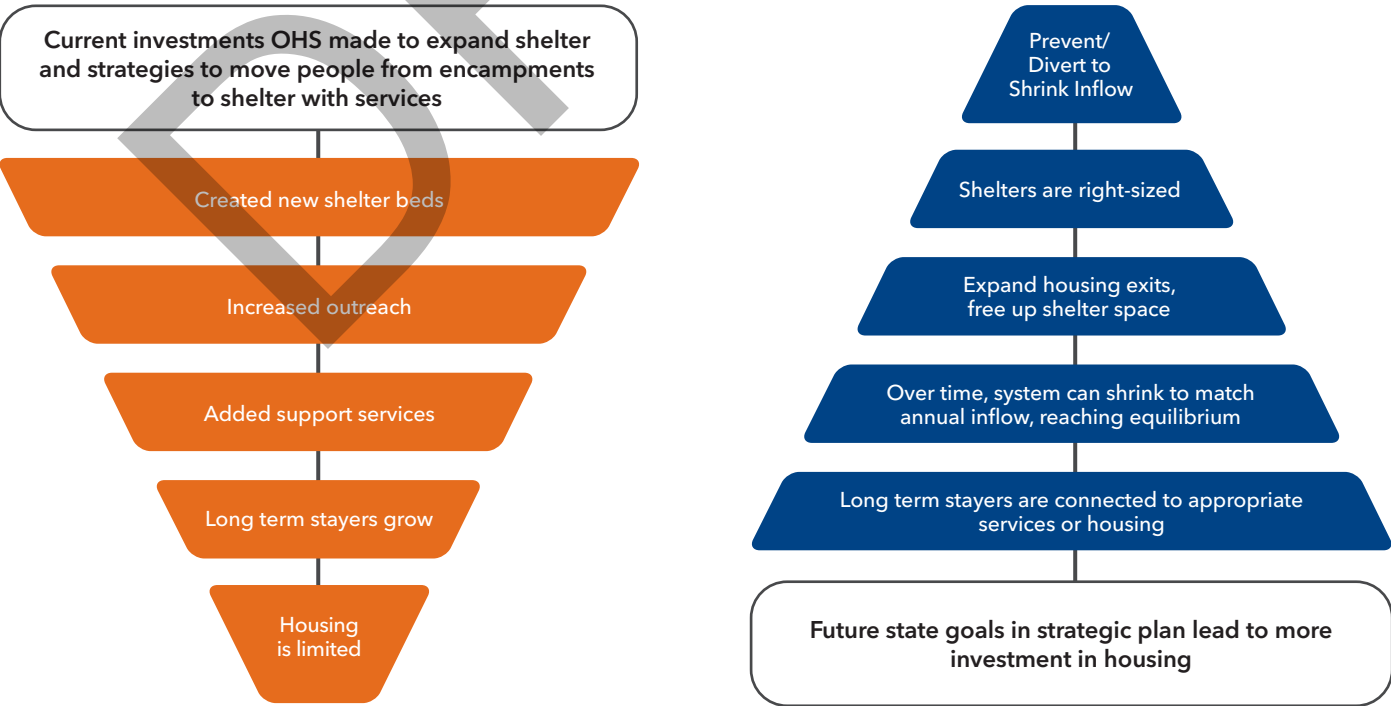
To support long-term planning and drive system transformation, the City of Phoenix and its planning partner, Bloomberg Associates, are collaborating with system experts to develop a model that offers a clearer picture of how people move through the homelessness response system. This modeling effort is intended to help Phoenix, and the Maricopa Regional Continuum of Care (CoC) assess who is using the services in the community and balance investments to meet the needs of people who are homeless.

System modeling helps visualize and analyze the full range of services, from prevention and outreach to shelter, housing, and long-term stability. It shows how individuals and families navigate through the system, how long they stay in each stage, and where gaps or delays may occur. Just as important, it enables communities to test "what if" scenarios—such as expanding permanent housing or increasing prevention efforts—and estimate the potential impact of those changes over time. This gives decision-makers a practical, data-informed tool to guide policy, set priorities, and invest resources where they will make the biggest difference.

