

## Council work session agenda

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**Tuesday, June 15, 2021**

**2:00 PM**

**<https://zoom.us/j/471155552> or  
877-853-5257 (toll free)**

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**Revised 6/14**

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### **2:00 Call to Order and Roll Call**

#### **Work Session Topics:**

2:05 Clackamas County SHS Local Implementation Plan [21-5562](#)

Presenter(s): Patricia Rojas, Regional Housing Director  
Sonya Fischer, Clackamas County Commissioner  
Jill Smith, Housing Authority of Clackamas County  
Vahid Brown, Housing Authority of Clackamas County

Attachments: [Work Session Worksheet](#)  
[Clackamas County LIP](#)  
[SHSOC Clackamas County LIP Considerations](#)  
[Draft Resolution No. 21-5173](#)

3:05 Rose Quarter Updates [21-5569](#)

Presenter(s): Margi Bradway, Metro  
Eliot Rose, Metro

Attachments: [Work Session Worksheet](#)  
[ISRQ Values and Outcomes](#)  
[ICA RQ Slides](#)

4:05 Adopted Council Budget Work Session

[21-5571](#)

Presenter(s): Marissa Madrigal, Metro  
Brian Kennedy, Metro

Attachments: [Council Summary Document](#)

**4:50 Chief Operating Officer Communication**

**4:55 Councilor Communication**

**5:00 Adjourn**

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬស្នើសុំទទួលបានកាតបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។ បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក។

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**Clackamas County SHS Local Implementation Plan**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, June 15, 2021



## SUPPORTIVE HOUSING SERVICES: CLACKAMAS COUNTY LOCAL IMPLEMENTATION PLAN WORK SESSION

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Date: May 27, 2021  
Department: Planning & Development  
Work Session Date: June 15, 2021

Prepared by: Craig Beebe,  
[craig.beebe@oregonmetro.gov](mailto:craig.beebe@oregonmetro.gov)

Presenters: Patricia Rojas, Regional  
Housing Director; Clackamas County  
Commissioner Sonya Fischer; Jill Smith  
and Vahid Brown, Housing Authority of  
Clackamas County  
Length: 60 min.

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### ISSUE STATEMENT

On May 19, 2020, greater Portland voters approved Measure 26-210, establishing Metro's regional supportive housing services program to address homelessness and help people find and keep safe, stable, affordable housing across the region.

This program brings a groundbreaking level of regional coordination and scale to address this regionwide challenge. Each of the Metro area's three counties are responsible for developing a local implementation plan through inclusive engagement with community and local practitioners, analysis of local conditions and needs, and developing a framework for planned investments. As described in the Supportive Housing Services measure and work plan, these plans are high-level frameworks built with a racial equity lens to initiate implementation of the measure within each county, with additional details to be worked out in the months and years ahead.

On April 13, the Clackamas County Board of Commissioners, acting in its authority as the county's housing authority board, approved the county's Local Implementation Plan for review by Metro and the Regional Oversight Committee. Following a Metro staff review, the plan was submitted to the oversight committee for discussion at its May 24 meeting. Following a presentation from county staff and robust discussion of its strengths, the committee unanimously recommended the plan for approval by the Metro Council.

At Council's June 15 work session, Clackamas County Commissioner Sonya Fischer, who serves as the county's liaison to the Regional Oversight Committee, will join County staff and Metro Regional Housing Director Patricia Rojas to engage in a discussion with Council about the engagement and analysis that shaped the Clackamas County Local Implementation Plan, and the strategies it proposes to address local needs and advance regional outcomes.

### ACTIONS REQUESTED

This work session is intended to help prepare the Metro Council for its June 24 meeting, in which Council will consider adoption of Resolution No. 21-5173. If adopted, this resolution would approve the Clackamas County Local Implementation Plan as consistent with regional requirements, and direct staff to incorporate it into an intergovernmental

agreement with the county, which would later be considered for adoption by the county and Metro Council. Additionally, the Council would acknowledge any considerations attached by the Regional Oversight Committee to its recommendation of the plan.

## **IDENTIFIED POLICY OUTCOMES**

Local Implementation Plans are described in Section 6 of the Supportive Housing Services measure referred to voters by the Metro Council in February 2020 and approved by voters that May. In referring the measure, the Metro Council recognized the unique needs of each county and stated its policy that "there be sufficient flexibility in implementation to serve the needs of residents, communities, and those receiving Supportive Housing Services."

After several months of work with the Stakeholder Advisory Committee, jurisdictional partners and other stakeholders, on December 17, 2020 the Metro Council adopted a series of resolutions and ordinances to implement the Supportive Housing Services measure, including Resolution No. 20-5148, adopting the Supportive Housing Services Program Work Plan ("Work Plan"); Ordinance No. 20-1452, codifying the programmatic aspects of the Measure in Title XI of the Metro Code; Ordinance No. 20-1453, codifying the requirements, membership, and responsibilities of the Supportive Housing Services Regional Oversight Committee in Chapter 2.19 of the Metro Code; and Ordinance No. 20-1454, codifying the enforcement, collection, and implementation of the income taxes imposed by the Measure in Chapters 7.05, 7.06, and 7.07 of the Metro Code.

The Metro Council has directed that Local Implementation Partners must have an approved Local Implementation Plan in order to receive Supportive Housing Services funds. Metro's work plan further defines Local Implementation Plans' purpose, process of development and review, and required elements, including "local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services Program." (These requirements are listed in detail in the "Background" section below.)

Council's direction has established Local Implementation Plans as high-level frameworks that establish local priorities and actions based on identified gaps and regional outcomes. Recognizing how systemic racism is reflected in racial disparities in the region's homelessness and housing crisis, the plans are required to be developed through inclusive community engagement that centers the voices of Black, Indigenous and people of color communities as well as people with lived experience of homelessness and housing instability. The plans also commit Local Implementation Partners to be accountable for tracking and reporting on regionally-identified outcomes, particularly racial equity outcomes.

## **POLICY OPTIONS FOR COUNCIL TO CONSIDER**

Through the adoption of Resolution No. 21-5173, the Metro Council would accept the Regional Oversight Committee recommendation that Clackamas County's Local Implementation Plan meets regional requirements described in the measure and program work plan. If the Council approves that recommendation, Metro staff would incorporate the Local Implementation Plan into an intergovernmental agreement with the county, which will be considered for adoption by Clackamas County and the Metro Council prior to the beginning disbursement of Supportive Housing Services funds to the county.

If the Metro Council does not approve the Clackamas County Local Implementation Plan, it could direct staff instead to work with Clackamas County to address concerns Council may raise. If this would require a modification of the plan, it may necessitate additional community engagement, action by the local advisory body and the Board of County Commissioners, and review by the Regional Oversight Committee before an intergovernmental agreement can be completed. This could lead to a delay in initiating program implementation in Clackamas County.

The Metro Council may also consider approving the plan while also attaching additional considerations for Metro and Clackamas County to address, evaluate or track during implementation.

### **STAFF RECOMMENDATION**

Staff will recommend that Council adopt Resolution No. 21-5173 to approve the Clackamas County Local Implementation Plan on June 17, 2021.

### **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

The Metro Council established the requirements and processes for Local Implementation Plans in its measure referral (Ordinance No. 20-1442), work plan adoption (Resolution No. 20-5148), and Metro Code adoption (Ordinance No. 20-1452).

Metro's work plan and Code describes a process for review whereby a local advisory body, after inclusive community engagement and extensive analysis, makes a recommendation for the county board of commissioners to approve a local implementation plan for review by the Regional Oversight Committee, which in turn considers recommending the plan for approval by the Metro Council. If the Metro Council approves, each county's plan is then incorporated into an intergovernmental agreement between the county and Metro.

Clackamas County is the third county to bring its Local Implementation Plan for Metro approval. The county began in a different starting place than other local implementation partners, with great community need but considerably less historical resource for addressing homelessness within its borders. The county identifies unmet need of approximately 1,000 chronically homeless people within its borders (Population A in the Measure work plan) and more than 2,200 people experiencing episodic homelessness or who are at risk of homelessness (Population B). First-year funding from the measure is expected to provide more than triple current homeless services resources available in the county, and by full implementation will more than sextuple current resources.

The Plan frankly assesses the current and historical role that racism plays in the overrepresentation of communities of color among people experiencing homelessness, and commits the county to reversing this history and advancing racial equity in all aspects of implementing the measure, including coordinating with the other implementation partners and building capacity among culturally specific organizations in the county.

The plan was shaped through inclusive community engagement, including more than 20 stakeholder meetings focusing on communities of color, and a general survey with more than 100 respondents. Clackamas County also contracted with the Coalition of

Communities of Color and Unite Oregon to conduct several virtual focus groups and an online survey, and conducted a listening session with the HereTogether Coalition. As required by the Measure, the county was advised by a Local Implementation Plan Steering Committee composed of five appointed representatives from county agencies, and seven members representing a range of backgrounds and experiences, including people with lived experience of homelessness and/or extreme poverty; community leaders; health experts; and housing services practitioners. More than half the at-large members identify as people of color. After seven 2.5-hour meetings between November and March, the committee unanimously supported the plan for approval on March 24, 2021.

The county commits to continuing inclusive engagement, with a specific emphasis on communities of color, to further inform specific investments and the design of SHS programing. The plan includes specific strategies to do so (page 9), as well as a definition of inclusive decision-making (p. 27-28). Moreover, the county is working with the Coalition of Communities of Color to undertake a racial equity analysis of its coordinated entry system to increase equitable access to services (p. 25). Finally, in recognition of its large size and widespread need, the county is working with the Coalition of Communities of Color and Unite Oregon to conduct an analysis of need and community engagement in the non-Metro rural areas of the county in order to identify potential federal, state and local public funding sources to serve residents of these areas (p. 25).

Priority investments proposed in the first year are described on page 22-24 of the plan, and include:

- Expand existing high-performing services with a focus on people experiencing chronic homelessness (Population A) – providing supportive housing services to 200 people in the first year
- Expand rent assistance programs: Provide long-term vouchers for 250 units and short-term assistance for 130 households in the first year, and prevent 110 households from eviction.
- Increase outreach and housing placement services, including culturally-specific services, within the Metro district portion of the county, reaching 500 total households in the first year and helping place 200 in housing.
- Create 65 emergency shelter/transitional housing units. (In 2019, the county had 75 year-round shelter beds.)
- Increase internal capacity of the county's homeless services program
- Support community-based organization capacity in the county to advance the program, including a racial equity analysis of the county's coordinated entry system and further engagement with communities of color across the county
- Expand wraparound support services for recipients of regional long-term rent assistance
- Coordinate access with other local implementation partners and Metro

Finally, the county commits to joining Metro and other counties in tracking and reporting on key regional metrics and outcomes, including the housing stability, equitable service delivery and engagement and decision-making outcomes identified in the SHS work plan.

Following the local steering committee's recommendation on March 24, the Clackamas County Board of Commissioners approved the plan for Metro review on April 13. After modest augmentation of the plan by the county in response to Metro staff review, the Regional Oversight Committee then received the plan. The committee received a presentation from county staff at its May 24 meeting and, following a robust discussion, unanimously recommended the plan for approval by the Metro Council.

Similar to its review of the other counties' Local Implementation Plans, the Regional Oversight Committee is also attaching several *considerations* to its recommendation. These are issues the committee recognizes are beyond the scope of the LIP requirements, but which nevertheless they seek to monitor and evaluate during implementation and annual review. Recognizing that its considerations apply as well to Metro and all of the implementation partners, the committee attached identical considerations to those of its Washington County Local Implementation Plan. The considerations are Exhibit B to Resolution No. 21-5173.

The Metro Council may acknowledge these considerations and provide direction to staff to work with the county to ensure they are addressed. Through adoption of Resolution No. 21-5173, the Metro Council will acknowledge these considerations and direct county and Metro staff to work together to address them.

## **BACKGROUND**

The Supportive Housing Services Program Work Plan, section 5.1, lists required elements in the Local Implementation Plans, with greater detail provided in Appendix D.

The required elements include:

- A. *Analysis of inequitable outcomes*: An articulation of racial inequities in housing stability and access to current services;
- B. *Racial equity strategies*: A description of mitigation strategies and how the key objectives of Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion have been incorporated;
- C. *Inclusive community engagement*: An articulation of how perspectives of Black, Indigenous and people of color and culturally specific groups were considered and incorporated into the development of the plan and will continue to be engaged through implementation and evaluation;
- D. *Priority population investment distribution*: A commitment that funding will be allocated as specified in Section 4.2;
- E. *Current investments*: A review of current system investments or capacity serving priority populations, an analysis of the nature and extent of gaps in services to meet the needs of the priority population, and a commitment to prohibit displacement of current local funding commitments for such services;
- F. *Distribution*: A strategy for equitable geographic distribution of services with partnering jurisdictions and service providers across the region;
- G. *Access coordination*: A plan for coordinating access to services with partnering jurisdictions and service providers across the region;

- H. *Procurement and partners*: A description of how funds will be allocated to public and nonprofit service providers;
- I. *Planned investments*: An articulation of programmatic investments planned, including the types of services to be funded to address the gap analysis;
- J. *Outcomes, reporting and evaluation*: An agreement to track and report on program outcomes annually as defined through regional coordination and with regional metrics.

Pertaining to item J, the SHS program work plan also describes several regional outcome metrics in Section 5.2; these will be further developed in partnership with the counties, regional oversight committee and the Tri-County Advisory Body.

The Metro Council formally approved the Multnomah County Local Implementation Plan by adopting Resolution No. 21-5171 on April 29, and the Washington County Local Implementation Plan by adopting Resolution No. 21-5172 on May 27. Staff are working to incorporate the local implementation plans into intergovernmental agreements that will be considered for adoption by each of the counties and the Metro Council; the Metro Council is expected to consider adopting these agreements on June 24, pending adoption by county partners.

## **ATTACHMENTS**

- Attachment 1: Clackamas County Local Implementation Plan as submitted for review by the Regional Oversight Committee
  - Attachment 2: Regional Oversight Committee recommendation and considerations for the Clackamas County Local Implementation Plan
  - Attachment 3: Resolution No. 21-5173, For the Purpose of Approving the Clackamas County Local Implementation Plan for the Supportive Housing Services Program
- Is legislation required for Council action? “ **Yes** ” No
  - If yes, is draft legislation attached? “ **Yes** ” No



CLACKAMAS COUNTY  
LOCAL IMPLEMENTATION PLAN  
METRO SUPPORTIVE HOUSING SERVICES  
PROGRAM  
**March 2021**

Approved March 24, 2021



## Acknowledgements

We take this opportunity to thank the original caretakers of this land, members of the Confederated Tribes of the Grand Ronde including the Kalapuya, Molalla, Clackamas, and Chinook, as well as other bands and tribes. We are on this land because of the forced removal of its traditional peoples by colonists and settlers. As settlers and/or guests, we recognize the strong and diverse Native communities in our region today, from Tribes both local and distant, and offer respect and gratitude for their stewardship of these lands—past, present and future.

We acknowledge the following individuals, organizations, government departments and offices who provided support to the Housing Authority of Clackamas County in the development of Clackamas County's Metro Supportive Housing Services Local Implementation Plan:

### **Contracted partners**

Unite Oregon  
Coalition of Communities of Color (CCC)  
Corporation for Supportive Housing (CSH) -  
Heather Lyons, Brooke Page, Margaret Kilman  
Haven Consulting - John Miller

### **LIP Steering Committee**

Jill Smith – H3S representative  
Commissioner Sonya Fischer – Board Representative  
Kenzie (MacKenzie) Wige – YAB Representative  
Jeff Gage – Housing Authority Resident Representative  
Peter Rosenblatt – Continuum of Care Representative  
Tabitha Alajmi – Member at Large  
Jana Hak – Member at Large  
Katrina Holland – Member at Large  
Rose Ojeda – Member at Large  
Bridget Dazey – Member at Large  
Tony Venza – Member at Large  
Awaz Muhamad -- Member at Large  
LIP Meeting Facilitators - Vahid Brown (county staff) & Brooke Page (CSH)  
Staff support - Abby Ahern (CD), Beth Byrne (PGA), Erin Fernald (HACC)  
CSH staff support – Heather Lyons, Margaret Kilman

### **County Staff**

SHS Ongoing Measure Workgroup – Jill Smith, Vahid Brown, Abby Ahern, Beth Byrne, Erin Fernald  
HACC – Jill Smith, Vahid Brown, Erin Fernald, Jason Kilpatrick, Toni Karter  
H3S SHS Planning Efforts Group – Jill Smith, Vahid Brown, Mark Sirois, Pamela Anderson, Brenda Durbin, Erika Silver, Katie Strong, Toni Karter, Beth Byrne, Richard Swift, Abby Ahern, Erin Fernald  
Clackamas County Office of Equity and Inclusion – Martine Coblentz and Csea Leonard

### **Local jurisdictions – SHS presentations**

Oregon City  
West Linn  
Sandy  
Wilsonville  
Lake Oswego

### **Clackamas County Community Groups, Advisory Boards, Committees, Provider Groups & general public engagement**

Clackamas County Business Alliance  
Clackamas County Outreach Connections  
North Clackamas Community Connect  
Emergency Medical Services Council (EMSC)  
Clackamas County Early Childhood Community Council (CCECC)  
Mental Health and Addiction Council  
Continuum of Care (CoC)  
Family Violence Coordinating Council  
Clackamas County Youth Action Board (YAB)  
Youth Homelessness Demonstration Program (YHDP) Planning Group  
Community Action Board (CAB)  
Clackamas County Weatherization and Energy Education Program  
Prescription Opioid Task Force  
Aging and People with Disabilities  
Public Health Advisory Council  
Law Enforcement (CCSO, DA, Community Corrections, LEAD)  
Clackamas County Community Health Council

### **Here Together Event Providers**

Two Foxes Singing (Nunpa), Ant Farm  
Mellani Calvin, ASSIST Program Social Security program assistance  
Michael Nomina, Cascadia Behavioral Health  
Debra Mason, Clackamas Service Center  
Tabitha Alajmi, Clackamas Service Center  
Angie Drake, Clackamas Women's Services

### **Here Together Event Providers**

Diana Camarillo, Clackamas Women's Services  
Melissa Erlbaum, Clackamas Women's Services  
Scott Davis, Clackamas Women's Services  
Bridget Dazey, Clackamas Workforce Partnership  
John Miller, Clackamas County Service Improvement Consultant  
Caleb Coder, Cultivate Initiative  
Richard Flamm, Do Good Multnomah  
Carol Salter, Easter Seals  
Adam Jenkins, Ecumenical Ministries of Oregon  
Michael Sterner, El Programa Hispano Housing Services (culturally specific)  
Andy Goebel, Greater Good Northwest  
Jaclyn Sarna, Hacienda CDC  
Sue Vu, Immigrant and Refugee Community Organization (IRCO)  
Andy Nelson, Impact Northwest  
Jana Hak, Impact Northwest  
Anthony Castaneda, Latino Network  
Corina Daugherty Calhoun, Lifeworks Northwest  
Brandi Johnson, Love One  
Andrew Brown, Metro Home Share  
Sean Suib, New Avenues for Youth  
John Trinh, New Narrative(formerly Luke-Dorf)  
Rose Fuller, Northwest Family Services  
Julia Doty, Northwest Housing Alternatives  
Peter Rosenblatt, Northwest Housing Alternatives  
Simon Fulford, Parrott Creek Child and Family Services  
Kymberly Horner, Portland Community Reinvestment Initiatives  
Brandi Tuck, Portland Homeless Family Solutions  
Sara Gross Samuelson, Storyline Community & Clackamas Land and Housing Coalition  
Martin Gant, The Fathers Heart  
Tony Bernal, Transition Projects  
Tyler Mac Innis, Welcome Home Coalition

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## Executive Summary

Right now, **thousands of our neighbors throughout the Metro region are experiencing, or at risk of, homelessness.**

**A large and growing percentage of these neighbors are considered chronically homeless.** That means they have one or more disabling conditions, extremely low incomes, and have been living unsheltered or in emergency shelter for long periods of time.

At the same time, many other neighbors experience what's known as episodic homelessness, meaning they experience shorter periods of homelessness. They may be living involuntarily doubled or tripled up, or they are paying such a high percentage of their limited income on rent and utilities that they continually face a substantial risk of becoming homeless.

Every aspect of **this crisis disproportionately and increasingly impacts Communities of Color** due to persistent structural, institutional and individual racism.

In recent years, Clackamas County has stepped up its housing and services efforts and investments to address our growing homeless population. But without the resources necessary to increase those responses, the social and economic forces that put so many people on our streets — and then keep them there — have continued to outpace our efforts.

With the passage of Metro Ballot Measure 26-210, the Tri-County region has a rare opportunity to confront the true scale of this crisis. By making unprecedented investments that center racial equity, leverage existing systems, and provide the flexibility necessary to offer truly participant-centered approaches to meeting the needs of our un-housed neighbors, **we can reduce rates of chronic and short-term homelessness, and racial disparities.**

Measure 26-210<sup>1</sup>, also known as the Supportive Housing Services Measure, adds a regional income tax on high-earning households and a regional profit tax on businesses grossing more than \$5 million. The Measure is projected to generate as much as \$248 million a year across the Metro region, once fully implemented. **Of that, approximately \$51 million a year is expected to come to Clackamas County.**

With that new funding, governments across the Tri-County region will be able to grow and sustain the **critical interventions that actually end homelessness**, including rent assistance and other support services vital to helping keep people housed, while also investing in emergency options like shelter.

**The largest share of funding raised by the Measure will address chronic homelessness.** The measure prioritizes 75% of funds for extremely low-income households (0-30% Median Family

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<sup>1</sup> [Exhibit A](#) to Metro Ordinance 20-1442 provides additional details.

Income [MFI]) with at least one disabling condition who are experiencing or at imminent risk of experiencing long-term literal homelessness.

The remaining 25% will be devoted to services for very low-income households (up to 50% MFI) who are either experiencing or are at substantial risk of experiencing homelessness.

**Within both of those groups, the Measure also prioritizes Communities of Color.**

As part of its responsibility for implementing the Measure, Metro requires each of the three counties to develop a high-level Local Implementation Plan that centers racial equity, is informed by a comprehensive community engagement process, and identifies investment priorities for rent assistance and supportive services. Metro also requires that each plan include detailed accountability metrics.

Clackamas County developed its Local Implementation Plan (hereafter “this Plan” or “the Plan”) with guidance from the Plan’s advisory body, the newly formed Supportive Housing Services Steering Committee (the Committee). The Committee includes voices from local government, service providers, people with lived experience, faith organizations, Communities of Color, and business groups.

An extensive community engagement process that prioritized Communities of Color and included a series of focus groups and a survey of more than 116 community members and stakeholders also shaped the Plan.

Metro has outlined what must be addressed in each County’s Local Implementation Plan. Among the most critical sections of this Plan are:

- (1) **An Analysis of Inequitable Outcomes:** Rooted in an understanding of the role that historical and current racism play in causing overrepresentation of Communities of Color among people experiencing homelessness, this section reviews quantitative and qualitative data demonstrating disparities in rates of homelessness, as well as disparate rates of access to, and successful outcomes from, current homeless services. The analysis provides a foundation for the Plan’s specific strategies to reduce disparities and improve outcomes for People of Color experiencing chronic and episodic homelessness.
- (2) **Investment and Gaps Analysis:** This section reviews the best available data on the level of regional unmet need for housing and support services among those experiencing homelessness, including an estimate of just under 5000 people who experience chronic homelessness each year. Following a review of current investments in the continuum of homeless services, the Plan details the results from community engagement that identified the critical gaps in supportive housing, rental assistance, behavioral and other support services, shelter, and the capacity of our community-based organizations to expand to meet the objectives of the Measure.

- (3) **Investment Priorities:** Building upon the racial equity analysis and the identified needs and gaps, this section lays out the important values that will guide how services are delivered, including offering culturally specific and responsive services that are participant centered, trauma-informed, low-barrier, and continuously evaluated to improve outcomes.

This Plan commits Clackamas County to work with Metro, Multnomah and Washington Counties to create a truly regional system of care and to ensure an equitable geographic distribution of services.

This Plan also commits Clackamas County to meet agreed outcomes. Those include Metro's identified regional outcome metrics related to how many people achieve housing stability (disaggregated by race). They also include metrics set by Metro meant to measure whether services are delivered equitably, and whether people with lived experience of homelessness and People of Color have had a prioritized role in the planning and oversight of all aspects of this Measure.

This Plan will be the foundation for Clackamas County's ongoing implementation planning efforts. Through this framework and those efforts, we will deliver on the promise of the Metro Supportive Housing Services Measure to finally provide a scaled, comprehensive, and equitable regional response to the homelessness crisis.

## Background

Our region faces a homelessness and housing crisis. In 2017, at least **24,260** households experienced homelessness across the Tri-County region.<sup>2</sup> Among those most severely impacted by the crisis are a subset of an estimated 4,936 people, disproportionately People of Color, who have acutely disabling conditions, extremely low-incomes<sup>3</sup>, and are experiencing long periods of street and shelter homelessness. Many thousands more, also disproportionately People of Color, are experiencing shorter periods of homelessness, are involuntarily doubled or tripled up living with friends and family, or are paying such a high percentage of their limited income on rent and utilities that they are always at substantial risk of becoming homeless.

On May 19, 2020, voters in Multnomah, Washington, and Clackamas Counties took an unprecedented step toward meeting the needs of these two populations, with a particular focus on addressing the housing and support service needs of those extremely low-income individuals with disabilities who are experiencing long periods of street and shelter homelessness. Voters passed Metro ballot Measure 26-210<sup>4</sup>, imposing a regional income tax on high-earning households and a regional business profit tax on businesses grossing over \$5 million.

The Metro Supportive Housing Services (SHS) Measure was intentionally brought forward to work in concert with recent large-scale regional and local housing-focused investments and initiatives, and in particular the needs of Black, Indigenous, People of Color, and immigrants and refugees. Although expected to make a sizable impact in addressing the housing and services needs for these populations, this program cannot meet its potential without continued and expanded investments from the federal and state governments, full participation from health care systems, and continued support from the private and philanthropic sectors.

## Homelessness in the Tri-County region

Estimates of homelessness in the region range between 6,000 and 12,000 people. In January 2019, the Point in Time count identified 5,711 people experiencing homelessness in Clackamas, Multnomah and Washington counties. Additionally, the Oregon Department of Education counted more than 7,000 students who experienced homelessness in the 2018 school year in Metro-area school districts. These reports undercount people experiencing homelessness while staying with a friend or family, or living in vehicles. In recent years, more people are experiencing ‘chronic’ or prolonged homelessness. Approximately 3,123 to 4,936 people in the region experience homelessness related to complex and disabling conditions.

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<sup>2</sup> Zapata M, Liu J, Everett L, Hulseman P, Potiowsky T, & Willingham E. (2019). *Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region*. Portland State University. Retrieved from: <https://www.pdx.edu/homelessness/faculty-and-staff-research>.

<sup>3</sup> Extremely low-income is defined as a household that makes 0-30% of the Median Family Income for that area.

<sup>4</sup> [Exhibit A](#) to Metro Ordinance 20-1442 provides additional details.



The January 2019 count found that the majority of those surveyed are longtime Oregonians who lost access to housing because of rent increases. A quarter of people experiencing homelessness in greater Portland were born in the region; more than half had lived in the region for more than two years. Thirty-six percent were People of Color, including 14 percent of indigenous ancestry. More than three-quarters had a disability. Nearly half had experienced domestic violence.

The prevalence of unsheltered homelessness, when unaddressed, produces enormous costs across multiple public systems. In 2019 Clackamas County commissioned Portland State University to study frequent utilization of public services and its associated costs. The study found that the top 100 people with the highest utilization of emergency medical services and jail bookings cost these systems an estimated \$4.2 million per year in Clackamas County. Most of them were experiencing homelessness or housing instability and had behavioral health conditions. This cost is significantly higher than the annual cost to provide 100 households with housing and supportive services.<sup>5</sup>

**There are many factors that have led to this disturbing reality.** Some prominent drivers of the current state include the very high cost of housing, stagnant wages, a long history of housing discrimination towards communities of color, and an intentional disinvestment in our Mental Health system.

### **Racist housing policies in Oregon**

*The Fair Housing Council of Oregon provides the following brief history of racist housing policies in Oregon, summarized here<sup>6</sup>:*

The unfolding of housing discrimination in Oregon parallels events and circumstances in American history. People perceived to be different have always been subject to bias in housing in the state and throughout the country. Discrimination in Oregon has been more than personal prejudice. State and federal laws have historically provided institutional sanction. In the mid-1800s the U.S. Bureau of Indian Affairs confined Indians in Oregon to 12 reservations, segregating them from white communities.

Most immigrants to the Oregon Territory shared a white Protestant heritage and held conflicting values regarding African Americans. Immigrants from Northern free soil states generally opposed slavery. Immigrants from Southern and Border slave states often had strong prejudices. Small farmers from both regions viewed African Americans as a threat to their livelihood, fearing competition from slave-holding farmers. As a result of opposing perspectives between settlers, a series of exclusion laws passed between 1844 and 1857 declared Oregon a free state, but made it “unlawful for any Negro or mulatto to come in or reside” in Oregon.

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<sup>5</sup> *FUSE: People with Frequent Utilization of Public Services in Clackamas County, Oregon*. Karen Cellarius et al., Portland State University Homelessness Research and Action Collaborative, 2019.

[https://pdxscholar.library.pdx.edu/hrac\\_pub/17/](https://pdxscholar.library.pdx.edu/hrac_pub/17/)

<sup>6</sup> <http://fhco.org/images/displaypanels8.pdf>

Oregon joined the Union in 1859, the only free state with an exclusion clause in its constitution. “No free Negro, or mulatto, not residing in this State at the time of the adoption of the constitution shall come, reside or be within this State, or hold any real estate.”

In the 1920s Oregon had clearly segregated housing patterns. African Americans and Asian Americans seeking homes or apartments in white neighborhoods were repeatedly turned away. Real estate appraisers evaluated homes based on the neighborhood’s racial or ethnic composition. Oregon’s racial climate became so uninviting by the 1930s that many African Americans left the state.

Real estate agents, looking to protect their investments, wrote restrictive covenants into property deeds. The covenants prevented ethnic, racial and religious minorities from living in certain residential areas. They proved an effective tool to deprive minorities free choice in housing. A 1926 US Supreme Court ruled covenants legally enforceable.

In 1968, following the assassination of the Rev. Dr. Martin Luther King Jr., Congress enacted Title VIII of the Civil Rights Act, also known as the “Federal Fair Housing Act.” The law prohibited discrimination in the sale, rental or financing of housing based on race, color, religion, or national origin. Real estate agents and landlords could no longer discriminate openly. Unfortunately, discriminatory practices persisted. Although the 1968 act committed the government to the goals of fair housing, enforcement was difficult.

To this day, many subtle discriminatory practices persist, and have led to decreased access to opportunities and the creation of wealth. As a direct result of these discriminatory practices, Communities of Color continue to be affected by housing instability and experience a disproportionately high rate of homelessness.

### **Disinvestment in mental health services**

Since 1981, the US Federal Government has steadily disinvested in institutional mental health programs. The Reagan Administration initiated an effort to defund mental health programs and left it up to the states to develop new strategies to assist community members with long-term chronic mental health issues, with limited federal funding to support the efforts.<sup>7</sup>

Under the new federal limits, states had incentives to close their mental health institutions. Decisions in both the state and federal courts also changed how funding for mental health services was distributed, further shrinking state hospitals. A 1975 Supreme Court decision (*O’Connor v. Donaldson*) held that people not deemed to be a threat to themselves could not be hospitalized against their will. After that decision, hospitals became forensic institutions for the most part, housing criminal offenders or individuals awaiting trial. As a result, from 1970 to

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<sup>7</sup> <https://origins.osu.edu/article/americas-long-suffering-mental-health-system/page/0/1>

2016, the number of inpatient psychiatric beds in the United States declined from 413,000 to 37,679. Oregon's Dammasch Hospital, located in Wilsonville, closed in 1995.

Once people exited hospitals, their destinations varied. Backers of this strategy hoped that former residents would go home to families, but in many cases, they had no family connections. Without family to support them, and often having never lived independently, people with mental illness often turned to local programs for support, but that support was inadequate to meet the overwhelming need. With no options, many people were forced into homelessness and an overwhelmed service delivery system.

The disinvestment in mental health services is only one contributing factor in the current homelessness crisis, and mental health conditions represent one of many of factors that may lead to homelessness.

### **A regional approach**

The SHS Program attempts to correct years of discriminatory practices and disinvestment and focuses on addressing housing instability for people experiencing homelessness across the Tri-County region, with a call to share responsibility and strengthen coordination between the three counties. Clackamas, Multnomah and Washington counties recognize that a regional approach is required to effectively address services and resource gaps to meet the needs of these priority populations. The counties cannot design responses based on local data alone, which are reflections of traditionally siloed systems developed when homelessness and housing crises were more localized and less severe. We know that people accessing homeless system services “often travel to meet their housing, service and employment needs, and the data show the impact on communities in the region<sup>8</sup>” The Corporation for Supportive Housing (CSH) found that at least 2,600 people experiencing homelessness were served in more than one of the counties in the region between 2014 and 2016.

The three counties have agreed that enhancing and expanding local systems of care to more equitably address unmet needs across the region, particularly in supportive and affordable housing, is of the utmost importance. The SHS Measure initially divides program funds between the three counties as follows: Multnomah County (45.3%), Washington County (33.3%) and Clackamas County (21.3%). The counties will develop and enhance local homeless systems of care that address the need of priority populations in a similarly proportionate manner.

### **Regional Guiding Principles**

Clackamas County's Local Implementation Plan and its implementation are guided by regional principles developed by the Metro Supportive Housing Services Program Stakeholder Advisory Group (see Appendix D).

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<sup>8</sup> Corporation for Supportive Housing [CSH]. (2019). *Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness*. Retrieved from: <https://www.csh.org/resources/tri-county-equitable-housing-strategy-to-expand-supportive-housing-for-people-experiencing-chronic-homelessness/>

## Program oversight and Plan approval process

A regional Oversight Committee that includes five appointed representatives from each of the three counties, and five elected delegates (one from the City of Portland, Clackamas County, Multnomah County, Washington County, and Metro) provides oversight for the SHS Program. The Housing Authority of Clackamas County's Board of Commissioners, and, eventually, a newly formed SHS Advisory Board comprised of members of the community, will oversee Clackamas County's program.

Housing Authority staff will recommend this Plan for approval locally in the following order:

- The Supportive Housing Services Steering Committee
- Housing Authority of Clackamas County's Board
- SHS Regional Oversight Committee
- Metro Council

Once approved, this plan will be included in the Inter-Governmental Agreement between Metro and Clackamas County.

## The Housing Authority of Clackamas County

The Housing Authority of Clackamas County (hereafter "HACC") is the lead entity responsible for SHS Program implementation for Clackamas County. HACC is a separate legal entity organized under State Statute ORS 456, and is a Division within the Health Housing and Human Services Department. The Housing Authority Board consists of the 5 elected County Commissioners and one Resident Commissioner.

With an annual operating budget of approximately \$27 million, HACC maintains 445 public housing units, ~1,800 Housing Choice Vouchers, and 357 units of affordable and special needs housing. Clackamas County's Continuum of Care (CoC) and Coordinated Housing Access systems will also play an integral role in the execution of this plan.

Clackamas County's Local Implementation Plan is intentionally broad and will continue to evolve through additional community engagement. The following sections of this Plan contain Clackamas County's best efforts to identify population needs, system and services gaps, and initial investment priorities to address the identified unmet needs. As we implement initial strategies and work with stakeholders to plan implementation details, additional opportunities will arise for adjustment and improvement, and we will make amendments to this Plan as needed.

## Plan development

This Plan identifies and outlines unmet needs and investment priorities for rental assistance and supportive services programs across Clackamas County for extremely and very low-income households experiencing/at substantial risk of experiencing homelessness. The program prioritizes Communities of Color, and 75% of funds are prioritized for extremely low-income households (0-30% MFI) with at least one disabling condition that are experiencing or at imminent risk of experiencing long-term literal homelessness.

Clackamas County is firmly committed to centering racial equity at every stage of SHS planning and program development, and is working to identify and eliminate barriers that prevent participation from Communities of Color in stakeholder engagements and in accessing services. This Plan is informed by the best-available data, which has been disaggregated by race, as well as by the rich stakeholder input gained through an extensive and inclusive community engagement process that centered the voices of Communities of Color. Clackamas County staff, the Corporation for Supportive Housing ([CSH](#)), [UNITE Oregon](#) and the [Coalition of Communities of Color](#) (CCC) conducted extensive external engagement, particularly among Communities of Color, to inform the development of this plan.

To guide and assist the development this Plan, HACC established the Clackamas County Supportive Housing Services Steering Committee (hereafter referred to as “the Committee”). This Committee, which included 11 members and a County Commissioner, worked with and advised HACC staff to create and unanimously approve this Plan. The Committee charter specifies that at least half of the at-large members are People of Color.

Committee membership includes a:

- Youth Action Board representative
- Member representing the Continuum of Care (CoC) Steering Committee
- Resident of a Housing Authority property
- Staff member from the Clackamas County Health, Housing and Human Services department
- Member with lived experience
- Member with experience from a culturally specific/ responsive provider
- Member from the faith, business or philanthropic sector
- Member from the physical and/or behavioral health sector
- County Commissioner serving in a non-voting capacity

Information about the Committee charter, members and the work timeline is available in Appendix B.

### **Commitment to racial equity**

Racism is a primary driver of homelessness. Through historical policies such as slavery, the Indian Removal Act of 1830, redlining, and Federal Housing Administration (FHA) loan discrimination, Communities of Color have been systematically excluded from land and property ownership. This legacy shapes the current configuration of housing and homelessness within our community. Additionally, systemic racism is infused within all social systems; housing, criminal justice, education, healthcare, and social services, which shape opportunities for individuals and communities. The confluence of these systems generates an ongoing channel to homelessness that disproportionately impacts Communities of Color, and makes it significantly more challenging for People of Color to escape homelessness. People of Color are also subjected to the ongoing indignities of interpersonal racism — both implicit and explicit — as they navigate services and community. These different dynamics create a constellation of factors that must be eliminated.

To counter the ongoing mechanisms of racism and create systems that prioritize Communities of Color, HACC and Clackamas County are firmly committed to implementing racial equity into all organizational functions and SHS service strategies, in accordance with our adopted racial equity lens.<sup>9</sup>

Organizational equity plans and the prioritization of culturally specific organizations will be two components of the ongoing system expansion efforts through the Metro Supportive Housing Services Measure. All new and expanded programs and services offered by service providers will be required to develop and submit an organizational equity plan that centers racial equity and incorporates culturally responsive practices into their service delivery model. The centering of racial equity will also be a core component of all procurement processes throughout the life of these investments. Furthermore, HACC will collaborate with Multnomah and Washington counties toward forming an advisory group composed of culturally specific organizations to inform the homeless system of care's expansion.

Centering the perspectives and experiences of Communities of Color and culturally specific organizations was foundational to the development of this Plan. This occurred through multiple strategies that manifested through facilitated dialogues, a survey for individuals currently experiencing unsheltered homelessness, and engagements with culturally specific organizations. An equity lens was utilized in the design and actualization of all community engagement functions (see appendix C). All facilitated dialogues were oriented around racial equity, with a specific emphasis on identifying the needs of Communities of Color, and surveys asked specific questions to identify the particular experiences of individuals of color.

### **Inclusive community engagement**

Inclusive community engagement played a major role in the development of the Clackamas County Plan. HACC staff, along with staff from the Corporation for Supportive Housing (CSH), conducted a series of virtual community engagement opportunities with various community and stakeholder groups to solicit feedback, experience and ideas to identify gaps in the homeless system of care, barriers experienced by Communities of Color, and to inform investment priorities for the SHS program. From October 2020 – January 2021, HACC and CSH rotated facilitating 20 stakeholder community engagement meetings with groups such as the Social Services Community Action Board, the Youth Action Board, the CoC, the Emergency Medical Services Council, and the Health Centers Community Health Council. A full list of engagement meetings and the common themes can be found in the *Housing Authority of Clackamas County and Corporation for Supportive Housing Outreach and Engagement Report* (Appendix H).

We also conducted a general public survey to capture feedback and perspectives, and 116 people responded. A majority of respondents identify as white or Western European women, who are primarily English speakers between the ages of 35 and 64. The results of this survey

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<sup>9</sup> See Appendix C, *Housing and Affordability Homelessness Task Force Equity Lens*

were distilled and synthesized to highlight the most common themes. Survey responses generally aligned with the priorities and gaps identified by the Committee and SHS Community Engagement meetings. These priorities include: adding emergency shelter opportunities; increasing services including housing support; and including mental health services and substance use treatment. The full survey results are included in Appendix H.

Additionally, to gather feedback and elevate the voices of people highly impacted by housing and service insecurity, Clackamas County contracted with the Coalition of Communities of Color, an alliance of culturally-specific community based organizations, and UNITE Oregon, an organization charged with building a unified intercultural movement for justice. The Coalition of Communities of Color and UNITE Oregon organized three virtual focus groups in November and December of 2020 in which 34 people participated. The demographic focus for each group included: Spanish language (10 participants); Black, Brown, Indigenous People of Color (in English) (10 participants); and Social Service Providers (in English) (14 participants). UNITE Oregon also developed a community survey in which 10 people participated. The details of the scope of work, methodology, demographic characteristics of each focus group, and summary data of the engagements can be found in *“Community Engagement Report – Phase One”* (see Appendix G).

In December 2020 the HereTogether Coalition convened a listening session of community based organizations (CBOs) to provide input to HACC on the challenges and opportunities that providers foresee in partnering with Clackamas County in the implementation of the SHS program. More than 40 individuals, representing 30 CBOs, attended this listening session. The discussion focused on opportunities and recommendations for improving the contracting and procurement processes and homeless service delivery system in Clackamas County. HereTogether’s full report on the outcomes of this listening session can be found in Appendix I.

HACC, CSH, the Coalition of Communities of Color and UNITE Oregon conducted broad outreach efforts and provided reasonable accommodations to enhance participation in focus groups, surveys, and on the Committee. Committee members attended 2.5-hour virtual meetings, monthly or bi-monthly, and members who were not otherwise being paid for their time for serving on the committee were eligible for stipends. UNITE Oregon offered focus group participants \$50 stipends per person, and survey respondents \$25 stipends for their participation. In addition, UNITE Oregon made tablet technology available to focus group participants to ensure accessibility of remote meetings and provided real-time, bi-lingual interpretation at the first focus group.

This Plan represents high-level strategies for investments and, therefore, Clackamas County will continue to engage stakeholders, with a specific emphasis on Communities of Color, to inform specific investments and the design of SHS programs as defined under Inclusive Decision Making, below.



## Centering the perspectives of Communities of Color and those with lived experience

Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion incorporates five key objectives:

- Convene and support regional partners to advance racial equity
- Meaningfully engage Communities of Color
- Hire, train, and promote a racially diverse workforce
- Create safe and welcoming services, programs, and destinations
- Have resource allocations that advance racial equity

To evaluate processes and decision making from a racial equity frame, the Committee committed to apply the Clackamas County Housing Affordability and Homelessness Task Force's Equity Lens (see Appendix C) to every step of this process. The equity lens requires decision makers to consider impacted communities and incorporate their input, and to consider disparate implications and/or unintended consequences, benefits, and challenges that may affect highly impacted communities.

A robust community engagement effort along with a work planning session by the Committee provided foundational strategies to address inequities within the local SHS Program, which can be found in the Racial Equity Analysis of this plan. While these strategies focus on racial equity as articulated in the Required Elements, there are many recommendations that apply to overall implementation of the SHS Program

## Continued inclusive engagement strategies

This Plan represents initial strategies for investments and, therefore, HACC will continue to engage stakeholders, with an emphasis on engaging Communities of Color and other historically underserved communities (including the LGBTQIA2S+ community and youth), to inform specific investments and the design of SHS programs.

HACC will continue to employ strategies that promote inclusive engagement, including:

- Scheduling additional engagements with options outside of normal business hours
- Providing stipends, child-care services, translated meeting materials and provided interpretation services, along with other barrier-mitigating strategies and incentives for participation whenever possible
- Intentionally engaging culturally specific organizations, especially smaller organizations, to evaluate specific needs for capacity to grow programs and develop competitive funding applications
- Leveraging HACC and H3S committees, workgroups and system coordination groups

## Analysis of inequitable outcomes

The following analysis is a framework to identify and address racial disparities within the homeless system of care in Clackamas County. Overall, the analysis reiterates what the community has known for years — Communities of Color are overrepresented in the homeless

population, they face significant barriers to accessing resources, and many experience worse outcomes in homeless and housing programs than non-Hispanic white households. In this section, we also begin to identify the policies and practices that represent barriers for Communities of Color, and some of the strategies to remove those barriers. This is a high-level review, and significant additional work will need to be done as we move toward full implementation of the SHS Program.

## Racial Equity Analysis

The disproportionate rates of homelessness among Communities of Color can be traced to centuries of policies that prevented People of Color from accessing resources. Policies such as redlining, where Communities of Color were more likely to be denied access to Federal Housing Administration (FHA) loans, and eminent domain, where Communities of Color were displaced at higher rates, ultimately excluded many individuals from Communities of Color from home ownership, which is necessary for housing stability and building wealth. Further, policies that limit the level and duration of services and financial assistance for immigrants and refugees force many to take any housing or employment resource immediately available, cutting off future opportunities.

In July of 2019, Clackamas County staff analyzed data found in the Continuum of Care (CoC) and Coordinated Housing Access (CHA) systems to assess race and ethnicity representation levels within those systems, and to determine whether certain populations were over- or under-represented. The report sought to determine if services were reaching the community in an equitable way, and, if not, identify solutions to encourage equitable access. The report used statistical analysis to compare two groups of people. The first group is made up of those experiencing poverty in Clackamas County. The second group is made up of those who participated in homeless services programs. The analysis looked at differences between these two groups' racial and ethnic make-up to identify disparities.

The report indicated several disparities. Consistent findings across all analyses include:

- A higher than expected percentage of people who identified as Black/African American and Multiracial people in all CHA-related categories when compared with SNAP and County poverty data
- A higher than expected percentage of Hispanic/Latinx people in housing programs
- A lower than expected percentage of people who identified as white and, by a significant margin, Asian, in all CHA-related categories compared with County poverty & SNAP data

Of concern is the higher than expected exits to temporary destinations (rather than permanent) for both Black/African American people and Native American/Alaska Native people.

Historical, institutional and systemic racism, disparate impacts of screening criteria (including credit and background checks on Black/African American and Native American/Alaska Native people), and less access to assets from family and friends for people from most Communities of

Color likely explain higher than expected numbers of participants from Communities of Color in CHA programs. Additionally, insufficient or ineffective outreach within Asian communities likely led to lower than expected participation. HACC is committed to ongoing engagement with people from groups affected by these disparities to gain a better understanding of the causes and identify appropriate solutions.