As Phoenix refines its homelessness strategy, the ongoing system modeling work provides a valuable foundation for setting priorities and guiding investment. By highlighting where the system is under strain and where interventions can have the greatest impact, the analysis will support the development of more targeted, data-driven strategies. These insights will help the City strengthen the overall system and work toward a more balanced system—one that addresses immediate crisis needs while informing, and bolstering, long-term solutions like prevention and permanent housing to better serve the community.

To reduce homelessness, exits from the homelessness response system must outpace the inflow of people entering or reentering the homeless system and long term stayers who are defined as chronically homeless or in the system for more than a year. The system model maps shown below illustrate the investments made by the Office of Homeless Solutions to expand shelter availability. The goals outlined in the refreshed plan will develop efficiencies in existing shelter inventory and expand interventions such as diversion, rapid exits, and housing to improve outcomes to create a more balanced system.

SYSTEM MODEL MAP





Call for Sustainable Funding

To fully realize the goals outlined in this plan, Phoenix must continue to secure and grow sustainable funding across multiple sources. This includes at a minimum sustained, ideally expanded, investment from local, state, and federal partners, as well as new sources of support from private and philanthropic contributors. Committed funding mechanisms—such as regional sales tax initiatives—can create the financial stability needed to scale solutions, preserve and grow affordable housing, and bring innovative ideas to life. Without strong and predictable resources, the system cannot evolve beyond crisis response.

To build a future where homelessness is rare, brief, and non-recurring, we must collectively invest in the tools and infrastructure that make lasting impact possible.

Implementation Timeline for the Initiatives

Prevention

INITIATIVE 1: Utilize Data to Identify Individuals Most at Risk of Becoming Homeless

INITIATIVE 2: Access to Flexible Prevention Funding

INITIATIVE 3: Help People Reunite with Family and Friends

INITIATIVE 4: Help Individuals Who Are Justice Involved Find Work and Housing

Neighborhood Safety

INITIATIVE 1: Develop a Streamlined Process for Enforcement that Balances Services with Enforcing Existing Laws

INITIATIVE 2: Real Time Referral Tool for Outreach Workers

INITIATIVE 3: Improve Shelter Performance and Invest in Quality

INITIATIVE 4: Weather Relief Planning

Coordination

INITIATIVE 1: Better Access and Connection to Behavioral Health Supports

INITIATIVE 2: Shelter and Housing for High Need Individuals

INITIATIVE 3: Increase Capacity and Quality of Services Provided

INITIATIVE 4: Better Connections to Job Training and Employment Opportunities for Individuals Experiencing Homelessness

Housing

INITIATIVE 1: Conduct a Systemwide Modeling of Inflow and Outflow to Determine Shelter and Housing Capacity Need

INITIATIVE 2: Stable Funding for Comprehensive Supportive Services for People Exiting Homelessness to Housing