The report offers several suggested strategies to address racial disparities:

- That providers ensure that People of Color, especially communities with a higher percent of exits to temporary destinations, receive the type, level and duration of permanent housing and support services that meets their needs
- That providers continue to focus on hiring and retaining staff that reflect the diversity of the service population, including direct service staff and management/administrative staff
- Ensuring an increase in outreach strategies to Asian populations

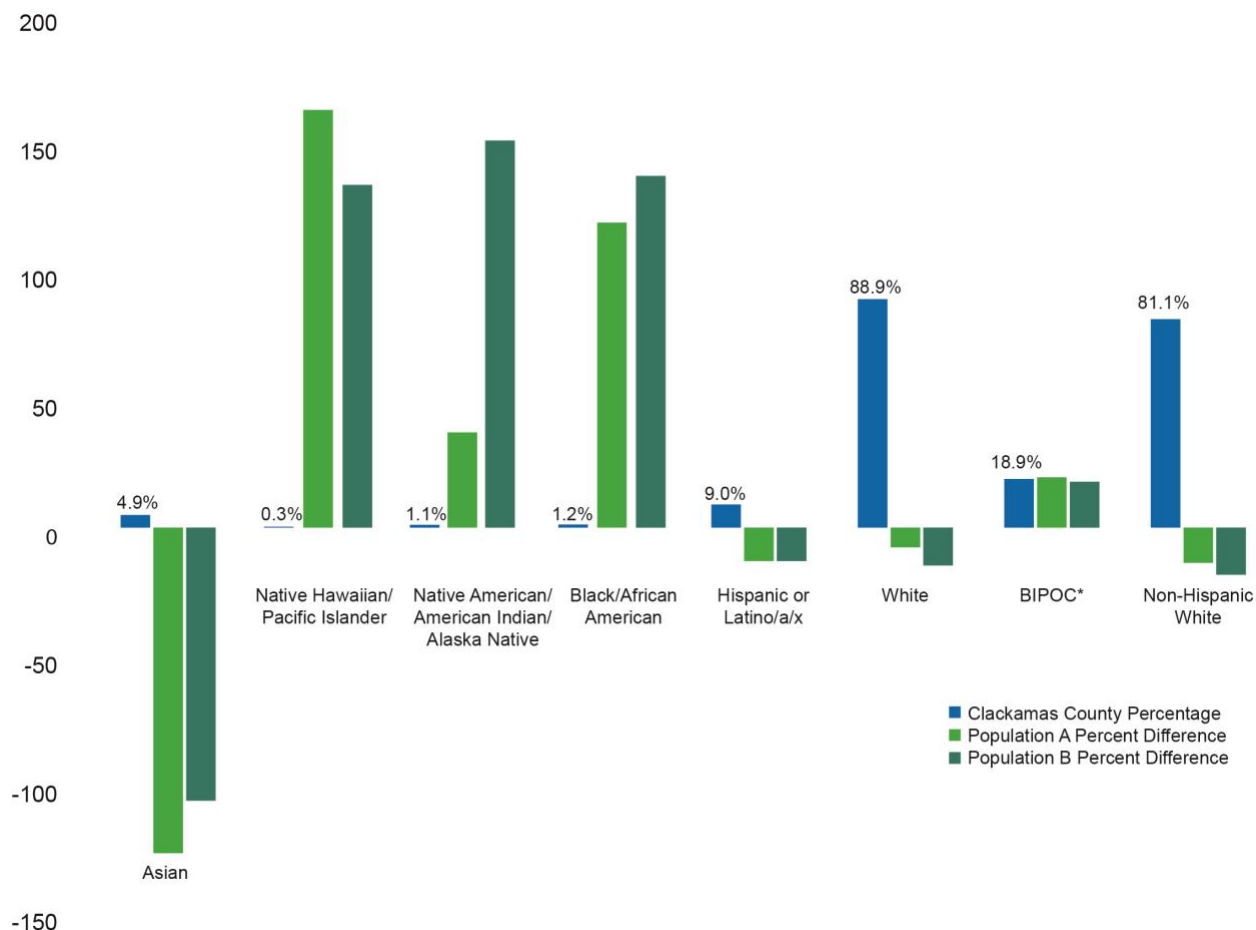
*For the complete report that includes data and analysis, please refer to Appendix J.*

To further assess the racial disparities within the homeless service system in Clackamas County, The Corporation for Supportive Housing (CSH) prepared the following analysis that provides a quantitative review of the racial disparities within the system. It focuses on the SHS Program priority populations: “Population A,” defined as extremely low-income, having one or more disabling conditions, and experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness; and “B,” experiencing homelessness or having a substantial risk of experiencing homelessness.

Overall, the analysis provides an empirical representation of the reality that Communities of Color are overrepresented in the homeless population, face significant barriers to accessing resources, and may experience worse outcomes in homeless and housing programs than non-Hispanic white households. This is a high-level review, and the County commits to increased analysis and strategy development as the plan moves towards full implementation.

The racial disparity analysis below uses American Community Survey census data and Homeless Management Information System (HMIS) data to highlight “over-” or “under-” representation by race/ethnicity for both Populations A (n = 621) and B (n = 1,817) (here “n” means the total number of individuals in each of these categories from which the subsequent statistical findings were drawn). The Clackamas County data show the percentages of each race in the general population, and the percentage of the population served in priority populations A and B. If the percentage of people by race in the homeless system was the same as their percentage in the overall County population, there would be no green bars on the graph. If the percentage of a population by race was found to be higher or lower in the homeless system data than in the general population, that is represented in the graph as green bars (light green for Population A, dark green for Population B) showing the *percentage difference*. For example, people who identify as Black/African American make up 1.2% of the population of Clackamas County but make up 4.7% of Population A in the homeless system data. This overrepresentation is expressed in the graph by the percentage difference between the two numbers (a 119%

difference in this case), shown in the light green bar. The graph below shows that the most significant overrepresentations for both service populations are in the populations of: Native Hawaiian, Pacific Islander (163% for Population A and 133% for Population B); Black, African American (119% for Population A and 137% for Population B); and Native American, American Indian, Alaska Native (37% for Population A and 151% for Population B). The most significant underrepresentation for both service populations was found among Asian community members.



\*BIPOC = Black, Indigenous, and People of Color.

A caveat to this information - there may be fewer Latino/a/x and immigrant households accessing services due to both real and perceived barriers, including [the Public Charge rule](#), which states, “an alien who is likely at any time to become a public charge is generally inadmissible to the United States and ineligible to become a lawful permanent resident. Under the final rule, a public charge is defined as an alien who has received one or more public benefits, as defined in the rule, for more than 12 months within any 36-month period.”<sup>10</sup> The need to seek public benefits and the harmful affect that assistance might have on immigration status may be the cause of reluctance and mistrust of the current system, even for households who are eligible for services, which could partially explain the underrepresentation of

<sup>10</sup> <https://www.uscis.gov/news/public-charge-fact-sheet>

Latino/a/x populations in this data. In addition, the significant underrepresentation of Asian populations in both of the service population categories seems to indicate that Asian community members experience homelessness at far lower rates than people of other races and ethnicities do. However, this may also indicate insufficient or ineffective outreach by the homeless services system to Asian communities, as well as mistrust and barriers within Asian immigrant and refugee communities due to the Public Charge rule.

Clackamas County staff and our consultants also provided qualitative information to inform barriers to access. During focus groups and community engagements, participants gave responses to three questions: What are the biggest gaps in homeless services in Clackamas County? What are the main gaps or barriers for Communities of Color? and What would you argue should be priority investments? The top five themes in response to the question regarding barriers for Communities of Color were:

1. A lack of culturally specific services and information
2. Mistrust of government systems
3. Unsafe and unwelcoming community
4. Disproportionate issues with rental screening barriers
5. Barriers in accessing services

Additional barriers and specific details regarding the content of each theme are included in the SHS Engagement reports on Barriers for Communities of Color (see Appendices G and H). HACC is committed to ongoing analysis of these disparities, engagement with Communities of Color, and the continued development of strategies to overcome these barriers and racial disparities in the homeless response system. HACC is committed to the adoption of several initial strategies that can be employed immediately to address some of these barriers, as mentioned in the community engagement outreach summaries (see Appendices G and H), such as focusing services on specific populations, improving both infrastructure and services to appropriately serve specific racial and cultural groups, and increasing advocacy and policy work, in addition to the specific strategies outlined below.

### Strategies to advance racial equity

After careful consideration of the findings within the engagement reports and Committee recommendations, HACC commits to the following strategies to advance racial equity within the SHS program:

**Housing:** The SHS program will maintain a commitment to Housing First and housing choice, as well as create project-based and scattered-site Permanent Supportive Housing preference policies to address the overrepresentation of specific Communities of Color. Establishing data-driven investment priorities will be key to eliminating racial disparities in programs and outcome measurement.

**Supportive Services:** Considering the lack of culturally specific organizations and support services within Clackamas County, the SHS program will prioritize funding investments to

culturally specific providers. These investments will expand culturally specific and responsive housing-based services, including behavioral health (mental health and addiction recovery services) and employment services, to Communities of Color, and Immigrant and Refugee communities, and other historically underserved populations, including youth and LGBTQIA2S+ communities, and help to build the capacity of existing culturally specific community networks.

**Access Coordination:** To improve access to housing and services, Clackamas County will work to build trust between people with lived experience of homelessness, especially those who hold highly impacted racial and cultural identities. Additionally, HACC commits to improved outreach that is well staffed, utilizes technology, and is connected with culturally specific community leaders, people with lived experience, and service and housing organizations.

**Capacity Building:** To build capacity for robust services in Clackamas County, the SHS program will increase financial support and technical assistance for existing and emerging culturally specific organizations to ensure all Community Based Organizations (CBO) have the resources they need to pay staff living wages, provide good benefits, and support strong programming. Additionally, the SHS program will ensure all agencies have the resources and time needed to train all staff to be culturally responsive.

Clackamas County is committed to advancing the racial equity strategies outlined in this Plan, prioritizing allocations and continually being informed by the experiences and perspectives of those who hold highly impacted racial and cultural identities, including those with lived experience of homelessness.

## System Needs Analysis & Investment Gaps

### Regional Analysis

The following analysis provides an estimation of the number of people in each of the two SHS eligibility groups<sup>11</sup> who are experiencing homelessness across the Tri-County region, and the scope of need that will be addressed in Clackamas County. The analysis highlights homeless system gaps in access to, and outcomes of, housing and services by program type, which leave unmet needs for the many households experiencing homelessness, especially Communities of Color. The analysis also includes gaps in infrastructure and alignment, including capacity, partnerships and coordination. This analysis is informed by:

- Regional data and local data showing the scope of unmet needs of SHS priority households
- Regional and local data on Current System Investments by housing program type

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<sup>11</sup>SHS eligibility groups, sometimes referred to herein as Populations A and B, are: “Priority population A”, defined as extremely low-income, having one or more disabling conditions, and experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness; and “Priority population B”, experiencing homelessness or having a substantial risk of experiencing homelessness.

### *Population scope: Number of households*

As previously noted, at least **24,260** households experienced homelessness across the Tri-County region over the course of 2017. **4,935** of those households were extremely low-income, had at least one disabling condition and experienced long-term literal homelessness. People in this eligibility group most often need intensive interventions like supportive housing. The remaining **19,324** households are experiencing homelessness more broadly, and in most cases, may not need the intensity of supportive housing, but will likely need rent assistance and less intensive supportive services. Here is the breakdown of these figures by household type derived from the 2019 report, *Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region* released by Portland State University's Homelessness Research & Action Collaborative.

### *Regional homeless population by household type*

Household Type	Percentage (Number) of <b>Individuals</b> (regional)	Percentage (Number) of <b>Families</b> (regional)
Extremely low-income households with one or more disabling conditions experiencing/at imminent risk of experiencing long-term literal homelessness	90% (4,452)	10% (483)
Households experiencing/at substantial risk of experiencing homelessness	54% (10,471)	46% (8,853)

### *Proportionate size and scope in Clackamas County*

Clackamas County's general population represents approximately 21.3% of households across the Tri-County region.<sup>12</sup> However, for many reasons, the County's homeless system of care serves a smaller proportion of households experiencing homelessness due to an historical lack of existing services and providers.

Sharing responsibilities in meeting the needs of homeless and at-risk households will require significant expansions of the homeless systems of care in both Clackamas and Washington counties to meet the needs of a larger number of households than currently present in their local data. For Clackamas County, this means addressing the needs of a more equitable proportion of households.

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<sup>12</sup> U.S Census Bureau, Population Estimates Program [PEP]. (July 2019). "Population Estimates, July 1, 2019 (V2019)." *Multnomah County, Oregon*. Retrieved from: <https://www.census.gov/quickfacts/fact/table/multnomahcountyvoregon#>



## Numerical needs analysis

The following analysis estimates the unmet need for various service types and interventions within each SHS target population in Clackamas County. The model used to determine the needs for Populations A and B assumes that there is a need for housing-based interventions in systems outside of the traditional homeless service system. We used known local data from a variety of systems, along with national research and similar analyses from other communities, to develop the estimate of need in Clackamas County.

While people may have contact with multiple systems over the course of the year, this model uses Point in Time (PIT) or PIT equivalent data to minimize duplication errors while calculating total need. This data is applied in combination with descriptive data (e.g., disability rates, housing status, behavioral or mental health needs, etc.) and Homeless Management Information System (HMIS) annualized data to distribute households with housing needs between Populations A and B.

Several additional data sources (beyond PIT and HMIS data cited above) were used to determine projected needs, including: local Jail data; Child Welfare System data from Department of Human Services (DHS Clackamas County information); and Education System data from K-12 – McKinney-Vento liaisons (DHS). This needs analysis was conducted by the Corporation for Supportive Housing (CSH).

### *Unmet needs and system gaps by program type*

The amount of need for housing interventions in Clackamas County will depend upon the ability of all three counties to enhance and/or expand housing solutions within their homeless systems of care to meet their proportionate share of the need across the region. This will require ongoing close collaboration with the other two counties to closely monitor local and regional needs for each type of housing program and adjust proportions accordingly when needed. The analysis on the following pages describes high-level unmet housing-related needs by program type. It should be noted that some housing-related needs specific to Communities of Color were highlighted above, so those insights will not be repeated below.

Households experiencing or at substantial risk of experiencing homelessness require an array of flexible rent assistance and tenant-centered supportive services, such as mental health or substance abuse services, to meet their short and long-term housing needs. Some households will need only one-time resources to prevent homelessness, some will only need rent assistance, others will need long-term rent assistance and long-term intensive supportive services, and many will find that their needs for housing resources change over time.

### *Unmet needs by service type – Clackamas County*

Projected totals	Population A	Population B
<b>Count</b>	<b>997</b>	<b>2209</b>
Supportive Housing	997	208
Long Term Rent Assistance	997	1104
Short Term Rent Assistance*	--	1104
Eviction Prevention*	--	913
Housing Placement	934	1087
Crisis Response—Emergency Shelter	698	602
Crisis Response—Transitional Housing	299	602

*\*This assumes that Short Term Rent Assistance will not be needed for Population A due to Long Term Rent Assistance assigned to each unit created or in pipeline. Eviction Prevention activities are part of services with Supportive Housing for stabilization and retention.*

As part of the implementation of the SHS Program, Clackamas County will work regionally to ensure there is an ongoing effort to gain a complete picture of the need for specific housing interventions.

## **Investment Plan**

### **Overarching program commitments**

As mentioned above, this Plan identifies and outlines the unmet needs and investment priorities for rental assistance and supportive services programs within Clackamas County for the SHS program's priority populations, with a focus on Communities of Color.

As required by Metro, Clackamas County commits to spend 75% of the SHS Program allocated to the County for Population A, defined as those who are:

- Extremely low-income *AND*
- Have one or more disabling conditions *AND*
- Are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness

The County also commits to spend 25% on best practices to reduce and prevent homelessness for those in Population B, defined as those who are:

- Experiencing homelessness *OR*
- Have a substantial risk of experiencing homelessness

As previously noted, Clackamas County is strongly committed to centering racial equity at every stage of SHS planning and program development and is working to identify and eliminate

barriers that prevent participation from Communities of Color in stakeholder engagements and in accessing services. This Plan is informed by the best-available data, which has been disaggregated by race, as well as by the rich stakeholder input gained through an inclusive community engagement process that centered the voices of Communities of Color, detailed earlier in this Plan document.

We commit to evaluate, locally and regionally, the needs of these two priority populations regularly (at least annually) as we implement the program. Clackamas County will work with Metro and regional partners to adjust priorities or distributions to better meet the needs of the SHS priority populations and the goals of the program.

All of the programs and housing resources contemplated in this Plan will be low-barrier and will include housing first strategies, and all evaluation documentation will also include self-reporting options to increase comprehensiveness, accuracy and participation. As HACC evaluates the results of data and qualitative information, the County agrees to adjust the distribution of resources between Populations A and B, within the County and regionally, to best respond to the evolving needs of the populations over time.

### Current Investments

The public funding for services and housing that serve the homeless population across all three counties totals more than \$112 million, with Clackamas County dedicating \$8 million:

Public Funding	Multnomah	Washington	Clackamas	Total
Supportive Housing	\$38,628,151	\$5,769,658	\$4,239,884	\$48,637,693
Rapid Rehousing & Prevention	\$34,188,197	\$1,963,541	\$2,209,027	\$38,360,765
Emergency Shelter	\$17,041,310	\$3,016,174	\$1,337,805	\$21,395,289
Transitional Housing	\$1,333,565	\$2,045,234	\$232,726	\$3,611,525
<b>Total</b>	<b>\$91,191,223</b>	<b>\$12,794,607</b>	<b>\$8,019,442</b>	<b>\$112,005,272</b>

Clackamas County commits to maintaining these Federal, State and Local funding allocations and commits that the Supportive Housing Services Program funds will not replace existing resources, except in the case of a “good cause” waiver approved by Metro. Additional contemplated leverage for the SHS program resources is listed on page 24.

### *FY19/20 Public Funding Investments by Program Type, Clackamas County*

The following table provides details the current investments in **Clackamas County**:

Program Type	FY19/20 Public Funding	# Households Served
Supportive Housing	<b>\$4,239,884</b>	261
Rapid Re-housing	<b>\$2,209,027*</b>	159
Prevention		141
Emergency Shelter	<b>\$1,337,805</b>	660**
Transitional Housing	<b>\$232,726</b>	17

\*Rapid Re-housing and Prevention investments are combined in this analysis.

\*\*Emergency Shelter households served includes temporary winter shelter.

Note: This chart does not reflect all funding sources used to serve the number of households by program type.

### **Federal COVID-19 support**

This Plan has been developed during the COVID-19 pandemic. We acknowledge and are grateful for significant federal funding provided to Clackamas County to help community members remain in their homes during this difficult time. It is important to recognize that the COVID-19 funds are critical to maintain the status quo, and prevent even more families and individuals, who are currently housed, from becoming homeless. The SHS program focuses primarily on “Population A,” a group that has experienced homelessness long before the COVID-19 pandemic and is not the primary target for the stabilization funds coming from the Federal Government. It is also important to recognize that these COVID-19 funds are “one time” funds and will run out within a year or two. Undoubtedly, more community members will struggle with housing stability after the pandemic has waned, and the SHS program and funds will be critical to help address this increased need in the future.

### **Planned Investments**

This Plan provides a high-level strategic framework to guide funding priorities for SHS in the coming years. While Phase I priorities are committed to and detailed below, the majority of funding decisions will be made after additional in-depth planning over the coming year in partnership with community stakeholders. In all future planning work, we commit to prioritize the continued participation of Communities of Color and people with lived experience of homelessness, and will structure our engagements to enable their participation.

Metro originally projected annual revenues of over \$51 million for Clackamas County, but the short and long-term impacts of COVID-19, together with the anticipated lag in collection rates, will have unknown negative impacts on revenues for the first several years of the program. For purposes of planning, Metro has advised that we should estimate Year 1 revenues at **\$24.5** million for Clackamas County.

The framework for investments provided in this section is derived from:

- The requirements set out in the SHS Measure
- The guiding values, objectives, and racial equity and gaps analyses detailed above
- The Committee
- Extensive community feedback regarding what is needed to meet those objectives and address those gaps
- System capacity in Year 1

Phase I investments reflect the more specific known needs and commitments that are either of limited duration or provide a necessary foundation for the long-term expansion of the homeless system of care under the SHS Program. While Phase I investments are priorities for years 1 - 3, the investment strategy for years 2 and 3 will come after additional local and regional planning following approval of this plan.

### Systemwide investment priorities

Certain investments will be needed early and on an ongoing basis to support the effective implementation of the SHS Program. Many of the Phase I investment priorities are in this category. Some of these investments are likely to be made regionally in coordination with Washington and Multnomah Counties.

**(1) Building Community Based Organization (CBO) Capacity:** The success of the SHS Program will depend on the ability of CBOs, in particular those offering culturally specific services, to effectively deliver the support services funded by the Measure. Both established and emerging organizations will be needed to support implementation of the SHS Program across all three counties. Therefore, there will be a significant priority placed on building the capacity of CBOs through technical assistance, training (including training to frontline staff), and infrastructure development. Specific strategies will be co-created with stakeholders to encourage and facilitate new CBOs contracting for SHS funds with the County. Following an evaluation, there will likely also be a significant investment in current organizational capacity to address pay equity concerns, help stabilize staffing, and enhance outcomes. CBO capacity will be a shared priority of all three counties, and investments will likely be made on a regional basis.

**(2) Evaluating the System and Program:** As part of developing more detailed investment priorities and system expansion strategies for the SHS Program, there is a need to evaluate aspects of our existing homeless response, behavioral health, aging and other aligned systems and program strategies. Ongoing system and program evaluation investments are essential to ensuring continuous quality improvement throughout the life of the program. Immediate evaluation priorities include assessing the capacity of CBOs that currently deliver services, including a review of their ability to attract and retain talent given current compensation levels and approaches to equity. Evaluation is an area where investments will likely be made regionally as well as locally. All system and program evaluation work will be carried out using a racial equity lens and with leadership from Communities of Color, immigrants and refugees, and people with lived experience of homelessness.

- (3) Collecting and Sharing Data:** There is a substantial need to strengthen and integrate existing data systems, in particular the HMIS database and healthcare data systems, to expand users and develop new service coordination, tracking and reporting capabilities. Community stakeholders uplifted the difficulty in data collection compliance, particularly as many community-based organizations don't have dedicated data staff. In terms of improving service coordination, particularly across departments within Clackamas County, we anticipate investing in existing initiatives that focus on connecting together disparate data regarding client and service access. Establishing and implementing regional data collection and reporting standards will be a necessary area of work and investment, especially in the early phase of the SHS Program.
- (4) Navigating the system and Coordinating Access:** Improving access to information and the mapping of available services was identified as a high priority through community engagement. In addition, enhanced system navigation services that are delivered in partnership with culturally specific providers is a priority need, in particular for Communities of Color and immigrants and refugees. Bringing information and navigation services through outreach to people exiting institutional settings, staying in shelters, and living unsheltered is an added component to this. Additionally, improving coordinated access systems in order to ensure equitable access to housing and support services was identified as a high priority, as was ensuring that those who are highly vulnerable and have been awaiting housing on the current coordinated access waitlists, sometimes for years, not lose their place in line as the system is improved. We will also work with our regional partners to ensure that all access systems and information are available in multiple languages to remove barriers and improve participation.
- (5) County Program Implementation Capacity:** The SHS Measure will more than sextuple Clackamas County's current homeless services resources when revenue reaches the projected total. It will also likely expand critical services offered by other County departments, including the Public Health and Behavioral Health Divisions. While it is anticipated that the majority of funded services will be delivered by community partners, additional County staffing will be needed to effectively plan, procure, implement, and evaluate the SHS Program.

### **Clackamas County SHS Priority Program Investments - Phase I**

To meet the unmet need identified above, HACC developed the following investment priorities based on the needs and findings identified through extensive community engagement, contemplation of several data sets, and through several discussions between HACC and Clackamas County staff and members of the Committee. These priorities also consider current staff and community capacity and the new funding available.

- **Increase emergency shelter capacity** to house people immediately. Focus on both acquisition/development and operations, as well as long-term lease opportunities. Include wrap around services including behavioral health and placement services to transition people rapidly into permanent housing solutions with ongoing services.

- **Expand and establish culturally specific services.** Invest in capacity building of organizations willing to expand to serve Clackamas County. Work in partnership with Multnomah and Washington Counties on regional expansion efforts. Potentially contract with a lead culturally specific organization that can assist other organizations and providers in capacity building efforts
- **Expand wrap around support services** for recipients of the regional long-term rent assistance program as well as to other rent assistance programs, Metro Bond and other affordable housing projects, and existing housing units to provide housing stabilization. Couple supportive services with existing Housing Authority units where possible. Services may include but are not limited to behavioral health services, mental health services and addiction recovery in addition to case management. Additionally, HACC will prioritize a partnership with Clackamas County Behavioral Health Division to expand:
  - Outreach-based clinical and peer led behavioral health services
  - Shelter-based clinical and peer led behavioral health services
  - Expansion of both mental health and addiction recovery transitional housing
- **Increase all types of outreach and housing placement services** including ones specifically designed to be culturally responsive
- **Expand existing, high performing, contracted programs and services** primarily focused on serving population A. Expand existing, high performing, contracted programs and services that serve population B, including eviction prevention, as funding allows
- **Convert vouchers that are time-limited** into supportive housing services long term rent assistance or short-term rent programs for those who will need ongoing assistance as well as work to reduce wait lists for people needing rental assistance
- **Increase internal capacity** of Clackamas County SHS program by adding key staff and investments for program management, CHA, data systems and analysis, community engagement, and outreach. Work to increase coordination of programs and services across County divisions and reduce CHA wait times
- **Allocate funds for outreach.** In addition to the services detailed above, Clackamas County calls out “Outreach” as a specific and separate approach. Many people may not trust organizations or systems that provide the listed interventions and would benefit from outreach and engagement that meets people where they are using trauma informed care and other best practices such as motivational interviewing and stages of change approaches that are culturally and linguistically responsive. Because it often requires substantial effort to engage people in any type of assistance, HACC will conduct this ongoing outreach activity concurrently with other services and interventions

## First phase housing and service goals

HACC is currently undergoing their yearly budget process. The following projections reflect the most accurate estimates possible at this time, and are subject to change during the finalization of the budget. The final budget will be approved in June 2021, before funding begins for fiscal year July 1, 2021- June 30, 2022.

Clackamas County is projected to receive \$24.5M in revenues for year one. From the 24.5M, 5% is to be set aside for regional planning efforts, as prescribed by the measure. \$2.7M is also set aside to assist Community Based Organizations build capacity for this new program including culturally specific organizations as well as to the Supportive Housing Services program capacity.

The following housing and services goals are based on estimates and averages available at the time of Plan development. Some costs per category may be higher and some may be lower, depending on costs of units (development vs. scattered site), costs of services (based on acuity of client/tenant) and other factors

The first phase goals will be updated following discussions with other counties to ensure that Clackamas County contributes to meeting the full needs of the Tri-County region, as well as meeting the unique needs of Clackamas County. Revenue changes and other factors (e.g., agreement on wage equity across the region) may affect these numbers as well. As can be seen in the tables below, Clackamas County will be making significant year-one investments in long-term rent assistance. Clackamas County commits to a regional approach in administering the Regional Long-Term Rent Assistance program and will use the regional policy framework developed in partnership with Multnomah and Washington Counties to ensure one consistent program for service providers, landlords and tenants (Appendix K).

<b>Clackamas County Allocation Year 1</b>	<b>Amount</b>
Housing & Services for Population A & B (79%)	<b>\$19.3M</b>
Capacity Building for CBOs/Program Operations (11%)	\$2.7M
Administrative (5%)	\$1.25M
Regional Projects/Efforts (5%)	\$1.25M
<b>Total</b>	<b>\$24.5M</b>

<b>Population A &amp; B Split of Housing &amp; Services Allotment \$17.2M</b>	<b>Amount</b>	<b>Split</b>
Population A - Housing and Services	\$14.6M	75.6%
Population B – Housing and Services	\$4.7M	24.4%



<b>Year 1 Goals &amp; Projected Investments</b>	<b>Population A Goals</b>	<b>Investments Population A (75.6%)</b>		<b>Population B Goals</b>	<b>Investments Population B (24.4%)</b>
Supportive Housing Services (Households)	200	2.4M		--	--
Long-term Rent Assistance (Units)	200	3.6M		50	.600M
Short-term Rent Assistance (Households)*	--	--		130	1.276M
Eviction Prevention (Households)*	--	--		110	.632M
Housing Placement (Households)	125	1.475M		75	.499M
Emergency Housing -Shelter/Transitional (Units)	52	1.664M		13	.416M
Shelter Acquisition/Lease (Units)	--	2.8M		--	.700M
Outreach (Households)	400	1M		100	.210M
Housing Retention (Households)	75%	--		75%	--
Administrative Costs for CBOs	--	1.67M		--	.412M
<b>Totals</b>		<b>14.6</b>			<b>4.7M</b>

*\*This assumes that Short-term Rent Assistance will not be needed for Population A due to Long-term Rent Assistance assigned to each unit created or in pipeline. Additionally, Eviction Prevention services are part of services with Supportive Housing for stabilization and retention.*

### **Commitment to leverage funds for greater impact**

Clackamas County will leverage SHS Program resources with other funding efforts such as the Regional Supportive Housing Impact Fund (RSHIF), an effort led by Health Share of Oregon to address the need of people who need supportive housing and other interventions to break the cycle of moving in and out of institutional and acute care settings. Currently, Kaiser Permanent is funding the Metro 300 project via RSHIF, which provides rent assistance and services for people over the age of 50 with disabling conditions, particularly behavioral health. Clackamas County is participating in this effort and has housed 65 individuals (of a total goal of 80 people) as of January 2021. The County intends to use SHS program funds to ensure these program participants receive long-term rent assistance and services.

In addition, CSH is conducting a statewide Medicaid Crosswalk that will analyze what Medicaid can and cannot cover for Supportive Housing services. The intention of this crosswalk is to determine if other services can be covered by Medicaid through a waiver, how to make it easier for agencies that are able to bill Medicaid to pair those resources with Supportive Housing and make the case for flexible supportive service resources for housing and homeless programs. Once complete, this analysis and report will provide additional leverage opportunities which we will include in our overall service strategy.

### **Commitment to promote geographic equity**

Clackamas County commits to an equitable geographic distribution of services through the following strategies, detailed below: Coordinated outreach; a commitment to housing choice;

prioritizing access to shelter services for people experiencing homelessness in the community in which shelter is sited; and expanded access through technology to coordinated entry and application materials. In addition, Clackamas County is engaged in a planning effort to identify existing public funding resources for homeless services that can be prioritized to the rural, non-Metro areas of the County.

**Coordinated outreach:** Clackamas County currently has limited capacity to conduct street outreach. Throughout the SHS implementation we are committed to a significant expansion of street outreach to all parts of the Metro region of the county. This expansion will enable Clackamas County to distribute connection to services via outreach to all of the Metro areas of the county, regardless of the ability of people experiencing homelessness to access day centers or coordinated entry by phone. This enhanced outreach will include a significant emphasis on culturally responsive tactics to ensure broad and inclusive connections and participation.

**Housing choice:** Through our commitment to housing choice, recipients of rent assistance will be able to choose to make their homes in any community within the Metro jurisdiction. SHS Program funds will be leveraged to support Metro Bond funded development projects coming online in the next one to two years, increasing the Permanent Supportive Housing units in those projects. These developments are geographically dispersed and are sited in Gladstone, Happy Valley, Milwaukie and Oregon City, with pending development projects in Lake Oswego and Unincorporated Clackamas County.

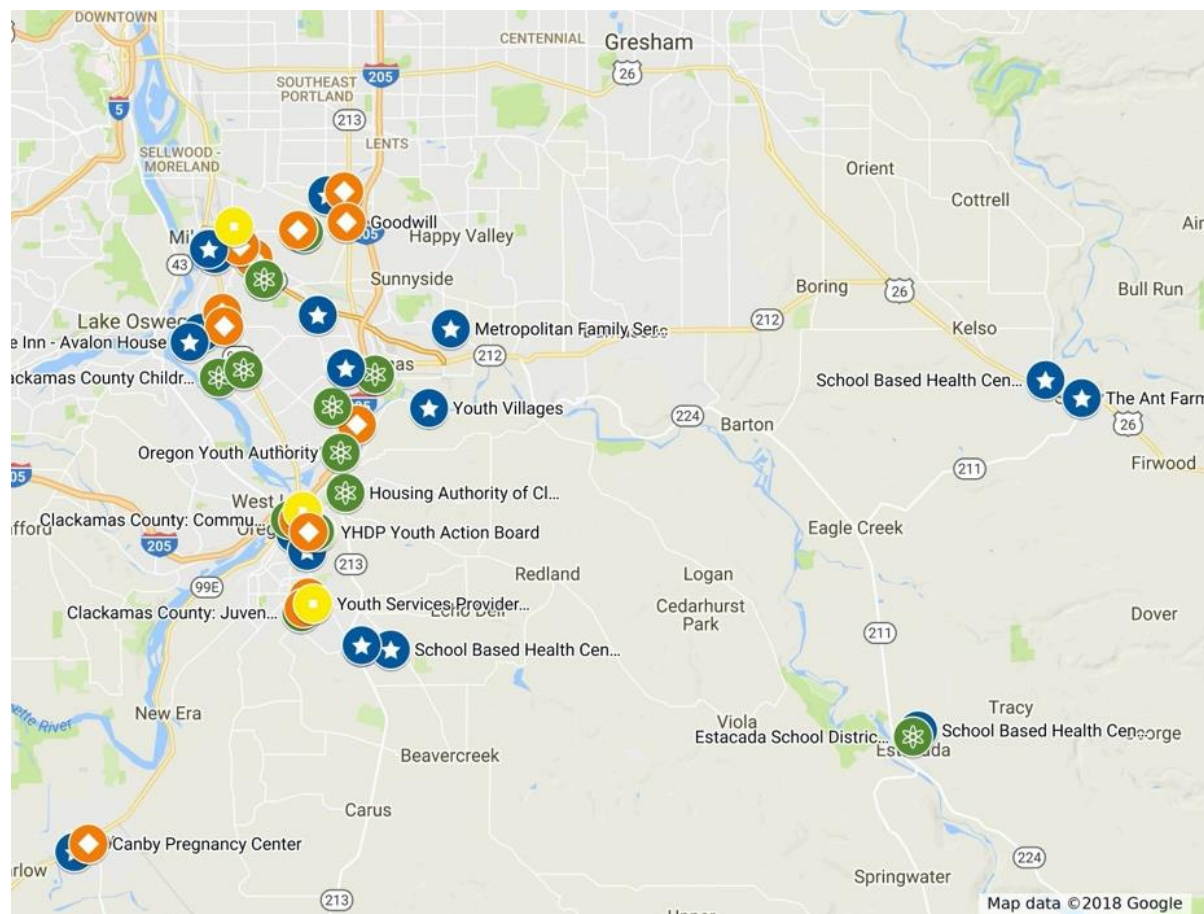
**Access to shelter:** Clackamas County lacks adequate emergency housing resources. As we site new emergency housing resources in the Metro region of the county, we are committed to prioritizing access to those resources for people who are experiencing homelessness in the community in which these resources are sited.

**Coordinated entry:** Clackamas County, in partnership with the Coalition of Communities of Color, is undertaking a racial equity analysis of our coordinated entry system and we are committed to improving the accessibility of the homeless services system to all people in our community. This will include the expansion of technology options for accessing coordinated entry as well as the conversion to digitally fillable forms for new programs requiring client paperwork.

**A county wide effort:** The Supportive Housing Services program will bring significant new resources to the Metro areas of Clackamas County. More than half of Clackamas County sits outside the Metro boundaries, however, and housing and homeless services needs remain acute in these more rural parts of the county. As part of the planning and implementation work for the Supportive Housing Services measure, Clackamas County is conducting an analysis of need in the rural areas and of current funding sources that can be prioritized to the non-Metro areas of the county. The Coalition of Communities of Color and Unite Oregon are partnering with HACC to conduct community engagement in the rural areas through the first third of 2021, to enable HACC to better understand the needs of Communities of Color in rural Clackamas County. Internally HACC and H3S are working to identify federal, state, and local public funding

sources for housing and homeless services that can be redirected or otherwise prioritized to serve the needs of non-Metro Clackamas County communities.

#### *Map of the geographic placement of existing services*



*Members of the Committee noted that there are significant services deserts in parts of the County for homelessness and housing services, as is evident on the map. Areas exist outside of the Metro boundary that do not currently have services available and there are also organizations that serve the entire County that are not accounted for on the services map.*

#### **Commitment to coordinate access**

Clackamas County commits to a regional response for people experiencing homelessness. The County commits to working with Multnomah and Washington Counties, as well as the future tri-county advisory body, toward the development and implementation of a regional coordinated entry system, which will build on the existing work of the SHS tri-county data governance work group in which HACC is a fully-engaged partner. Individuals and families living in Clackamas County sometimes seek services or are placed in treatment locations in another county, while at the same time; people who are seeking housing may find more available and affordable options in Clackamas County. Clackamas County also commits to making any documentation required for determining program eligibility low-barrier and with self-reporting options.

The data in Chart 2 demonstrates that a greater percentage of people experiencing homelessness in Clackamas and Washington Counties sought services and/or housing in other counties (at 18 and 17%, respectively). However, a larger number of people (almost 1,300) who sought resources in Multnomah County also looked for services and/or housing in other counties.

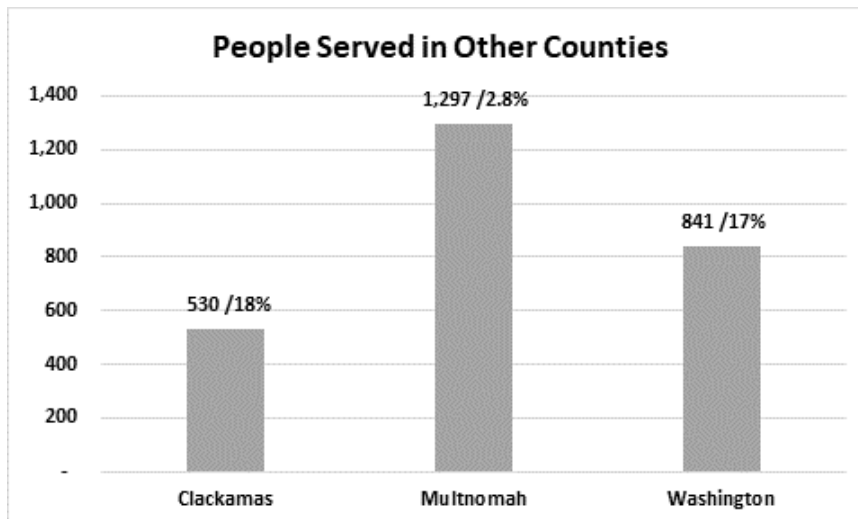


Chart 2: from HMIS data as reported in the "Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness, February 2019. Available [here](#).

Additionally, and not surprisingly, needed service components differ by population as well as households. The Committee recommends that all services offered, regardless of location, should be person-centered and trauma-informed. Providers should actively work to eliminate the re-traumatization of individuals by improving communication, understanding various perspectives, and adapting the system to effectively engage and reach populations not currently reached, across the entire region.

The Committee identified **access** and **coordination**, both within Clackamas County and across the region, as a priority, and identified several priorities that illustrate the need for greater coordination across the region such as:

- Expanding access through Clackamas County's Coordinated Housing Access (CHA) system
- Building trust between people experiencing homelessness and the housing system
- Making services culturally and linguistically responsive
- Removing barriers and increasing coordination with existing culturally specific providers

### Commitment to inclusive decision making

This Plan represents high-level strategies for investments, and to further inform *specific investments* and the design of SHS programs, we will continue to engage stakeholders, with an emphasis on Communities of Color, to ensure investments and programs are responsive to the community's needs.

An inclusive decision-making body is crucial to designing an equitable system and meeting the needs of people who have been historically underserved. To ensure inclusive decision making going forward, Clackamas County will engage its Continuum of Care Steering Committee (CoCSC), with an expanded focus, to provide the necessary local oversight and guidance for SHS implementation. The charter of this expanded body will require overrepresentation of Black, Indigenous, and People of Color in its membership. This group, which currently meets bi-monthly, will now meet monthly to accommodate its expanded role and responsibilities.

The CoCSC membership is currently made up of:

- Two Health, Housing, and Human Services (H3S) appointee seats
- Two Youth Action Board (YAB) member seats
- Two seats for people with lived, recent experience of literal homelessness
- Two Continuum of Care program representatives; and three at-large seats

The YAB and lived experience seats are paid positions. As the CoCSC is expanded to provide SHS oversight and guidance, this membership may shift or change. By consciously designating the seats for this committee in this way, we are able to ensure a representative and equitable decision-making body.

### **Commitment to enhance the capacity of community partners**

The Housing Authority of Clackamas County (HACC), through the SHS Program, will expand its network of providers that deliver supportive housing services, and procurement solicitations will target smaller organizations and non-traditional partners, with an emphasis on culturally specific organizations. The SHS Program will allow HACC to expand services and focus procurement to include additional service providers not previously serving Clackamas County. Through targeted community outreach, culturally specific service providers have been identified and will be strongly encouraged to apply for funding.

We recognize that to effectively deliver services at the levels required, many organizations will require assistance with capacity building. These capacity building needs may include, for example, funds to establish a variety of communication channels, funding to establish new organizations or new offices, support to prepare for programs or services, and/or staff support dedicated to preparing competitive funding applications.

HACC will work toward a procurement process that meets the SHS goals, such as: a commitment to Housing First and other best practices; the requirement of diversity within organizational staffing; and the requirement of providers to deliver services in a culturally specific and/or responsive manner. We will prioritize funding to organizations that align with workforce equity standards: establishing equitable rates of pay; including employment practices that promote trust, safety and belonging; providing equitable opportunities for advancement; and providing training that develops foundational knowledge on race and equity. HACC will also work to leverage partnerships with the County's public workforce system, WorkSource Clackamas, to build and expand employment opportunities both for CBO partners and the populations that they serve.

## **Commitment to improve behavioral health services alignment with housing and homelessness programs**

Behavioral health and peer support services are critical to meeting the housing needs of people experience homelessness or at risk of homelessness. Across our community engagements, a lack of behavioral health services was the number one most common response from participants when asked about gaps in Clackamas County's homeless services system of care. Enhancement and alignment of behavioral health programs with homelessness and housing services will be a critical investment approach in Clackamas County's SHS programs. HACC will consider and invest in strategies that bring flexible, client-centered behavioral health services to housing and homeless services programs, especially with the skills and expertise of peer recovery specialists and culturally specific services. Community-based behavioral health connectors and peer supports will work with housing navigators, shelters providers, and resident services staff to coordinate housing plans and health care supports. These workers will connect people to the mental health care and addiction treatment or recovery services suited to their needs and responsive to their desire for service.

Behavioral health and peer support programs funded through the SHS program are intended to enhance the behavioral health system of care, not replace existing levels of service or supplant funding for existing services. These investments will create alternative methods of service delivery focused on serving people experiencing housing instability and homelessness, and bringing behavioral health services into the community, shelters, and housing programs to support health, well-being and housing stability over time. The expansion of federal and state behavioral health investments is still critical to meet the needs of people with mental health conditions and addictions. SHS community-based behavioral health programs will often need to refer people to existing behavioral health services for adequate care.

## **Outcomes and evaluation**

Evaluating outcomes that result from the SHS program is critical to ensure that people are receiving the best interventions for their housing and service needs, as well as documenting efforts to implement systems change locally and across the Tri-County region. HACC will track and report on all agreed upon regional metrics and any additional local metrics at least annually. All outcome reports will disaggregate each metric using inclusive racial and ethnic identity categories. As part of Phase I implementation, Clackamas County will work with Washington and Multnomah Counties to align race and ethnicity reporting categories and practices to ensure consistent regional reporting. In addition, Clackamas County will work with regional partners to use data visualization tools in order to make outcome data easily, and publicly, accessible. When feasible, the metrics will also be disaggregated by age, gender identity, household type, disabling condition, and other key demographic characteristics.

To demonstrate progress and identify challenges in implementing the SHS program, Clackamas County recommends that the three counties invest in a third-party evaluator and/or Metro conduct a regional evaluation, particularly near the end of Phase 3. The results from an evaluation of outcomes will assist Clackamas County and its partners to engage in Continuous



Quality Improvement (CQI) activities. While the exact process of evaluation is yet to be determined, we recommend the measures include (but are not limited to):

- Evaluation from all levels (front line staff to executive to Board level)
- Inclusion of partners in systems and program work
- Measurement across multiple systems that touch homelessness (e.g. behavioral health, housing, homeless response, etc.)
- Engagement from Communities of Color and people with lived experience

## **Regional Outcomes and Metrics**

To date, Metro has adopted regional metrics in three primary areas: (1) Housing Stability; (2) Equitable Service Delivery; and (3) Engagement and Decision Making.<sup>13</sup> Housing stability metrics include the number of additional supportive housing units put in service, the ratio of units to need, and some metrics that are consistent with HUD system performance metrics that HACC and the CoC currently collect and report on. To ensure that all required information is captured, some measures will be added or enhanced. The Equitable Service Delivery and Engagement and Decision Making metrics will require collaborative work with regional partners, Communities of Color, and service providers to operationalize.

Clackamas County commits to tracking and reporting on regional metrics and outcomes (as documented in Metro's Required Elements Addendum (Appendix E), and any additional local metrics that may result after initial implementation of the Plan. The County also commits to providing disaggregate data by race where possible and will seek to develop this practice in any instance where disaggregate data are not available. Whenever possible, metrics will also be disaggregated by age, gender identity, household type, disabling condition and other key characteristics.

Clackamas County will also track and report on any additional measures identified through the ongoing evaluation process and community engagement activities, especially for measures related to equity. The County, to be accountable to the region, will also track measurements on increased systems work across the region, including improving data quality, simplifying and creating consistency across coordinated entry systems, and others as identified through regional coordination.

## **Clackamas County Specific Annual Outcomes**

Each year, HACC will engage with stakeholders to set annual outcome goals in alignment with the established regional performance metrics, and any local metrics that are adopted. Because system performance projections will depend not just on available SHS funds, but also on other critical funding streams that are braided with the Metro funds (e.g. federal and state homeless assistance funding, local general funds, and housing development capital), it will not be possible to set specific numeric SHS Program goals independently. Clackamas County outcome goals will also depend on the capacity that emerges in other parts of the region.

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<sup>13</sup> See Appendix E: Metro Supportive Housing Services Outcomes Metrics for additional details.

## Goals to Decrease Racial Disparities

In an effort to acknowledge and address the barriers experienced by Communities of Color, and to begin addressing the disproportionate outcomes within the homeless service system, Clackamas County commits to decreasing racial disparities among people experiencing homelessness, and will address specific and measurable goals that include:

- Increasing access for Communities of Color to housing and services, particularly for those with disproportionately high rates of homelessness
- Achieving positive housing and service outcomes for Communities of Color to be equal to or better than Non-Hispanic white household outcomes
- Growing culturally and linguistic program capacity as demonstrated through increased investments in culturally responsive and specific organization and programs
- Developing a plan for evaluating investment, program, and systems at least every three years

To track other goals, Clackamas County also agrees to analyze “Measurable Goals” as described in Metro’s addendum to its required elements (Appendix D) for Housing Stability, Equitable Service Delivery and Engagement and Decision-Making. These measures are clearly centered in racial equity and addressing disproportionality in access, utilization and outcomes for Communities of Color.