INITIATIVE 3: Improving Outcomes and Placements from Shelter

INITIATIVE 4: Develop New Housing Models

INITIATIVE 5: Invest in Permanent Housing

INITIATIVE 6: Advocate for More Housing Vouchers

System Accountability

INITIATIVE 1: Improvements to PHX C.A.R.E.S

INITIATIVE 2: Improve Coordination Across City Departments

INITIATIVE 3: Improve Training and Support for Staff

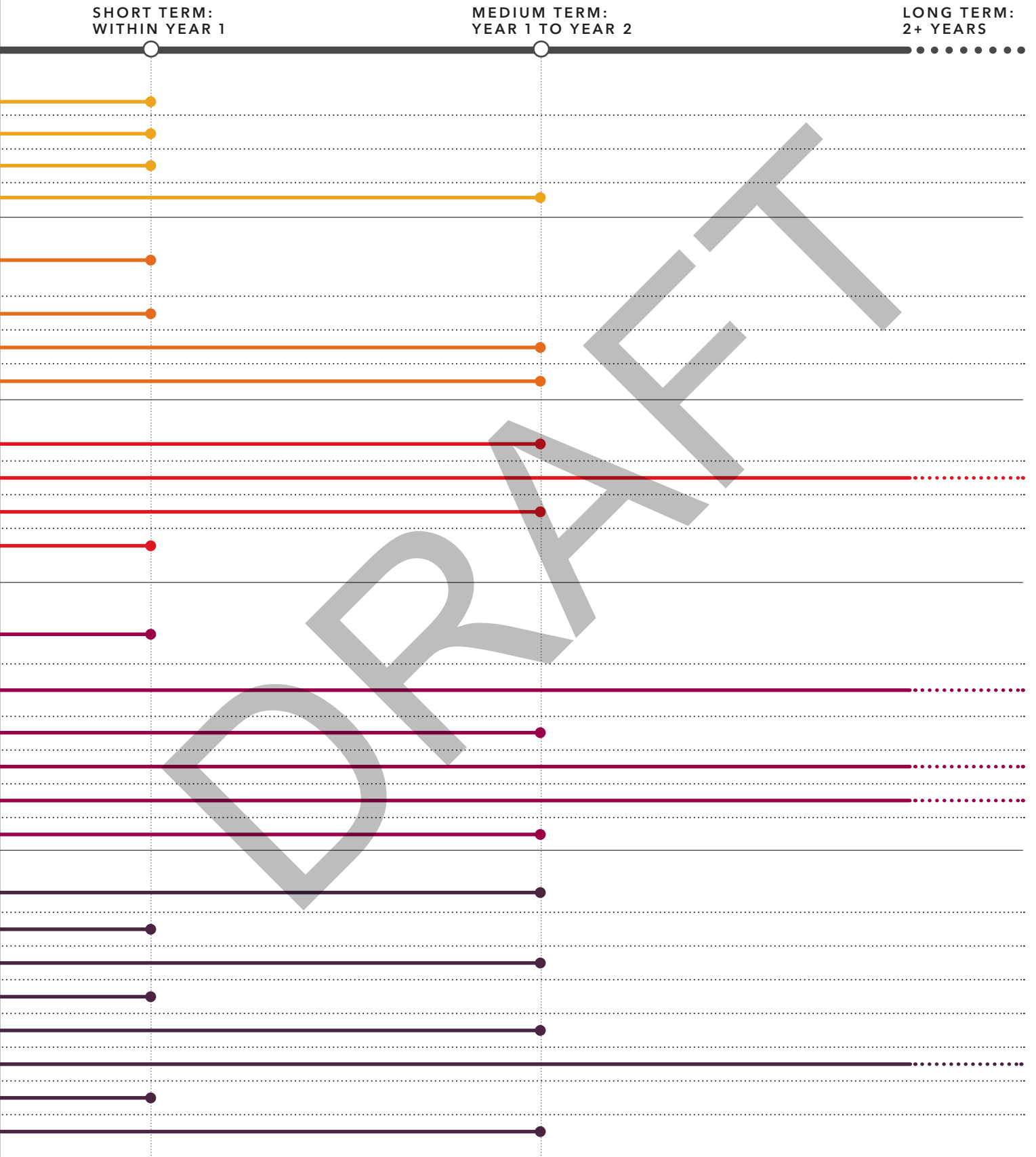
INITIATIVE 4: Neighborhood Outreach and Education