## Evaluation of SHS Program

Working with our partners within and outside of Clackamas County, we will develop evaluation criteria during Phase 1 of the SHS Program. This phase of implementation includes building the data collection, reporting and evaluation capacity of CBOs, the County, and the region.

With additional capacity in Year 1, HACC will engage CBOs and regional partners in Second Phase planning to develop and implement the data collection and reporting requirements for the SHS Program. HACC will solicit stakeholders regarding data collection and reporting specifics and will collaboratively design standards for the SHS Program that meet Metro requirements once those requirements have been established.

Also beginning in Year 1, HACC staff will work with Metro, Multnomah and Washington counties to develop an evaluation framework and plan for the SHS Program. In addition to annual reporting on the regional and any local metrics, the evaluation plan will lay out priority areas for study and continuous quality improvement, and a schedule for completing that work.

## Community Inclusion in Evaluation

Community members, particularly Communities of Color, will be involved at each stage of the program evaluation process. HACC will engage stakeholders in a second phase of planning to provide input that will help inform the evaluation strategy that Metro will develop with the three counties. Once that framework has been established, HACC will again engage



stakeholders to develop evaluation methods, standards and strategies for SHS programs, which will be incorporated into services contracts. Stakeholders, including culturally specific providers, will help to define and operationalize the metrics for the Measure, and will be invited to identify and develop any additional metrics from established SHS Program goals.

To evaluate our design and implementation of the SHS Program, HACC, in collaboration with Washington and Multnomah counties, will engage professional evaluators who specialize in developing evaluation frameworks, tools, and implementation strategies using a racial equity lens. The process of drawing conclusions from any quantitative and qualitative data will involve both researchers with robust expertise in racial equity and community members with lived experience who can help interpret and draw conclusions from that data. We expect to create regular opportunities for community stakeholders to review program outcomes data. It will be especially important to include service providers and SHS Program participants in reviewing outcomes to better understand the context behind the data and offer solutions on where the program can improve.

## Second Phase Planning

This plan reflects a First Phase of planning, including high-level strategies for investments of SHS funds but does not include the specific work plans for these investments. These details will be developed in collaboration with community stakeholders across multiple planning sessions for each investment strategy. In this phase we will include representatives from as many cities and towns within Clackamas County as possible, to ensure broad input and support. HACC will develop a structure that outlines the categories of and the full scope of work for years 2 - 3 of the program. Through multiple stakeholder meetings HACC will build workplans for priority investments collaboratively with stakeholders, and will engage especially with culturally-specific organizations, including smaller and emerging organizations, to support this work. The work of these groups will inform the specific programs that will be designed or expanded upon to meet the goals of this plan for Phase Two and beyond.

A large component of the above Second Phase planning work will include the development of internal HACC workflows and systems that the HACC coordinates. Rather than risk duplication with a stand-alone program, HACC will carefully determine the ways that SHS funds can bring opportunities for expansion, improvement and flexibility to more quickly and comprehensively connect people to permanent housing and provide the individualized supportive services and rent assistance needed to maintain it.

## Conclusion

There is no question that homelessness, and all of the negative impacts associated with housing insecurity, have been on the rise for several years, both in the Metro region, and in Clackamas County in particular. Now, perhaps more than ever, individuals and families struggle to secure and maintain a safe place to sleep at night, and as the long-term effects of the COVID-19 pandemic emerge, these challenges will only increase. As demonstrated throughout this Plan, these negative impacts have hit Communities of Color particularly hard. The SHS program, and

its associated resources, could not come at a better time, and we are grateful to have expanded tools and funding to meet these challenges head on.

In the past, Clackamas County has dedicated approximately \$8 million annually to this challenge, and the SHS program will increase those resources with an additional \$51 million annually. This influx of new resources will truly be a “game changer” for the County and the families and individuals that struggle within our community. Additionally, these funds will enable Clackamas County to take a more assertive role in joining the effort to solve this problem regionally.

Because the challenges of homelessness and housing insecurity have hit Communities of Color particularly hard, as illustrated in detail within this Plan, Clackamas County is unwaveringly committed to centering racial equity within all of the strategies, investments, partnerships, and deployment of funds that emerge as this Plan is actualized.

Additionally, Clackamas County is committed to collaborating as a strong regional ally with our partners in Washington and Multnomah Counties. We know that by working in unison on this regional challenge, we have a significant opportunity to end homelessness, and the challenges associated with homelessness, Metro wide.

Over the next several months, Clackamas County will continue to develop strategies, goals and community partnerships to fully operationalize and execute the SHS Program. We look forward to working with our regional partners on these next steps and we are confident that together we will develop a comprehensive response that will serve our entire region and dramatically improve housing outcomes for all of Clackamas County.

## Appendix A: Key Definitions

**Disclaimer: This is only the beginning of a comprehensive set of definitions for this plan. HACC will continue to add to this list based on feedback from Plan reviewers.**

### **Coordinated Access Assessment Tools**

Individuals and families that meet the eligibility requirements can complete a Coordinated Access assessment. A different assessment tool is used for each subpopulation. Many partner agencies have staff trained to conduct these assessment tools. The assessment information is used to support the evaluation of participant vulnerability and prioritization for assistance.

<b>Coordinated Access System Subpopulation</b>	<b>Assessment Tool</b>
Unaccompanied Youth System	Homeless Youth Continuum (HYC) Screening, includes the Transition Age Youth Triage Tool (TAY)
Survivors of Domestic Violence System	Safety and Stabilization Assessment (SSA)
Families with Minor Children System	Family-Vulnerability Index-Service Prioritization Decision Assistance Tool (F-VI-SPDAT)
Adults unaccompanied by Minor Children System	Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT)

### **Culturally-Responsive Services**

Culturally-responsive services are respectful of, and relevant to, the beliefs, practices, culture and linguistic needs of diverse consumer/client populations and communities. That is, communities whose members identify as having particular cultural or linguistic affiliations by virtue of their place of birth, ancestry or ethnic origin, religion, preferred language or language spoken at home. Cultural responsiveness describes the capacity to respond to the issues of diverse communities. It thus requires knowledge and capacity at different levels of intervention: systemic, organizational, professional and individual.<sup>1</sup>

### **Culturally-Specific Organizations**

Culturally-specific organization include the following elements: 1) The majority of members and/or clients are from a particular community of color; 2) The organizational environment is culturally-focused and identified as such by members; 3) The staff, board and leadership reflects the community that is served; 4) The organization has a track record of successful community engagement and involvement with the community being served. Additionally, the community itself has validated the range of services provided by the organization and confirmed their usefulness to the community.<sup>2</sup>

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<sup>1</sup> Curry-Stevens, A., Reyes, M.E. & Coalition of Communities of Color. (2014). Protocol for Culturally Responsive Organizations. Center to Advance Racial Equity, Portland State University.

<sup>2</sup> Ibid.

### **Disabling Condition**

HUD defines a disability as having one or more of the following impairments: physical, mental or emotional impairment, including impairment caused by alcohol or drug abuse, post-traumatic stress disorder (PTSD), or a brain injury that is expected to be of long-continuing or indefinite duration and substantially impedes the person's ability to live independently. For the purpose of permanent supportive housing (PSH), verification of disability is not needed at the time of assessment, but is required before entry into a PSH program.

### **Document Readiness Support**

Assists participants with collecting documents to demonstrate eligibility for housing programs. These documents include verification of chronic homelessness or homelessness, documentation of a disabling condition, and verification of income. Often, this process can entail scheduling and attending medical appointments, and/or meeting with case managers, social workers, or therapists, and may even require ordering a replacement birth certificate, applying for a state ID, or a social security card. Each can take weeks, if not months, based on scheduling availability and complexity of need.

### **Doubled-Up**

Zapata et al. in their report *Governance, Costs, and Revenue Raising to Address and Prevent Homeless in the Portland Tri-County Region* define doubled up as, "families or individuals who live doubled up with friends or family members due to the loss of housing or economic hardship are considered homeless. Sometimes described as the hidden homeless, this population is not counted in Point-in-Time but is included Department of Education counts for unaccompanied youth or youth in families. Neither count includes doubled-up adult households. Doubled up can refer to a range of complex living arrangements." (Zapata et al., 2019, p. 14).

### **Emergency Shelter/Shelter (ES)**

ES Provides individuals and families with a safe place to sleep. It is meant to be short in duration and offer connection to housing options. The level of services available depends on the model. ES may be structured as a mat on the floor of a community space, an individual unit in which a household resides for a limited period of time, a private room with shared community space in a building, or other models.

### **Extremely Low Income (ELI)**

Households whose incomes are at or below 30% of the Median Family Income for their area. In 2020 the Portland-Vancouver-Hillsboro metropolitan area, a household size of one's 30% MFI is \$19,350. For a household size of four, 30% MFI is \$27,630. The median income for a family of four is \$92,100.<sup>3</sup>

### **Fair Housing**

The Fair Housing Law passed in 1968, it prohibits discrimination in the sale, rental or financing of housing based on race, color, religion, national origin, sex, familial status, and disability. In Oregon, there are additional protected classes including marital status, source of income, sexual orientation, and domestic violence survivors. It is a civil rights law because it protects the rights of people based on protected classes.<sup>4</sup>

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<sup>3</sup> Portland Housing Bureau. (2020). Median Income Percentages 2020 (effective 4/1/2020). [City of Portland website]. Retrieved from: <https://www.portland.gov/sites/default/files/2020-04/2020-ami-rents-phb.pdf>

<sup>4</sup> Fair Housing Council of Oregon. (2020). [Top 3 Things You Should Know About Fair Housing](http://fhco.org/index.php/news/blog-2/item/29-top-3-things-you-should-know-). [Fair Housing Council of Oregon website]. Retrieved from: <http://fhco.org/index.php/news/blog-2/item/29-top-3-things-you-should-know->

## **Health Stabilization Services**

Health services are a central part of stabilization for households experiencing homelessness. These services include addiction and recovery treatment (detox, inpatient, intensive outpatient, and medicated assisted treatment), behavioral health treatment (hospitalization, involuntary commitment, sub-acute inpatient, transitional residential treatment, and on-going ACT or ICT case management). In addition, some people are experiencing complex medical conditions like cancer, brain injury, HIV/AIDS, or a terminal illness, which require intensive and on-going medical stabilization services up to hospice and end-of-life planning. At times, treatment will be delayed if there is no access to housing. Finally, for people discharging from a hospital with an acute medical condition (like a broken leg or an open wound) they may be eligible to stay in a recuperative care shelter. Most of these services have requirements, waitlists, and typically need a referral from a provider to start treatment (a person cannot self-refer into the program).

## **Homelessness**

The U.S. Department of Housing and Urban Development (HUD) has defined four categories of homelessness: literally homeless, imminent risk of homelessness, homeless under other federal statutes, and fleeing/attempting to flee domestic violence. Our local definition of homelessness includes households who are “couch surfing” or doubled up with family or friends and lack housing permanence, a secure place to stay the next night or legal recourse if asked to leave.<sup>5</sup>

## **Housing Barriers**

Barriers can include: no income or limited income; limited rental history; prior eviction; utility arrears; property damage debt; history of criminal charges. These barriers can be reasons why a rental application is denied.

## **Housing Discrimination**

The Fair Housing Act protects households from discrimination when buying a home, renting, applying for a mortgage, seeking housing assistance. Additional protections apply to federally-assisted housing. Some examples of housing discrimination include when: securities deposits are only required for immigrants and refugees, or only required for people from Mexico; adult-use only building rules that prevent youth from going into certain common spaces; refusal to change property management rules to meet a reasonable accommodation such as sending notices to a payee; a renter is steered from living in certain neighborhoods to other neighborhoods where there are more people like the renter; a person from a Community of Color contacts a landlord over the phone and the conversation is positive but then in-person the landlord’s demeanor is different and the renter receives a denial.<sup>6</sup>

## **Imminent Risk of Homelessness**

HUD defines imminent risk of homelessness as an individual or family who will imminently lose their primary residence, provided that: (i) residence will be lost within 14 days of the date of application for homeless assistance; (ii) no subsequent residence has been identified; and (iii) the individual or family lacks the resources or support networks needed to obtain other permanent housing.<sup>7</sup>

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<sup>5</sup> [AHFE Coordinated Access Guidelines](#), 2018, [HUD Criteria and Recordkeeping Requirements for Definition of Homelessness](#), 2012.

<sup>6</sup> HUD.GOV. (n.d.). Housing Discrimination Under the Fair Housing Act. [HUD website]. Retrieved from: [https://www.hud.gov/program\\_offices/fair\\_housing\\_equal\\_opp/fair\\_housing\\_act\\_overview](https://www.hud.gov/program_offices/fair_housing_equal_opp/fair_housing_act_overview)

<sup>7</sup> HUD. (2012). Criteria and Recordkeeping Requirements for Definition of Homelessness. HUD Exchange Website. Retrieved from: <https://www.hudexchange.info/resource/1974/criteria-and-recordkeeping-requirements-for-definition-of-homeless/>

**Long-term Rental Assistance (LTRA)**

Flexible rent assistance that is available to support those experiencing or at substantial risk of experiencing homelessness. LT rent assistance does not have an end date and can be available as long as the household needs it. It is also portable and moves with the tenant. Typically, these funds are limited to extremely low income households with incomes at 30% or less AML.

**Median Family Income**

Zapata et al. in their report *Governance, Costs, and Revenue Raising to Address and Prevent Homeless in the Portland Tri-County Region* define median income “[m]edian income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groups of people such as different geographies, family size, household size, race, etc. [...] Determining who is described as low-income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be considered low- or moderate-income. HUD uses US Census Bureau data to calculate their own median incomes. Their definition is based on family income.” (Zapata et al., 2019, p. 14).

**Permanent Supportive Housing (PSH)**

PSH is permanent housing with supportive services to assist people that have a disability and have experienced homelessness to live independently. Supportive services must be offered for the duration of program participation. PSH may be at a single site, a scattered site or a clustered site, and can be integrated with affordable or market-rate units. Housing assistance can be project-based (tied to the unit) or tenant-based (tenant must locate a unit in the rental market).

**Prevention (Eviction and Homeless Prevention)**

Housing relocation and stabilization services and short-and/or medium-term rental assistance as necessary to prevent the individual or family from moving into homelessness.

**Project Based Subsidy**

Subsidy is attached to the building or unit and does not transfer with the tenant if and when they move. For project based section 8 public housing programs, entry into one of these units is from a waitlist. These waitlists typically open up one to three times a year.

**Rapid Re-Housing (RRH)**

RRH is designed to help currently homeless households achieve and maintain permanent housing stability as quickly as possible. RRH offers flexible funding, rental assistance and supportive services, and ranges from one-time financial assistance through a maximum of 24 months of rental assistance and/or supportive services. Our community values multiple approaches, including predetermined time frames for assistance as well as the Progressive Engagement model in which households receive the minimum assistance necessary to gain housing stability and frequent reassessment occurs to determine additional need.

**Recovery-Oriented Transitional Housing (TH)**

“Recovery housing is a housing model that uses substance use-specific services, peer support, and physical design features to support individuals and families on a particular path to recovery from addiction, typically emphasizing abstinence. The personal recovery journey is different for everyone, and some people who experience homelessness and who are pursuing recovery express a preference for a housing environment that is abstinence-focused and uses a peer-

driven community to support recovery” (HUD, 2015).<sup>8</sup> All local HUD-funded Recovery-Oriented TH is short-term (from 4 to 24 months), site-based (meaning participants have units in the same building with services on-site), and alcohol and drug free. Participants receive case management with a focus on supporting recovery and achieving long-term housing stability.

### **Retention Services**

Services provided to households after the end of a rental subsidy for up to 12-24 months. Services include ongoing visits, eviction prevention assistance, landlord and neighbor problem solving, and connection to community resources.

### **Scattered-Site Model**

This model is typically used by non-profit organizations as a strategy to integrate housing units into the general community by purchasing or renting, or master leasing, condominiums, apartments, or single family homes as opposed to purchasing whole buildings and then placing all participants into one location.

### **Shelter Plus Care Program (S+C)**

The former Shelter Plus Care program has been consolidated with other HUD competitive homelessness assistance grants programs to create the new Continuum of Care (CoC) Program.

### **Short-Term Rental Assistance**

Flexible rent assistance meant to serve those at risk of or are recently homeless. Assistance duration is flexible, but does have a cap. 1 month - 2 years on average and is similar to rental assistance offered in Rapid Re-Housing and Prevention (though it is not limited by HUD requirements).

### **Supportive Housing (SH)**

Supportive housing is a proven solution for highly vulnerable people who have complex health needs, including those with untreated or undertreated mental illness and addictions and have long-term homelessness in their background. It combines deeply affordable housing with supportive services to help people live with stability, autonomy and dignity. Our community operates two primary models of supportive housing: 1) Permanent supportive housing for populations with more complex needs and 2) Facility-based transitional housing for populations with shorter-term needs.

### **Tenant Based Rental Assistance (TBRA)**

TBRA is a rental subsidy that is used to help individual households afford housing costs such as rent and security deposits. Under certain circumstances, it can be used to help with utility deposits. There are many types of TBRA programs. The most common type provides monthly assistance to cover the difference between the amount a household can afford to pay for housing and local rent standards, like the Section 8 Voucher Program. The HOME TBRA program is unique from other programs in that the TBRA assistance moves with the tenant and the level of the subsidy varies based upon the income of the household and the cost of their rent.<sup>9</sup>

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<sup>8</sup> The U.S. Department of Housing and Urban Development. [HUD]. (2015). [HUD Recovery Housing Policy Brief](#).

<sup>9</sup> HUD. (n.d.). Hud Exchange HOME Tenant-Based Rental Assistance. [HUD Exchange website]. Retrieved from: <https://www.hudexchange.info/programs/home/topics/tbra/#policy-guidance-and-faqs>

## **Tenant Protections**

In Oregon, tenant protections are covered under the Oregon State Residential Landlord & Renter Act (ORS Section 90.100-90.875). (Note that this is not the same as the Fair Housing Law, which is a federal law that prohibits housing discrimination based on protected class.) The Oregon Act outlines the rights and responsibilities for renters and landlords, this includes basic habitability and maintenance standards, as well as rules on security deposits, fees, rent increases, utility payments, and the rules that permit the landlord to conduct inspections of a rental unit.

## **Transitional Housing (TH)**

TH is a temporary housing with supportive services to facilitate a household's successful move into permanent housing, typically within 24 months. Participants choose whether to participate in services offered. It may be facility based or scattered site, although all publicly funded TH in Portland and Multnomah County is currently facility based.

## **Community Program Guidelines and Program Requirements: Defining Best Practices for Service Delivery**

### **Culturally Responsive and Culturally Specific Services**

HACC is using definitions of Culturally Responsive and Culturally Specific services developed through a collaborative Metro-wide work group.

### **Culturally Responsive**

Culturally responsive services are general services that have been adapted to honor and align with the beliefs, practices, culture and linguistic needs of diverse consumer / client populations and communities whose members identify as having particular cultural or linguistic affiliations by virtue of their place of birth, ancestry or ethnic origin, religion, preferred language or language spoken at home. Culturally responsive services also refer to services provided in a way that is culturally responsive to the varied and intersecting "biological, social and cultural categories such as gender identity, class, ability, sexual orientation, religion, caste, and other axes of identity."

Culturally responsive organizations typically refer to organizations that possess the knowledge and capacity to respond to the issues of diverse, multicultural communities at multiple intervention points.

Culturally responsive organizations affirmatively adopt and integrate the cultural and social norms and practices of the communities they serve. These organizations seek to comprehensively address internal power and privilege dynamics throughout their service delivery, personnel practices and leadership structure.

A culturally responsive organization is one that reflects the following characteristics:

- Prioritizes responsiveness to the interests of communities experiencing inequities/racism and provides culturally grounded interventions [that] have been designed and developed starting from the values, behaviors, norms, and worldviews of the populations they are intended to serve, and therefore most closely connected to the lived experiences and core cultural constructs of the targeted populations and communities
- Affirmatively adopts and integrates the cultural and social norms and practices of the communities they serve



- Addresses power relationships comprehensively throughout its own organization, through both the types of services provided and its human resources practices. A key way of doing this is engaging in critical analysis of the organization's cultural norms, relationships, and structures, and promoting those that support democratic engagement, healing relationships and environments
- Values and prioritizes relationships with people and communities experiencing inequities universally, paying particular attention to communities experiencing racism and discrimination
- Commits to continuous quality improvement by tracking and regularly reporting progress, and being deeply responsive to community needs
- Strives to eliminate barriers and enhance what is working
- Culturally responsive organizations seek to build change through these major domains:
- Organizational commitment, leadership, and governance
- Racial equity policies and implementation practice
- Organizational climate, culture, and communications
- Service-based equity and relevance
- Workforce composition and quality
- Community collaboration
- Resource allocation and contracting practices
- Data metrics and continuous quality improvement

### **Culturally Specific**

Culturally specific services are services provided for specific populations based on their particular needs, where the majority of members/clients are reflective of that community, and use language, structures and settings familiar to the culture of the target population to create an environment of belonging and safety in which services are delivered. Culturally specific organizations typically refer to organizations with a majority of members/clients from a particular community. Culturally specific organizations also have a culturally focused organizational identity and environment, a positive track record of successful community engagement, and recognition from the community served as advancing the best interests of that community.

Organizations providing Culturally Specific Services reflect the following characteristics:

- Programs are designed and continually shaped by community input to exist without structural, cultural, and linguistic barriers encountered by the community in dominant culture services or organizations AND designed to include structural, cultural and linguistic elements specific to the community's culture which create an environment of accessibility, belonging and safety in which individuals can thrive.
- Organizational leaders, decision-makers and staff have the knowledge, skills, and abilities to work with the community, including but not limited to expertise in language, core cultural constructs and institutions; impact of structural racism, individual racism and intergenerational trauma on the community and individuals; formal and informal relationships with community leaders; expertise in the culture's explicit and implicit social mores. Organizational leaders and decision-makers are engaged in improving overall community well-being, and addressing root causes.
- Intimate knowledge of lived experience of the community, including but not limited to the impact of structural or individual racism or discrimination on the community; knowledge of specific disparities documented in the community and how that influences the structure of their program or service; ability to describe the community's cultural practices, health and safety beliefs/practices, positive cultural identity/pride/resilience, immigration dynamics, religious beliefs, etc., and how their services have been adapted to those cultural norms.

- Provide multiple formal and informal channels for meaningful community engagement, participation and feedback at all levels of the organization (from service complaints to community participation at the leadership and board level). Those channels are constructed within the cultural norms, practices, and beliefs of the community, and affirm the positive cultural identity/pride/resilience of the community. Community participation can and does result in desired change.
- Commitment to a highly skilled and experienced workforce by employing robust recruitment, hiring and leadership development practices including but not limited to valuing and caring for community and/or lived experience; requirements for professional and personal references within the community; training standards professional development opportunities and performance monitoring.
- Commitment to safety and belonging through advocacy; design of services from the norms and worldviews of the community; reflect cultural constructs of the culturally specific community; understand and incorporate shared history; create rich support networks; engage all aspects of community; and address power relationships.

### **Housing First/low barrier Principles:**

- Few to no programmatic prerequisites to permanent housing entry
- Low barrier admission policies
- Rapid and streamlined entry into housing
- Supportive services are voluntary, but can and should be used to persistently engage tenants to ensure housing stability
- Tenants have full rights, responsibilities, and legal protections
- Practices and policies to prevent lease violations and evictions
- Evictions from housing do not result in termination from the program

### **Motivational interviewing**

Motivational Interviewing is an established evidence-based practice in the treatment of individuals with substance use disorders. It is a collaborative conversation to strengthen a person's own motivation for, and commitment to, change. Because it is so effective for individuals with substance use disorders, it is an approach applied to many other change-related conversations including homelessness outreach and housing retention supportive services. Motivational Interviewing incorporates strengths-based practice, trauma-informed approach and person-centered approach.

### **Person Centered Approach**

Person Centered Practice honors the individual as the expert in their own life. Each individual should lead and make decisions about their treatment and/or case plan, with supportive services offered as needed.

### **Strengths-based Practice**

Strengths-based practices value the capacity, skills, knowledge, connections and potential in individuals and communities. The service plan and/or supportive services approach leans on the strengths of each individual.

### **Trauma-informed Approach**

Trauma-Informed Care understands and considers the pervasive nature of trauma and

promotes environments of healing and recovery rather than practices and services that may inadvertently re-traumatize. A trauma-informed approach considers Harm Reduction. Harm Reduction is a set of practical strategies and ideas aimed at reducing negative consequences associated with drug use or other behaviors or circumstances.

**Equal Access Rule**

Equal Access requirements:

- (1) Housing and shelters must be made available to otherwise eligible individuals without regard to sexual orientation, gender identity, or marital status
- (2) Equal access to programs, shelters, other buildings and facilities, benefits, services, and accommodations must be provided in accordance with an individual's gender identity

# Appendix B

## Clackamas County Supportive Housing Services

### Local Implementation Plan Steering Committee (LIP Committee) Roster

Name	Position
Jill Smith	Health Housing and Human Services
Commissioner Sonya Fischer	Clackamas County Commissioner
Kenzie (MacKenzie) Wige	Youth Action Board
Jeff Gage	Housing Authority Resident
Peter Rosenblatt	Continuum of Care
Tabitha Alajmi	At-Large
Jana Hak	At-Large
Katrina Holland	At-Large
Rose Ojeda	At-Large
Bridget Dazey	At-Large
Tony Venzia	At-Large
Awaz Muhammad	At-Large
Vahid Brown	Facilitator
Brooke Page	Facilitator
Heather Lyons	Consultant
Margaret Kilman	Consultant
Abby Ahern	Support Housing Services group
Beth Bryne	Zoom/SHS

# Clackamas County Supportive Housing and Services Local Steering Committee Charter

## BACKGROUND

In May 2020, the Supportive Housing Services measure was passed by Metro voters. The measure will create new revenue streams from a one percent tax on incomes earned within Metro region above \$200k / \$125k (joint/single). It also creates a one percent business profits tax on net income of businesses with gross receipts of more than \$5 million. Both taxes begin January 2021 and the funds are designated for Supportive Housing Services.

Clackamas County will receive 21.33% of the total revenues generated to provide Supportive Housing Services; including rent assistance, mental health, addiction and recovery services, employment and peers supports, etc.

## CHARGE

The Supportive Housing and Services Steering Committee will work with staff to develop a Local Implementation Plan that outlines the funding priorities for Metro measure 26-210 for Clackamas County implementation. The plan they help to develop will be informed by robust community engagement staff subject matter expertise input. The plan will align with the values and goals established by the Metro Stakeholder Advisory Table, including an emphasis on advancing racial equity.

## MEMBERSHIP

The Steering Committee will have up to 12 and no fewer than 10 members. Half of the membership will be held by people of color.

5 seats will be appointed from the following bodies:

- H3S staff representative
- Youth Action Board representative
- Continuum of Care Steering Committee representative
- Housing Authority of Clackamas County Resident representative
- Clackamas County Commissioner or representative (non-voting role)

The remaining seats will be designated, with a priority for people with lived experience with homelessness and/or extreme poverty in the past 10 years, for (if not covered above): culturally specific/responsive provider; faith, business or philanthropic sector; health/behavioral health/substance use disorder sectors.

## TERM

Steering Committee members attend meetings, monthly or more frequently as

September 2020

needed, of 2.5 hour durations beginning in October 2020. The Local Implementation Plan should be finalized no later than February, 2021. Meetings will be held virtually, on Zoom, until requirements are lifted and it is safe to meet in person. This steering committee may continue to meet following the finalization of the Local Implementation Plan to provide advisory guidance on implementation efforts beginning in 2021.

## **STIPEND**

Any board member who is not otherwise being paid for their time serving on this board is eligible for stipend at \$25/hour of meeting and meeting preparation time. Board members will be given an opportunity to waive this compensation and provide expertise on a volunteer basis.

## **GOVERNANCE STRUCTURE**

The Steering Committee will provide recommendations to the Housing Authority staff, and has no formal delegated power of authority to represent Clackamas County or commit to the expenditure of any funds. The Steering Committee may identify members to present recommendations to the Housing Authority of Clackamas County and/or other governing bodies and community groups as needed.

## **DECISION-MAKING AND QUORUM**

The Steering Committee will operate by consensus, taking votes only where needed. A quorum must be present to vote on recommendations. A vote on an action or decision requires a majority of those present. A quorum is a simple majority of the total committee. It is the Steering Committee member's responsibility to self-identify and disclose any conflict of interest and abstain from decision making if appropriate.

## **WORKING AGREEMENT**

Steering Committee members agree to operate under the following working agreement (and any other such agreements as are established in the steering committee's first meeting):

- Listen and listen again.
- Be respectful and courteous to the diversity of opinions in the room.
- Direct passionate opinions toward sharing information, not at each other.
- Allow the facilitator to keep the discussion moving and on task.
- Start and end meetings on time.

## Appendix C

# Housing Affordability and Homelessness Task Force



## Equity Lens

**Clackamas County defines equity as:** The principled commitment to ensuring the absence of visible and invisible barriers to fairness in representation, opportunity and access.

### **Vision Statement:**

We envision a Clackamas County Task Force on Affordable Housing and Homelessness that engages communities of color and those disproportionately impacted by historic and current housing disparities in the county, that leads by example and actively makes informed decisions while bringing the voices of those disproportionately affected to the table, and that considers current and future impacts that our decisions make on communities of color and impacted populations.

### **What is a racial equity lens?**

In work many of us use lenses (such as safety, trauma-informed and ethical lenses) to determine if a decision fits an organization's values and operating principles.

This racial equity lens is a tool that the Clackamas County Task Force on Housing Affordability and Homelessness will use to determine if we have achieved equity in our decisions and recommendations. The lens will help us see disparities, consequences, sources of structural inequity and institutional racism, potential impacts on communities of color and historically marginalized communities in Clackamas County. The goal is to turn our intentions into actions and strive to right historical wrongs in our society, creating a welcoming Clackamas County for community members of all different backgrounds.

### **Questions to ask when considering if a policy is equitable:**

- What communities are impacted by the policy we're considering?
- Are they at the table?
  - If yes: What is their perspective?
  - If no: Why not? How can we get their perspective before moving forward with a recommendation?
- What disparate impacts may arise from this recommendation? Areas to consider are: Housing Access, Housing Stability, Displacement
  - To what extent does the proposed policy worsen disparities toward affected groups?
  - Does the proposed policy aim to correct, change or challenge institutional racism?
- What are the intended benefits or unintended consequences that might impact affected groups as a result of the policy or recommendation?
- Has the county considered disparate impacts already?
  - If yes: what existing analysis can we draw from to make an informed decision?
  - If no: What analysis does the county need to complete before we can make an informed decision?

## Appendix D



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# Supportive Housing Services Program Work Plan

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December 2020



If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we’ve already crossed paths.

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## **2020 SUPPORTIVE HOUSING SERVICES PROGRAM WORK PLAN**

Adopted by Resolution No. xx-xxxx on xxxxx, 2020 by the Metro Council.

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## **1. INTRODUCTION**

On May 19, 2020, voters in the greater Portland region approved a measure to raise money for supportive housing services for people experiencing homelessness or at risk of experiencing homelessness. Community members and leaders from around the region developed the measure to provide the much-needed housing and wraparound services to effectively and permanently elevate people out of homelessness.

The ballot measure (see Addendum A) will fund a new Supportive Housing Services Program that will provide services for as many as 5,000 people experiencing prolonged homelessness with complex disabilities, and as many as 10,000 households experiencing short-term homelessness or at risk of homelessness. The program is guided by a commitment to lead with racial equity by especially meeting the needs of Black, Indigenous and people of color (BIPOC) who are disproportionately impacted by housing instability and homelessness.

The Supportive Housing Services Program will directly fund Clackamas, Multnomah and Washington counties to invest in local strategies to meet the needs in their communities. Revenue will be distributed within the portions of Clackamas, Multnomah and Washington counties that are inside the Metro jurisdictional boundary in amounts proportionate to the tax revenue estimated to be collected from individuals in those counties.

The program is funded through a 1 percent tax on all taxable income of more than \$125,000 for individuals and \$200,000 for joint filers and a 1 percent tax on profits from businesses with gross receipts of more than \$5 million. The new tax requirements begin in January 2021. Initial revenues are expected to be available for the first phase of program implementation by July 2021. The program will be funded through December 2030, unless reauthorized by the voters on or before that date.

In February 2020, the Metro Council adopted Ordinance No. 20-1442 which provided guidelines for Supportive Housing Services Program implementation including eligible services, priority populations, governance, local implementation plans, allocation of revenue, equity and community engagement, and tri-county planning. In June to September 2020, Metro convened a stakeholder advisory table that developed recommendations for regional values to guide program implementation and outcome metrics to ensure transparent oversight and accountability.

This Supportive Housing Services Work Plan provides a comprehensive plan for implementing the program. The Work Plan incorporates and supplements the guidelines in Ordinance No. 20-1442 and the recommendations of the stakeholder advisory table. In addition to Metro Chapter 11.01, it serves as the governing document for program implementation, addressing how Supportive Housing Services revenues will be administered to achieve the goals described in the ballot measure.

## **2. GUIDING PRINCIPLES AND RACIAL EQUITY**

Supportive Housing Services Program implementation will be guided by the following principles, which were developed by the stakeholder advisory table:

- Strive toward stable housing for all;
- Lead with racial equity and work toward racial justice;

- Fund proven solutions;
- Leverage existing capacity and resources;
- Innovate: evolve systems to improve;
- Demonstrate outcomes and impact with stable housing solutions;
- Ensure transparent oversight and accountability;
- Center people with lived experience, meet them where they are, and support their self-determination and well-being;
- Embrace regionalism: with shared learning and collaboration to support systems coordination and integration; and
- Lift up local experience: lead with the expertise of local agencies and community organizations addressing homelessness and housing insecurity.

Metro has adopted a Strategic Plan to Advance Racial Equity, Diversity and Inclusion which includes specific goals and objectives to ensure that all people who live, work and recreate in the greater Portland region have the opportunity to share in and help define a thriving, livable and prosperous region. A key objective for Supportive Housing Services Program implementation is a commitment to advance equity related to stable and affordable housing. In implementing the program, Metro will rely on the goals and objectives within the Strategic Plan to:

- Convene regional partners to advance racial equity outcomes in supportive housing services;
- Meaningfully engage with Black, Indigenous and people of color, people with low incomes, and other historically marginalized communities in establishing outcomes and implementing the program;
- Produce and provide research and information to support regional jurisdictions in advancing equity efforts;
- Increase accountability by ensuring involvement of Black, Indigenous and people of color in establishing goals, outcomes, and implementation and evaluation efforts;
- Increase participation of Black, Indigenous and people of color in decision-making; and
- Use equity criteria in resource allocation for the program.

Metro will actively work to remove barriers for organizations and communities to ensure full participation by providing stipends, scheduling events at accessible times and locations, and other inclusive engagement tactics.

### **3. GOVERNANCE**

On February 25, 2020, the Metro Council adopted Ordinance No. 20-1442 referring to voters the ballot measure authorizing Metro to impose a tax to fund supportive housing services. The Supportive Housing Services Program and this Work Plan must comply with the promises made to the voters in the ballot measure.

### **3.1 METRO COUNCIL**

The Metro Council provides policy direction for the Supportive Housing Services Program through:

- A. Adoption of this Work Plan;
- B. Appointment of Regional Oversight Committee members, chair and/or co-chairs, collectively charged with monitoring program implementation;
- C. Approval of Local Implementation Plans;
- D. Approval of intergovernmental agreements for implementation (each, an “Implementation IGA”) with Local Implementation Partners; and
- E. Monitoring of program outcomes, with guidance from the Regional Oversight Committee and tri-county advisory body.

### **3.2 METRO CHIEF OPERATING OFFICER AND STAFF**

The Metro Chief Operating Officer (COO) is authorized by the Metro Council to implement this Work Plan, and the COO will direct staff to conduct all Supportive Housing Services Program administration activities referenced herein, including (without limitation) the following:

- A. Ensure program implementation upholds promises made to voters;
- B. Develop and execute Implementation IGAs with Local Implementation Partners;
- C. Implement efficient and effective collection of personal and business income taxes;
- D. Develop and coordinate systems and structures to provide robust oversight and accountability and ensure transparency of public funds;
- E. Convene meetings and provide administrative support for the Regional Oversight Committee;
- F. Provide staffing and logistical support for a tri-county advisory body to identify regional goals, strategies and outcome metrics related to addressing homelessness in the region; and
- G. Conduct an annual independent financial audit with results made publicly available.

### **3.3 LOCAL IMPLEMENTATION PARTNERS**

Metro will partner with Clackamas, Multnomah and Washington county governments and their housing authorities to lead Supportive Housing Services Program implementation. The three county governments will serve as Metro’s Local Implementation Partners for the program. As experts in implementing programs that serve community members experiencing homelessness, the Local Implementation Partners will work with service providers and community partners to develop and implement programs that respond to the unique needs in their communities.

Local Implementation Partners must:

- A. Adopt a Local Implementation Plan, informed by community engagement, that describes local housing and homeless service needs, current programming and unmet programming capacities, proposed use of funds, and a strategy for advancing racial equity and ensuring community engagement in implementation (see Section 5.1 and Addendum D);

- B. Enter into an Implementation IGA with Metro, obligating the Local Implementation Partner to comply with this Work Plan and enter into certain covenants required to ensure compliance with the ballot measure and other applicable law; and
- C. Track and report on program outcomes annually as defined through this Work Plan.

### **3.4 REGIONAL OVERSIGHT COMMITTEE**

In accordance with Metro Code Section 2.19.270, Metro will appoint a Regional Oversight Committee to provide policy and programmatic guidance, monitor programmatic expenditures and evaluate outcomes (see Addendum B).

The committee will be charged with the following duties:

- A. Evaluate Local Implementation Plans, recommend changes as necessary to achieve program goals and guiding principles, and make recommendations to Metro Council for approval;
- B. Accept and review annual reports for consistency with approved Local Implementation Plans and regional goals;
- C. Monitor financial aspects of program administration, including review of program expenditures; and
- D. Provide annual reports and presentations to Metro Council and Clackamas, Multnomah and Washington County Boards of Commissioners assessing performance, challenges and outcomes.

#### **Membership**

The committee will be composed of 15 voting members with 5 members each from Clackamas, Washington and Multnomah counties. Committee members will be appointed by the Metro Council.

The committee's membership will include a broad range of personal and professional experience, including people with lived experience of homelessness or housing instability. The committee will also reflect the diversity of the region. The membership will include people with the following experiences, perspectives and qualities:

- Experience overseeing, providing or delivering supportive housing services;
- Lived experience of homelessness or severe housing instability;
- Experience in the development and implementation of supportive housing and other services;
- Experience in the delivery of culturally specific services;
- Experience in the private for-profit sector;
- Experience in the philanthropic sector;
- Experience in a Continuum of Care organization; and
- People who identify as Black, Indigenous and people of color, people with low incomes, immigrants and refugees, the LGBTQ+ community, people with disabilities and other underserved and/or marginalized communities.

Stipends, childcare, technical assistance, interpretation, accessibility assistance and other supports for participation will be available.

Committee members will serve two-year terms.

#### **Jurisdictional representation**

One representative each from the Clackamas, Multnomah and Washington County Boards of Commissioners, Portland City Council and Metro Council will serve on the committee as non-voting delegates.

#### **Accountability**

All committee meetings and materials will be available and accessible to the public, and appropriate notice will be given to inform all interested parties of the time, place and agenda of each meeting.

Committee members are considered public officials under Oregon law and will be responsible for complying with provisions in Oregon law regarding public records and public meetings, disclosure of conflicts of interest, prohibitions on the use of official positions to obtain financial benefit, and restrictions on political activity.

Metro may conduct a review of the committee's role and effectiveness as appropriate.

### **4. FUNDING DISTRIBUTION AND ELIGIBLE USES**

#### **4.1. ALLOCATION AND DISTRIBUTION OF SUPPORTIVE HOUSING SERVICES REVENUE**

Supportive Housing Services revenue will be distributed as follows:

- A. After Metro has first retained funds necessary to pay for collection of the taxes, including debt service related to the implementation costs, Metro may retain up to 5 percent of the remaining collected revenue for administration, oversight and accountability, data collection, coordination, and other costs associated with management of the regional program.
- B. After the funds have been allocated as set forth in Section 4.1.A, Metro will then allocate the remaining Supportive Housing Services revenue within the portions of Clackamas, Multnomah and Washington counties that are inside the Metro jurisdictional boundary in amounts proportionate to the tax revenue estimated to be collected from individuals in those counties. Funds will be distributed to the Local Implementation Partner within each county using the following percentages: 21 1/3 percent to Clackamas County, 45 1/3 percent to Multnomah County and 33 1/3 percent to Washington County.
- C. The percentages set forth in Section 4.1.B apply to revenue for the first two tax years. Thereafter, the percentages may be adjusted to reflect the portion of Supportive Housing Services revenue actually collected in each county.
- D. Metro's Implementation IGAs with each Local Implementation Partner will specify how Supportive Housing Services funds will be released. Agreements will include specifications for annual program budgets, financial reporting, practices for reserving funds, and redistribution of funds if a jurisdiction fails to comply with the agreement.

#### **4.2 PRIORITIZATION OF SUPPORTIVE HOUSING SERVICES FUNDS**

Each Local Implementation Partner must create a Local Implementation Plan outlining its proposed use of funds in accordance with the purposes of the program (see Section 5.1 and Addendum D). Local Implementation Plans must include a commitment that funding will be allocated as follows (see Addendum C for definitions of the terms used in Sections 4.2 and 4.3):

- A. Seventy-five percent of funds will be devoted to services for population A, defined as:



- Extremely low-income; AND
- Have one or more disabling conditions; AND
- Are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness.

B. Twenty-five percent of funds will be devoted to services for population B, defined as:

- Experiencing homelessness; OR
- Have a substantial risk of experiencing homelessness.

This distribution of resources to serve priority populations may be adjusted over time as chronic and prolonged homelessness is reduced.

### **4.3 ELIGIBLE USES OF SUPPORTIVE HOUSING SERVICES FUNDS**

The Supportive Housing Services Program is guided by regional goals and oversight, but implemented by Local Implementation Partners who are best positioned to respond to community needs. Successful implementation requires flexibility for local jurisdictions to create and implement strategies that respond to local community needs and effectively leverage local capacity and expertise. The uses of Supportive Housing Services funds will be guided by each county's Local Implementation Plan.

Eligible uses of funds include any of the supportive housing services defined in Addendum C as well as administrative costs within applicable limits (see Section 4.5).

Funds are prioritized for ongoing service and operating costs to support implementation of supportive housing services as defined in Section 4.5. Under certain circumstances, capital costs directly related to those supportive housing services may be eligible if necessary to support ongoing implementation of the services and when consistent with Local Implementation Plans.

Programmatic success will be based on housing stability achieved by people experiencing homelessness or at risk of homelessness. An approach that effectively balances supportive services with long-term rent assistance and other housing strategies will therefore be necessary.

Funds may only be used for services provided within the portion of each recipient county that is within the Metro jurisdictional boundary.

### **4.4 REGIONAL APPROACH TO MEETING SUPPORTIVE HOUSING NEED**

A regional approach is required to effectively address service and resource gaps to meet the needs of the Supportive Housing Services Program's priority populations across the region. Local Implementation Partners will work together to enhance and expand local programs and services so that they share responsibility to address unmet needs across the region. Each county will develop and enhance local supportive housing services to address the needs of the portion of the region's homeless population that is proportionate to the percentage of Supportive Housing Services revenues allocated to each county (see Section 4.1).

### **4.5 ADMINISTRATIVE COSTS**

It is the policy of the Metro Council to maintain low administrative costs to ensure that the maximum amount possible of Supportive Housing Services revenue is used to fund supportive housing services.

Administrative costs will be restricted as follows:

- A. As described in Section 4.1.A, after Metro's tax collection costs are paid, Metro may retain up to 5 percent of the remaining funds to pay for the costs to disburse the funds and administer and oversee the program. This includes convening and supporting the Regional Oversight Committee, establishing a regional data collection and reporting program, and supporting tri-county regional collaboration.
- B. Administrative expenses incurred by Local Implementation Partners for provision of services are recommended not to exceed five percent of total annual funds allocated for provision of services, consistent with guidelines for similar programs funded by the State.
- C. Administrative expenses incurred by Local Implementation Partners and housing authorities for administering long-term rent assistance programs are recommended not to exceed 10 percent of total annual funds allocated for long-term rent assistance, consistent with guidelines for similar programs funded by HUD and the State.
- D. Administrative expenses incurred by service providers are expected to vary based on program type, organizational capacity and other factors. The Regional Oversight Committee will include an analysis of service provider administrative costs in its annual monitoring of program expenditures. Based on this review, the committee may recommend adoption of service provider administrative cost guidelines for Metro Council consideration.

Administrative costs do not include costs directly associated with program and service delivery.

At least annually, the Regional Oversight Committee will consider whether the recommended administrative costs should be reduced or increased.

## **5. ACCOUNTABILITY STRUCTURES AND PROCESS**

### **5.1 LOCAL IMPLEMENTATION PLANS**

Each county will prepare a Local Implementation Plan to describe their local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services Program. Plans must be created using a racial equity lens that ensures equitable participation, access and outcomes in all parts of the program and considers the best available quantitative and qualitative data.

#### **Development and approval process**

Each Local Implementation Plan must be developed using locally convened and comprehensive engagement processes that prioritize the voices of Black, Indigenous and people of color and people with lived experience. Plans must be developed in full partnership with advisory bodies that equitably reflect community expertise and experience. Each county may convene a new advisory body or use an existing body that fulfills the representation requirements.

Advisory body membership must include:

- People with lived experience of homelessness and/or extreme poverty;
- People from Black, Indigenous and people of color and other marginalized communities;
- Culturally responsive and culturally specific service providers;

- Elected officials, or their representatives, from the county and cities participating in the regional affordable housing bond;
- Representatives from the business, faith and philanthropic sectors;
- Representatives of the county/city agencies responsible for implementing housing and homelessness services, and that routinely engage with unsheltered people;
- Representatives from health and behavioral health who have expertise serving those with health conditions, mental health and/or substance use from culturally responsive and culturally specific service providers; and
- Representation ensuring geographic diversity.

Each Local Implementation Plan will be reviewed and approved by the respective county's local governing body, the Regional Oversight Committee and the Metro Council. Upon full approval, each Local Implementation Plan will be incorporated into the Intergovernmental Agreements between Metro and each respective county to govern transfer of funds, program implementation, and ongoing oversight and accountability.

### **Required elements**

Local Implementation Plans must include the following elements, described in greater detail in Addendum D:

- A. *Analysis of inequitable outcomes*: An articulation of racial inequities in housing stability and access to current services;
- B. *Racial equity strategies*: A description of mitigation strategies and how the key objectives of Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion have been incorporated;
- C. *Inclusive community engagement*: An articulation of how perspectives of Black, Indigenous and people of color and culturally specific groups were considered and incorporated into the development of the plan and will continue to be engaged through implementation and evaluation;
- D. *Priority population investment distribution*: A commitment that funding will be allocated as specified in Section 4.2;
- E. *Current investments*: A review of current system investments or capacity serving priority populations, an analysis of the nature and extent of gaps in services to meet the needs of the priority population, and a commitment to prohibit displacement of current local funding commitments for such services;
- F. *Distribution*: A strategy for equitable geographic distribution of services with partnering jurisdictions and service providers across the region;
- G. *Access coordination*: A plan for coordinating access to services with partnering jurisdictions and service providers across the region;
- H. *Procurement and partners*: A description of how funds will be allocated to public and nonprofit service providers;
- I. *Planned investments*: An articulation of programmatic investments planned, including the types of services to be funded to address the gap analysis;
- J. *Outcomes, reporting and evaluation*: An agreement to track and report on program outcomes annually as defined through regional coordination and with regional metrics.