INITIATIVE 5: Data Collection on Key Indicators

INITIATIVE 6: Evaluation of Performance

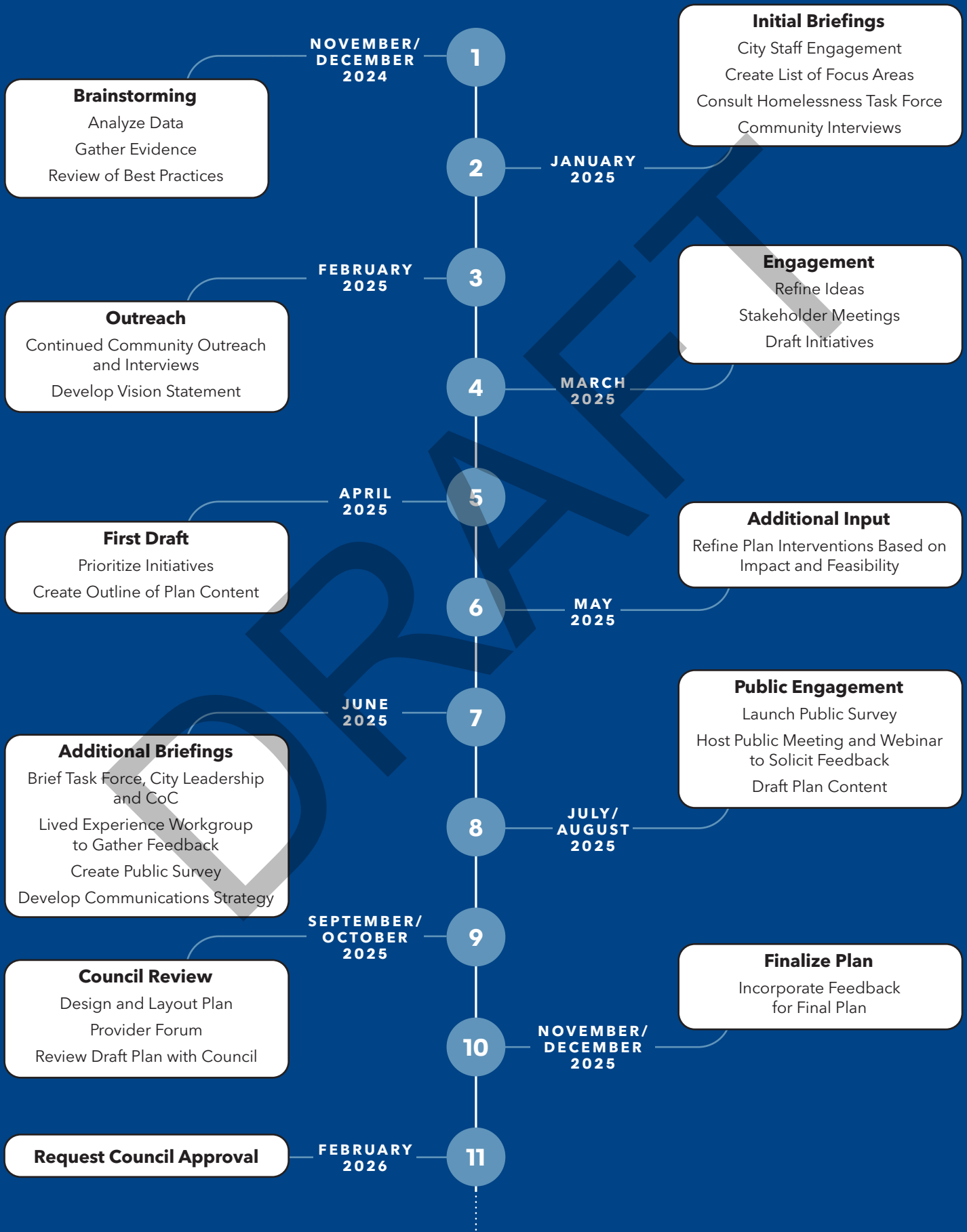
INITIATIVE 7: Cultivate Private Partnerships

INITIATIVE 8: Enhance and Promote Healthy Giving Strategies



Plan Refresh Timeline

Office of Homeless Solutions



Conclusion

This strategic plan reflects the City of Phoenix's unwavering commitment to addressing homelessness with urgency, compassion, and a long-term vision. It builds on years of innovation, collaboration, and learning—recognizing both the progress achieved and the challenges still ahead. Through the development of diverse shelter options, enhanced outreach and engagement, strengthened partnerships and procurement practices, the advancement of innovative prevention and housing strategies, and the reinforcement of data systems, Phoenix is working to build a homelessness response system that not only addresses crises, but also prevents homelessness and shortens the path to permanent stability.

Yet plans alone do not create change. Lasting progress will depend on the City's ability to act decisively, adapt to evolving needs, and stay aligned across City agencies, nonprofit partners, and the broader community.

This plan is a roadmap—not a finish line. It calls on every sector to remain engaged, share responsibility, and help shape a system that is more balanced, effective, and rooted in dignity.

Acknowledgments

The Office of Homeless Solutions wishes to express our deep gratitude to community members and service providers who took the time to attend our public meetings, provide feedback or participate in round table meetings as our office developed this plan.

The implementation of this plan will take the will of the entire community and we are grateful to work in a community that values strategic solutions to address one of society's most complex problems.

We truly appreciate your thoughtful comments and the time you took to work with us on this important plan. Your participation is valued.

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City of Phoenix