### **Updates and amendments**

Local Implementation Plans may be revised or amended only upon written agreement by the Local Implementation Partner, recommendation for approval by the Regional Oversight Committee and approval by Metro Council. Proposed changes to a Local Implementation Plan will be presented as amendments to the Regional Oversight Committee for approval and confirmed by Metro Council.

## **5.2 REGIONAL OUTCOME METRICS**

Regional outcome metrics will be used to understand the impacts and outcomes of the Supportive Housing Services Program. The required metrics will provide clear and consistent data sets that ensure transparent accountability and regional analysis of outcomes. They will be measured consistently in each county and reported to Metro and the Regional Oversight Committee. Staff will work to create standardized definitions and methodologies to achieve the intentions of the metrics as described below.

Additional collaboration between Metro, Local Implementation Partners and community experts will further refine and ensure quality control for each metric. Metrics will be phased in over time according to the regional system's capacity to comply with the newly established regional standards.

Required regional outcome metrics will include:

### **A. Housing stability**

#### *Measurable goals:*

- Housing equity is advanced by providing access to services and housing for Black, Indigenous and people of color at greater rates than Black, Indigenous and people of color experiencing homelessness.
- Housing equity is advanced with housing stability outcomes (retention rates) for Black, Indigenous and people of color that are equal or better than housing stability outcomes for non-Hispanic whites.
- The disparate rate of Black, Indigenous and people of color experiencing chronic homelessness is significantly reduced.

#### *Outcome metrics:*

- Number of supportive housing units created and total capacity, compared to households in need of supportive housing. This will measure change in supportive housing system capacity and need over time.
- Number of households experiencing housing instability or homelessness compared to households placed into stable housing each year. This will measure programmatic inflow and outflow.
- Number of housing placements and homelessness preventions, by housing intervention type (e.g. supportive housing, rapid rehousing) and priority population type. This will measure people being served.
- Housing retention rates. This will measure if housing stability is achieved with supportive housing.
- 'Length of homelessness' and 'returns to homelessness'. These will measure how effectively the system is meeting the need over time.

- Funds and services leveraged through coordination with capital investments and other service systems such as healthcare, employment and criminal justice. This will measure leveraged impact of funding in each county.

#### B. Equitable service delivery

##### *Measurable goals:*

- Increase culturally specific organization capacity with increased investments and expanded organizational reach for culturally specific organizations and programs.
- All supportive housing services providers work to build anti-racist, gender-affirming systems with regionally established, culturally responsive policies, standards and technical assistance.

##### *Outcome metrics:*

- Scale of investments made through culturally specific service providers to measure increased capacity over time.
- Rates of pay for direct service roles and distribution of pay from lowest to highest paid staff by agency to measure equitable pay and livable wages.
- Diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience.

#### C. Engagement and decision-making

##### *Measurable goals:*

- Black, Indigenous and people of color are overrepresented on all decision-making and advisory bodies.
- Black, Indigenous and people of color and people with lived experience are engaged disproportionately to inform program design and decision making.

##### *Outcome metrics:*

- Percent of all advisory and oversight committee members who identify as Black, Indigenous and people of color or as having lived experience of housing instability or homelessness.

#### **Data disaggregation**

In keeping with Metro's commitment to advance racial equity, and the Supportive Housing Services Program's overarching goal to ensure racial justice, data will be disaggregated to evaluate existing and continued disparate impacts for BIPOC communities and other impacted populations. As such, all applicable data sets will be disaggregated by regionally standardized values and methodology to understand disparate outcomes for people by race, ethnicity, disability status, sexual orientation and gender identity.

### **5.3 ANNUAL REVIEW PROCESS**

Each Local Implementation Partner will submit an Annual Progress Report to the Metro Council and the Regional Oversight Committee summarizing its progress and outcomes under the Local Implementation Plan, including:

- A full program accounting of investments or a financial report;
- Reporting on required outcome metrics; and

- C. An equity analysis incorporated into all facets of the report, including reporting on the success or failure of racial inequity mitigation strategies and steps being taken to improve racial equity outcomes.

A template for the Annual Progress Report will be developed by Metro with input from the Local Implementation Partners.

The Regional Oversight Committee will review each Annual Progress Report and may recommend changes to the Local Implementation Plan to achieve regional goals and/or to better align the Local Implementation Plan with the Work Plan. The Local Implementation Partner will identify proposed strategies to address the Regional Oversight Committee's recommendations. The proposed strategies will be submitted to the Regional Oversight Committee for approval and confirmed by Metro Council.

As part of the annual review process, the Regional Oversight Committee will evaluate tax collection and administrative costs incurred by Metro, Local Implementation Partners and service providers and consider if any costs should be reduced or increased. The committee will present any such recommendations to the Metro Council.

## **5.4 AUDITS**

A public accounting firm must conduct an annual financial audit of the revenue generated by the Supportive Housing Services taxes and the distribution of that revenue. Metro will make public the audit and any report to the Metro Council regarding the results of the audit. Metro may use the revenue generated by the taxes to pay for the costs of the audit.

The revenue and expenditures from the taxes are also subject to performance audits conducted by the Office of the Metro Auditor.

## **6. REGIONAL COORDINATION**

### **6.1 TRI-COUNTY ADVISORY BODY**

Metro will convene a tri-county advisory body to strengthen regional coordination in addressing homelessness in the region. The advisory body will identify regional goals, strategies and outcome metrics and provide guidance and recommendations to inform Supportive Housing Services Program implementation.

The advisory body will include people representing the following perspectives:

- People with lived experience of homelessness and/or extreme poverty;
- People from Black, Indigenous and people of color and other marginalized communities;
- Culturally responsive and culturally specific service providers;
- Elected officials, or their representatives, from the counties and cities participating in the regional affordable housing bond;
- Representatives from the business, faith and philanthropic sectors;
- Representatives of county/city agencies responsible for implementing housing and homelessness services, and that routinely engage with unsheltered people;

- Representatives from health and behavioral health who have expertise serving those with health conditions, mental health and/or substance use from culturally responsive and culturally specific service providers; and
- Representation ensuring geographic diversity.

Metro will work with the Local Implementation Partners to develop a proposed structure, charter and procedures for the tri-county advisory body, to be presented to Metro Council for approval.

Metro will provide ongoing staffing and logistical support to convene the advisory body and support its planning and coordination efforts. Local Implementation Partners will work to incorporate the advisory body's recommendations into their implementation strategies.

## **6.2 TRI-COUNTY PLANNING**

The tri-county advisory body will lead a planning process to develop recommendations for regional coordination related to these and other issue areas as identified:

- *Regional capacity*: strategies to strengthen regional supportive housing capacity, including but not limited to: coordination of capital investments funded by the regional affordable housing bond and other sources, development of a regional model of long-term rent assistance, and expanded system capacity for culturally specific housing and services;
- *Systems alignment*: coordination and integration between the housing and homeless service systems, as well as other systems serving people experiencing homelessness, including the healthcare, education, workforce and criminal justice systems; and
- *Standards and metrics*: regional performance metrics to measure the impact of specific program types, regional system indicators to measure changes in the population experiencing homelessness, consistency in program evaluation standards and procedures, standards for culturally responsive services, and standardized data definitions, data collection methods and quality control.

## ADDENDUM A

### BALLOT MEASURE 26-210

Ballot Title:	Supports homeless services through higher earners' tax, business profits tax.
Question:	Should Metro support homeless services, tax income over \$200,000/\$125,000(joint/single), profits on businesses with income over \$5 million?
Summary:	<p>Measure funds supportive housing services to prevent and reduce homelessness in Washington, Clackamas, and Multnomah counties within district boundaries. Prioritizes services to address needs of people experiencing, or at risk of, long-term or frequent episodes of homelessness. Services funded by a marginal income tax of 1% on households with income over \$200,000 (over \$125,000 for single filers) and a business profits tax of 1%. Income tax applies to resident income, and to non-resident income earned from sources within district. Exempts businesses with gross receipts of \$5 million per year or less.</p> <p>Declares funding for homelessness services a matter of metropolitan concern, directs regional funding to local services agencies, requires community engagement to develop localized implementation plans. Allocates funds to counties by estimated revenue collected within each county. Establishes community oversight committee to evaluate and approve local plans, monitor program outcomes and uses of funds. Requires creation of tri- county homeless services coordination plan.</p> <p>Requires performance reviews and independent financial audits. Metro administrative and oversight costs limited to 5%. Requires voter approval to continue tax after 2030.</p>
Explanatory Statement:	<p>The greater Portland region is facing a severe housing affordability and homelessness crisis. Rents and housing prices have risen faster than wages, making it especially hard for people living on fixed retirement or disability incomes to afford housing. While it is difficult to accurately estimate the number of people experiencing homelessness, or at risk of becoming homeless, according to a February 2020 report by EcoNorthwest, an estimated 38,263 people (24,260 households) experienced homelessness in 2017 in Washington, Clackamas and Multnomah counties; thousands more were at risk.</p> <p>Homelessness disproportionately impacts people with disabilities, people of color, and seniors. For people who experience homelessness, disabling conditions such as mental illness, chronic medical conditions, and addiction are made worse, and become barriers to housing placement.</p> <p>Providing supportive housing services is a widely demonstrated approach to effectively end homelessness for individuals who have experienced</p>



	<p>prolonged and repeated homelessness, and protecting families from becoming homeless with prevention assistance. Supportive housing services include case management, mental healthcare, addiction and recovery treatment, employment services, rent assistance, and other care as needed. Despite state and local efforts to increase investment in supportive housing services, the need in greater Portland exceeds local capacity.</p> <p>This measure will authorize Metro to establish a regional supportive housing funding program, providing the resources to address unmet needs of people experiencing or at risk of experiencing long-term or frequent episodes of homelessness in the greater Portland region. The measure will result in a substantial increase in the delivery of supportive housing services.</p> <p>Supportive housing services will be funded by a marginal personal income tax of 1% on households with taxable income over \$200,000 (or taxable income over \$125,000 for individual tax filers) and a business profits tax of 1% with an exemption for small businesses that have gross receipts of \$5 million or less per year. The personal income tax will be assessed on residents of the Metro district, and on non-residents who have income earned from sources within the district. Only income above \$200,000 (\$125,000 individual) is taxed.</p> <p>In each county a local implementation plan will be developed to describe how supportive housing services will be prioritized and delivered to address local needs. Local plans must be developed using comprehensive community engagement that prioritizes those most directly affected by the homelessness crisis.</p> <p>A regional oversight committee with broad geographic representation will review and evaluate each local plan, monitor local implementation, and review spending. The oversight committee will report every year to Metro Council on program outcomes and areas for improvement, and annual performance and financial audits of funding for supportive housing services will be conducted. Metro administrative costs are limited to 5% and must be reviewed annually. The measure requires voter approval to continue after 2030.</p>
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On Behalf of:

Metro Council President Lynn Peterson  
 Councilor Shirley Craddick  
 Councilor Christine Lewis  
 Councilor Craig Dirksen  
 Councilor Juan Carlos Gonzales  
 Councilor Sam Chase  
 Councilor Bob Stacey

Submitted by: Carrie MacLaren, Metro Attorney

## **ADDENDUM B**

### **REGIONAL OVERSIGHT COMMITTEE CHARTER**

#### **Background on the Supportive Housing Services Program**

On May 19, 2020, voters in the greater Portland region approved a measure to raise money for supportive housing services for people experiencing homelessness or at risk of experiencing homelessness. Community members and leaders from around the region developed the measure to provide the much-needed housing and wraparound services to effectively and permanently elevate people out of homelessness.

The ballot measure will fund a new Supportive Housing Services Program that will provide services for as many as 5,000 people experiencing prolonged homelessness with complex disabilities, and as many as 10,000 households experiencing short-term homelessness or at risk of homelessness. The program is guided by a commitment to lead with racial equity by especially meeting the needs of Black, Indigenous and people of color who are disproportionately impacted by housing instability and homelessness.

Implementation of the program will be guided by the following principles:

- Strive toward stable housing for all;
- Lead with racial equity and work toward racial justice;
- Fund proven solutions;
- Leverage existing capacity and resources;
- Innovate: evolve systems to improve;
- Demonstrate outcomes and impact with stable housing solutions;
- Ensure transparent oversight and accountability;
- Center people with lived experience, meet them where they are and support their self-determination and well-being;
- Embrace regionalism: with shared learning and collaboration to support systems coordination and integration; and
- Lift up local experience: lead with the expertise of local agencies and community organizations addressing homelessness and housing insecurity.

The Supportive Housing Services Program is guided by regional goals and oversight but implemented by Local Implementation Partners who are best positioned to respond to community needs. The program will directly fund Clackamas, Multnomah and Washington counties to invest in local strategies to meet the supportive housing and service needs in their communities.

#### **Regional Oversight Committee Authorizing Ordinance**

The Metro Council established the Regional Oversight Committee on 11, 19, 2020 by amending Metro Code Chapter 2.19.270 via Ordinance No. 20-1453.

#### **Regional Oversight Committee's Purpose and Authority**

The purpose of the Regional Oversight Committee is to provide independent program oversight on behalf of the Metro Council to ensure that investments achieve regional goals and desired outcomes and to ensure transparency and accountability in Supportive Housing Services Program activities and outcomes.

The committee is charged with the following duties:

- Evaluate Local Implementation Plans, recommend changes as necessary to achieve program goals and guiding principles, and make recommendations to Metro Council for approval;
- Accept and review annual reports for consistency with approved Local Implementation Plans and regional goals;
- Monitor financial aspects of program administration, including review of program expenditures; and
- Provide annual reports and presentations to Metro Council and Clackamas, Multnomah and Washington County Boards of Commissioners assessing performance, challenges and outcomes.

### **Committee Membership**

The committee is composed of 15 voting members (5 members each from Clackamas, Multnomah and Washington counties), appointed by the Metro Council President subject to Metro Council confirmation.

Committee membership represents a diversity of perspectives, geography, demographics, and personal and professional experience, including people with lived experience of homelessness or housing instability from across the region. Committee members serve as independent representatives of the community contributing their experiences and expertise to the oversight work. Members do not represent any specific organizations, jurisdictions or other entities.

The Metro Council President will designate at least one member to serve as chairperson of the committee or may elect to designate two members to serve as co-chairpersons of the committee.

- **Terms of service:** Nine of the initial committee members will be appointed to serve a one-year term and may be reappointed to serve up to two additional two-year terms. All other committee members will be appointed to serve two-year terms and may be reappointed to serve up to two additional two-year terms. The committee will be dissolved in 2031 or upon the issuance of a final report by the committee after all funds authorized by Ballot Measure 26-210 have been spent, whichever is earlier.
- **Attendance:** The committee will meet no fewer than four times a year. Meetings will be more frequent in the first year, and at least quarterly throughout program implementation. In the interest of maintaining continuity in discussions, members commit to attending all meetings unless they are prevented from doing so by reasonable excuse. Committee members will notify staff ahead of meetings if they are unable to be present, and will read materials and request briefings from staff on the information presented, deliberations and outcomes of the meeting. The committee will not use alternates or proxies.

## **Chairperson(s) Role**

Chairperson(s) may be selected by the Metro Council President to support and provide guidance on content and ideas to meet the committee goals, support decision making procedures, and help develop agendas and the work program of the committee.

## **Metro Council and Staff Roles**

Metro Council will appoint committee members, receive committee recommendations and annual review reports to inform Local Implementation Plan approval and policy decisions. Metro staff will facilitate the work program of the committee, provide policy and program information and context as needed to the committee, and work in coordination with programmatic staff from Implementing Partner jurisdictions.

## **Elected Delegate Role**

Elected delegates representing partnering jurisdictions will be present to the oversight and accountability work to receive feedback and direction from the committee relevant to program implementation outcomes, and transfer knowledge and communication directly to their respective jurisdictions. One representative from each of the following jurisdictions will participate on the committee as non-voting delegates:

- Metro Council
- Clackamas County Board of Commissioners
- Multnomah County Board of Commissioners
- Washington County Board of Commissioners
- Portland City Council

## **Accountability**

All committee meetings and materials will be available and accessible to the public, and appropriate notice will be given to inform all interested parties of the time, place and agenda of each meeting.

Committee members are considered public officials under Oregon law and are responsible for complying with provisions in Oregon law, including:

- **Use of position:** Committee members are prohibited from using or attempting to use their position (including access to confidential information obtained through their position) to obtain a financial benefit for themselves, for a relative or for a business with which the member or relative is associated.
- **Conflicts of interest:** Committee members must publicly announce any potential or actual conflicts of interest on each occasion that they are met with the conflict. A conflict of interest occurs when a member's official actions on the committee could or would result in a financial benefit or detriment to themselves, a relative or a business with which the member or relative is associated. In the case of an actual conflict of interest, committee members must refrain from participating in any discussion or taking any action on the issue.

- **Restrictions on political activity:** Committee members may not engage in campaign-related political activity during committee meetings or while working in an official capacity as a committee member. Restricted activities include promoting or opposing candidates, ballot measures or political committees.
- **Public records and meetings:** Committee members are subject to the provisions of Oregon Public Records and Meetings Law. All committee meetings and records shall be open and available to the public. This includes discussions of committee business by email or in gatherings of a quorum of committee members outside of regular committee meetings.

## **ADDENDUM C**

### **DEFINITIONS FOR SECTIONS 4.2 AND 4.3**

**Extremely low income:** A household earning less than 30 percent of Area Median Income (AMI).

**Extremely rent burdened:** A household paying 50 percent or more of income toward rent and utilities.

**Homelessness:** An individual or family who lacks a fixed, regular and adequate nighttime residence including:

- Individuals or families who are sharing the housing of others due to loss of housing, economic hardship or a similar reason; are living in motels, hotels, trailer parks or camping grounds due to the lack of alternative adequate accommodations; are living in emergency or transitional shelters; or are abandoned in hospitals;
- Individuals or families who have a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings; or
- Individuals or families who are living in cars, parks, public spaces, abandoned buildings, substandard housing, bus or train stations or similar settings.

**Imminent risk of literal homelessness:** Any circumstance that provides clear evidence that an individual or family will become literally homeless without supportive housing services within 14 days of application for assistance. This includes but is not limited to:

- Individuals or families who are involuntarily doubled up and who face literal homelessness;
- Individuals exiting an institution (including but not limited to exiting incarceration or foster care) and who face literal homelessness; and
- Individuals or families fleeing a domestic violence or abuse situation and who face literal homelessness.

**Involuntarily doubled up:** Individuals or families who are sharing the housing of others due to loss of housing, economic hardship or a similar reason.

**Literal homelessness:** An individual or family who lacks a fixed, regular and adequate nighttime residence, meaning:

- Has a primary nighttime residence that is a public or private place not meant for human habitation;
- Is living in a publicly or privately operated shelter designated to provide temporary living arrangements (including congregate shelters, transitional housing, and hotels and motels paid for by charitable organizations or by federal, state and local government programs); or
- Is exiting an institution where the individual has resided for 90 days or less and who resided in an emergency shelter or place not meant for human habitation immediately before entering that institution.

**Long-term and frequent episodes of literal homelessness:** 12 or more months of literal homelessness over three years.

**Substantial risk of homelessness:** A circumstance that exists if a household is very low income and extremely rent burdened, or any other circumstance that would make it more likely than not that without supportive housing services the household will become literally homeless or involuntarily doubled-up.

**Supportive housing services:** Services for people experiencing homelessness and housing instability including, but not limited to:

- Housing services:
  - supportive housing
  - long-term rent assistance
  - short-term rent assistance
  - housing placement services
  - eviction prevention
  - transitional housing
  - shelter
- Outreach and engagement supports:
  - street outreach services
  - in-reach services
  - basic survival support services
- Health and wellness supports:
  - mental health services
  - interventions and addiction services (crisis and recovery)
  - physical health services
  - intervention services for people with physical impairments and disabilities
  - peer support services
  - discharge intervention services
- Employment and benefit supports:
  - financial literacy services
  - employment services
  - job training and retention services
  - educational services
  - workplace supports
  - benefits navigation and attainment services
- Advocacy supports:
  - landlord tenant education and legal services
  - fair housing advocacy

**Very low income:** A household earning less than 50 percent of AMI.

## ADDENDUM D

### LOCAL IMPLEMENTATION PLAN REQUIREMENTS

Each county will prepare a Local Implementation Plan to describe their local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services Program.

Local Implementation Plans must include:

- A. **Analysis of inequitable outcomes.** An articulation of racial inequities in housing stability and access to current services, including:
  - An analysis of the racial disparities among people experiencing homelessness and the priority service population;
  - An analysis of the racial disparities in access to programs, and housing and services outcomes, for people experiencing homelessness and the priority service populations; and
  - An articulation of barriers to program access that contribute to the disparities identified in the above analysis.
- B. **Racial equity strategies.** A description of mitigation strategies and how the key objectives of Metro's Strategic Plan to Advance Racial Equity, Diversity and Inclusion have been incorporated. This should include a thorough racial equity analysis and strategy that includes clearly defined mitigation strategies and resource allocations intended to remedy existing disparities and ensure equitable access to funds and services.
- C. **Inclusive community engagement.** An articulation of how perspectives and recommendations of Black, Indigenous and people of color, people with lived experiences, and culturally specific groups were considered and incorporated into the development of the plan and will continue to be engaged through implementation and evaluation. Including:
  - Advisory body membership that meets the criteria listed in Section 5.1; and
  - A description of how the plan will remove barriers to participation for organizations and communities by providing stipends, scheduling events at accessible times and locations, and other supportive engagement strategies.
- D. **Priority population investment distribution.** A commitment that funding will be allocated as defined in Section 4.2.
- E. **Current investments.** A review of current system investments or capacity serving priority populations, including:
  - An analysis of the nature and extent of gaps in services to meet the needs of the priority population, broken down by service type, household types and demographic groups.
  - A commitment to maintain local funds currently provided. Supportive Housing Services revenue may not replace current funding levels, with the exception of good cause requests for a temporary waiver such as a broad economic downturn.
- F. **Distribution.** A strategy for equitable geographic distribution of services within the respective jurisdictional boundary and the Metro jurisdictional boundary.



- G. **Access coordination.** A plan for coordinating access to services with partnering jurisdictions and service providers across the region. This includes a commitment that any documentation required for determining program eligibility will be low barrier and include self-reporting options.
- H. **Procurement and partners.** A description of how funds will be allocated to public and nonprofit service providers, including:
- Transparent procurement processes and a description of the workforce equity procurement standards;
  - A commitment to partner with service providers who affirmatively ensure equitable pay and livable wages for their workers, and who will provide anti-racist, gender-affirming services consistent with regionally established, culturally responsive policies and standards; and
  - A description of how funding and technical assistance will be prioritized for providers who demonstrate a commitment to serve Black, Indigenous and people of color with culturally specific and/or linguistically specific services, including programs that have the lowest barriers to entry and actively reach out to communities screened out of other programs.
- I. **Planned investments.** An articulation of programmatic investments planned, including:
- The types of housing services to be funded to address the gap analysis, including specifically:
    - Supportive housing
    - Long-term rent assistance
    - Short-term rent assistance
    - Housing placement services
    - Eviction prevention
    - Shelter and transitional housing
  - A description of the support services to be funded in tandem with these housing services;
  - A commitment to one regional model of long-term rent assistance;
  - A description of other program models for each type of service that define expectations and best practices for service providers;
  - A description of how investments by service type will be phased to increase over the first three years of program implementation as revenues grow, and how decisions will be made to scale investments by service types with funding increases and decreases over time, including a plan to ensure housing stability for program participants; and
  - A description of programming alignment with, and plans to leverage, other investments and systems such as Continuum of Care, Medicaid, behavioral health and capital investments in affordable housing.
- J. **Outcomes, reporting and evaluation.** An agreement to track and report on program outcomes annually as defined through regional coordination and with regional metrics, including:
- A description of annual outcomes anticipated. Goals will be updated annually as programming evolves and based on anticipated annual revenue forecasts. Goals may include:
    - number of supportive housing units created
    - numbers of housing placements made
    - number of eviction preventions
    - rate of successful housing retention, etc.
  - A commitment to tracking outcomes as established and defined through regional coordination and with regionally established metrics. This includes consistency in data disaggregation using regionally standardized values and methodology to understand

- disparate outcomes for people by race, ethnicity, disability status, sexual orientation and gender identity. (See Section 5.2 for the regionally required outcome metrics.)
- A commitment to regional measurable goals to decrease racial disparities among people experiencing homelessness. (See Section 5.2 for the regional measurable goals for advancing racial equity.)
  - A commitment to evaluation standards and procedures to be established through regional coordination. Evaluation will be conducted every three years and include performance of systems coordination, housing and service program types, and services provision.

## Appendix E: Metro Supportive Housing Services Outcome Metrics

The following charts capture the SHS Program outcome metrics that have been established to date.

### Outcome Metrics: Housing Stability

Category	Goals	Proposed Annual Metrics
Housing Stability	Housing equity advanced by access and service access at greater rates to BIPOC;  Housing retention rates equal or better for BIPOC; Rate of chronic homelessness significantly reduced	# of supportive housing units created
		Rate: Total supply of supportive housing vs. demand
		Rate: # of households experiencing housing instability/homelessness compared to those placed in stable housing
		# of housing placements by housing type and population type
		# of homeless preventions by housing type and population type
		Rate: housing retention
		Average length of homelessness
		Returns to homelessness (# and %)
		Funds and services leveraged (across sectors, departments) locally

### Outcome Metrics: Equitable Service Delivery

Category	Goals	Proposed Annual Metrics
Equitable Service Delivery	Increase culturally specific organization capacity with increased investments and expanded organizational reach for these organizations;  All supportive housing services providers work to build anti-racist, gender-affirming systems with regionally established, culturally responsive policies, standards and technical assistance	Scale of investments made through culturally specific service providers
		Rates of pay for direct service roles & pay distribution from highest to lowest-paid staff within agencies
		Diversity of staff by race, ethnicity, sexual orientation, gender identity, disability status and lived experience

## Outcome Metrics: Engagement & Decision Making

Category	Goals	Proposed Annual Metrics
Engagement & Decision Making	<p>BIPOC folks are overrepresented on all decision-making and advisory bodies</p> <p>BIPOC folks and people with lived experience are engaged disproportionately (i.e. over-engaged) to inform program design and decision making.</p>	<p>Percent of all advisory and oversight committee members who identify as BIPOC or as having lived experience of housing instability or homelessness</p>

## Appendix F

# REGIONAL SUPPORTIVE HOUSING SERVICES Tri-County Data Scan



Prepared by  
**Kristina Smock Consulting**  
for



**November 2020**

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## **Introduction**

In May 2020, voters approved a measure to raise money for supportive housing services for people experiencing homelessness or at risk of homelessness in Multnomah, Clackamas and Washington counties. The regional Supportive Housing Services (SHS) program will fund a range of homeless and housing services, including supportive housing, rapid rehousing, rent assistance, homelessness prevention, and wraparound clinical and social service supports.

Metro worked with its jurisdictional partners in June and July 2020 to compile baseline data from across the three counties to support regional planning for SHS implementation. County staff gathered and shared data on public funding, system capacity, outcome measures and programmatic cost estimates for homeless services in their counties. Additional information was compiled from each county's Continuum of Care applications, Housing Inventory Counts and Annual Performance Reports.

This report provides a cross-county summary analysis of the data. The analysis includes the entire scope of each county's homeless services, not just the area within Metro's service district. It offers a snapshot of the region's current homeless services landscape as a starting point to help inform further information gathering, analysis and decision making. It is intended as an internal document to support Metro and its jurisdictional partners in their SHS program planning work.

## Public Funding

Each county was asked to provide data on the sources (federal, state or local) and amounts of all public funding for supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs in their jurisdiction. The analysis in this section shows the funding data provided by each county, broken out by program area.

The public funding across all three counties totals to more than \$112 million:

Public Funding	Multnomah	Washington	Clackamas	Total
Supportive Housing	\$38,628,151	\$5,769,658	\$4,239,884	\$48,637,693
Rapid Rehousing & Prevention <sup>1</sup>	\$34,188,197	\$1,963,541	\$2,209,027	\$38,360,765
Emergency Shelter	\$17,041,310	\$3,016,174	\$1,337,805	\$21,395,289
Transitional Housing	\$1,333,565	\$2,045,234	\$232,726	\$3,611,525
<b>Total</b>	<b>\$91,191,223</b>	<b>\$12,794,607</b>	<b>\$8,019,442</b>	<b>\$112,005,272</b>

These figures primarily reflect the public funding that flows through each county's Continuum of Care and homeless services department. Counties also worked to compile data on relevant funding allocated through their local Community Action Agencies and Housing Authorities. Funding that is paid directly to service providers or reimbursed through Medicaid billing is not fully reflected in the data. None of the funding or system capacity data in the report includes COVID-related funding or programming.

The main sources of public funding captured in the data include:

### Federal:

- *Housing and Urban Development (HUD)*: Continuum of Care (CoC), Housing Choice Vouchers, Project Based Vouchers, Community Development Block Grant, Housing Opportunities for Persons with AIDS, Emergency Food and Shelter Program, Emergency Solutions Grant, Family Unification Program Vouchers
- *HUD-Veterans Affairs*: Veterans Affairs Supportive Housing, Supportive Services for Veteran Families
- *Health and Human Services*: Runaway and Homeless Youth

### State:

- *Oregon Housing and Community Services*: Emergency Housing Assistance, State Housing Assistance Program, Elderly Rental Assistance
- *Oregon Health Authority*: Medicaid, Medicare, State Mental Health Services Fund
- *Oregon Department of Human Services*
- *Oregon Department of Justice*

### Local:

- *County*: Multnomah, Washington and Clackamas County General Funds, Washington County Safety Levy
- *City*: City of Portland General Fund

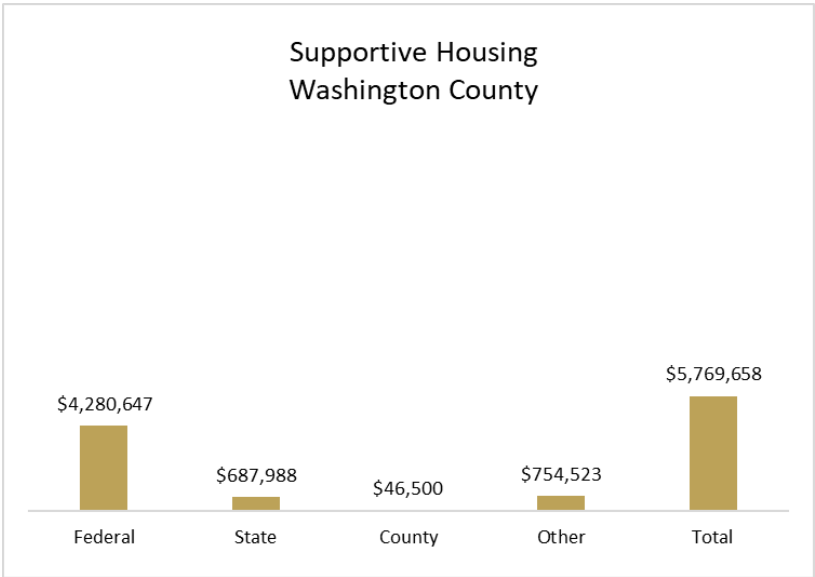
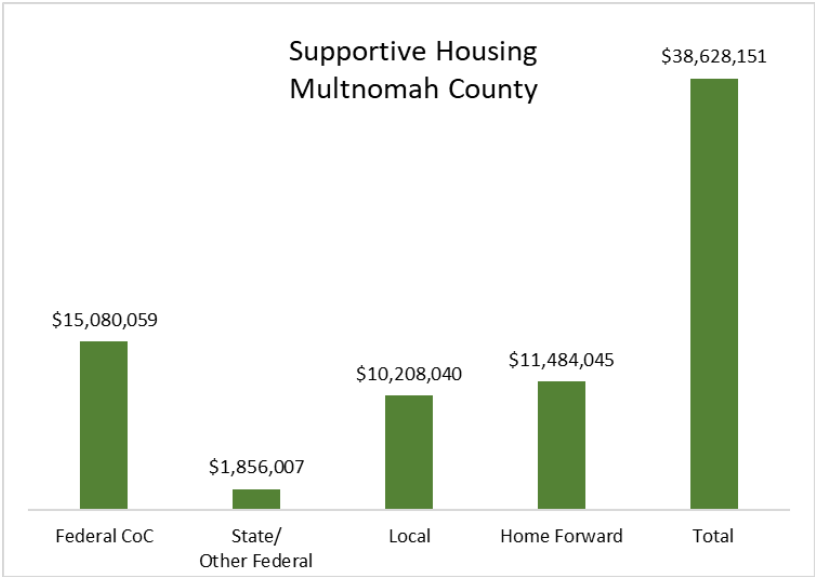
The charts on pages 5-8 show the amounts of federal, state and local funding by county for each program area.

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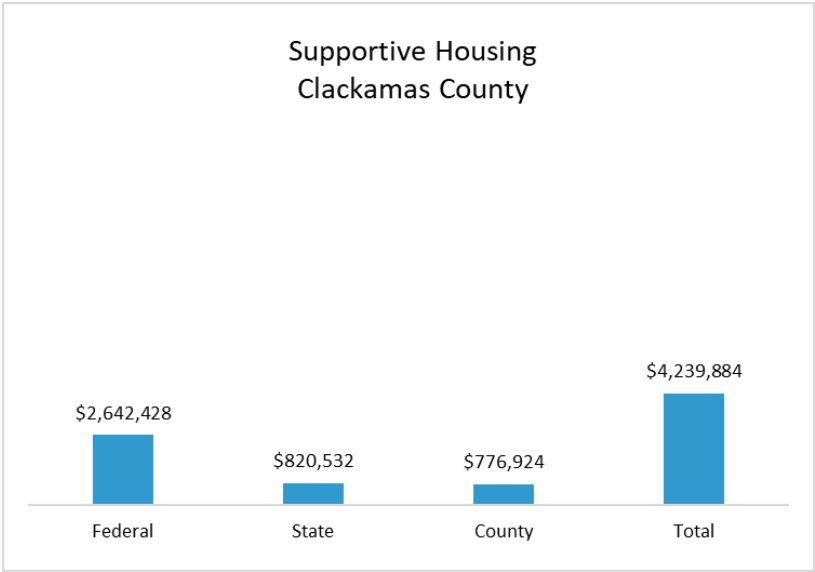
<sup>1</sup> Multnomah County combines rapid rehousing and homelessness prevention services into the same budget category. For consistency, funding information for these two program areas has been combined into one category for all three counties. Washington County's rapid rehousing funding is \$1,151,926 and prevention funding is \$811,615. Clackamas County's rapid rehousing funding is \$1,656,715 and prevention funding is \$552,312.



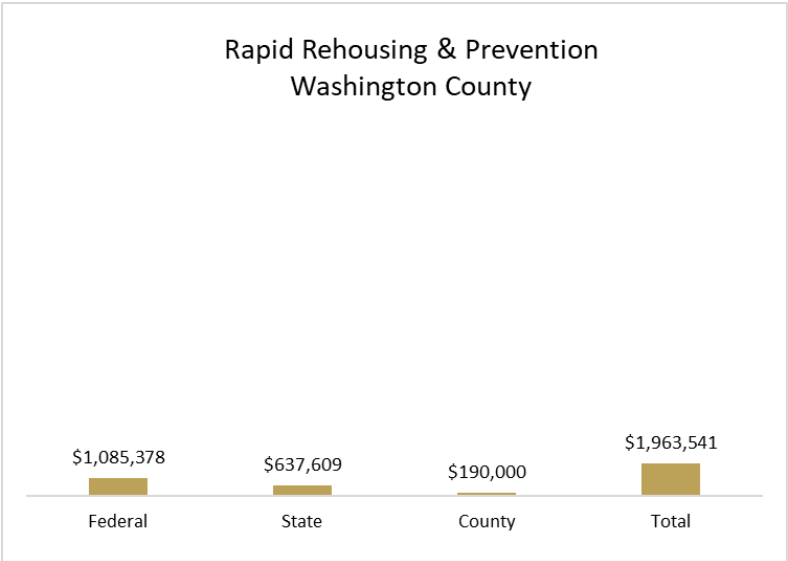
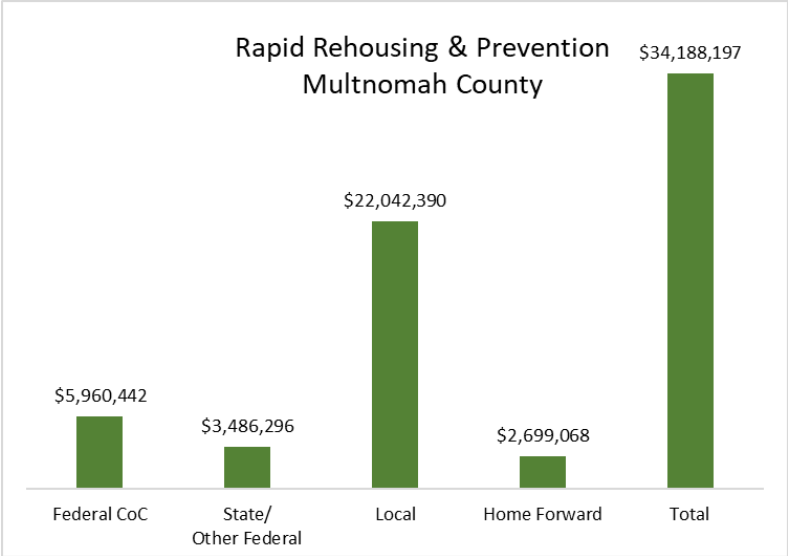
Supportive Housing



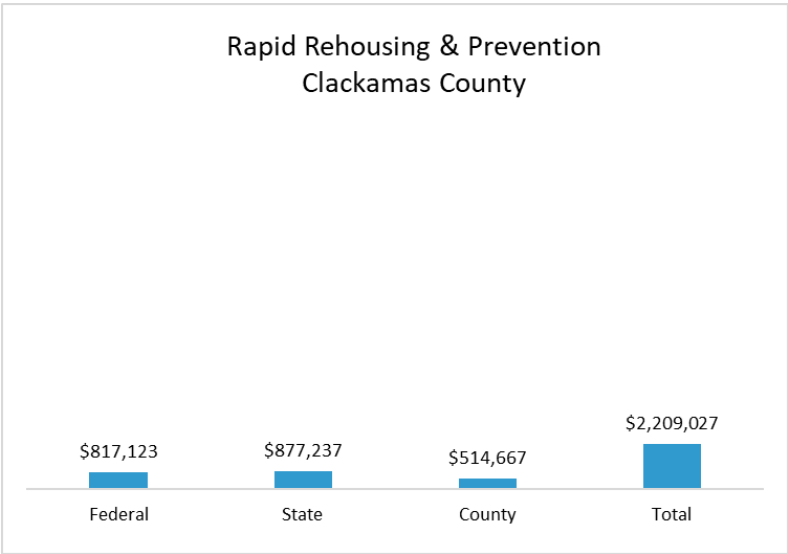
**Total Tri-County Public Funding  
for Supportive Housing:  
\$48,637,693**



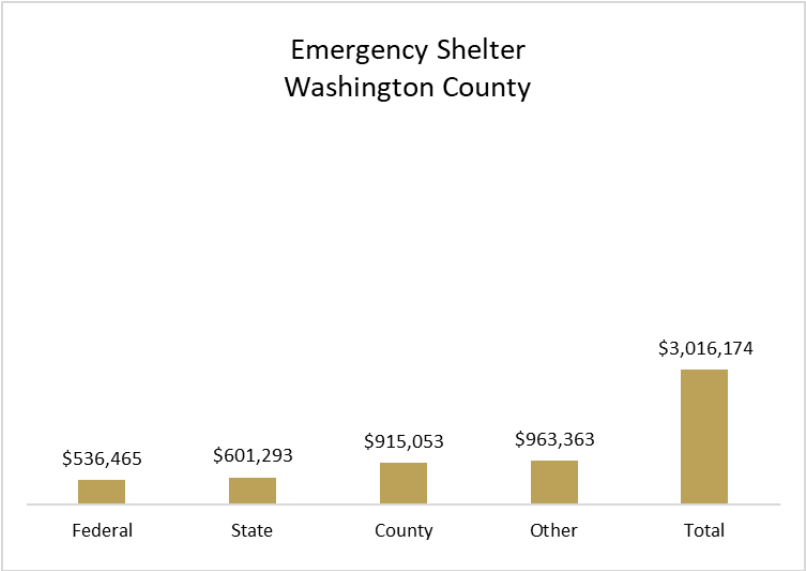
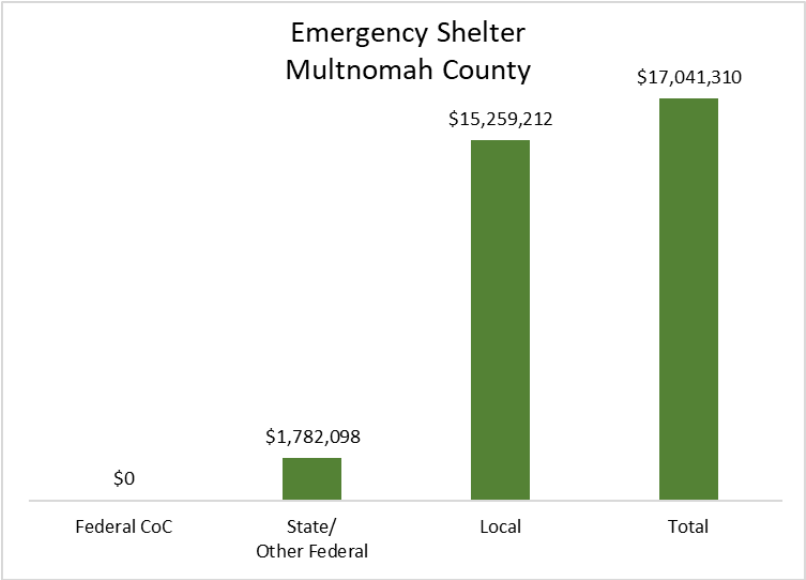
Rapid Rehousing and Prevention



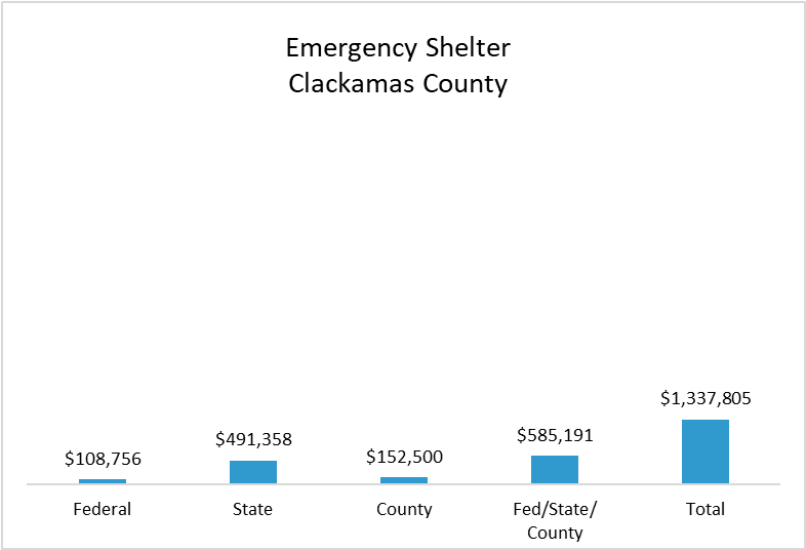
**Total Tri-County Public Funding for  
Rapid Rehousing & Prevention:  
\$38,360,765**



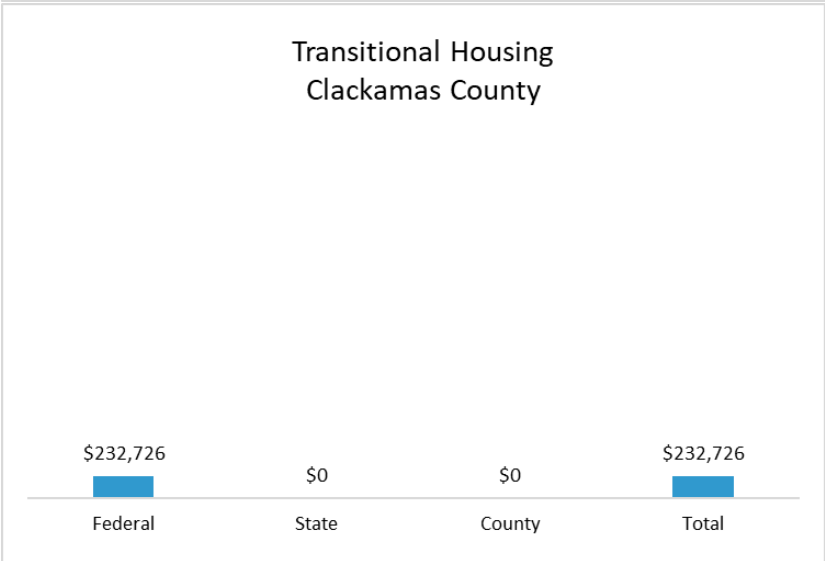
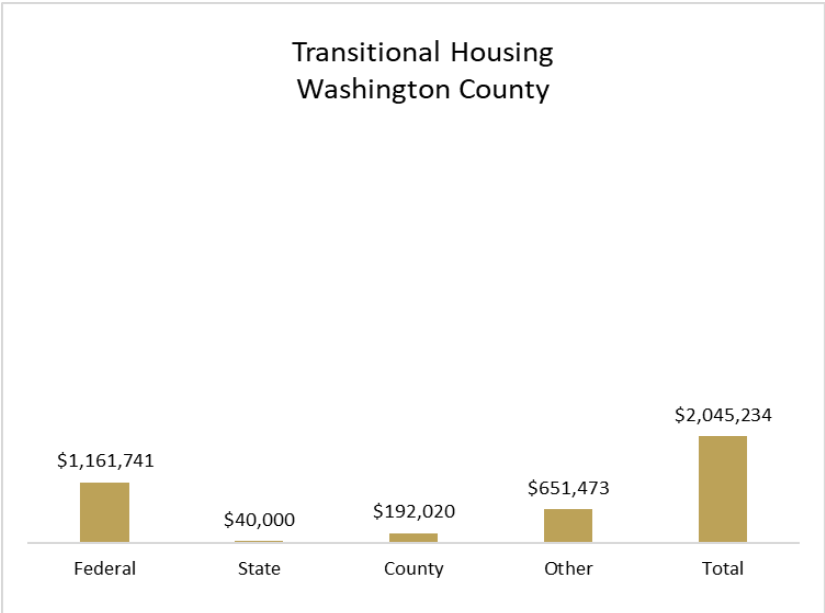
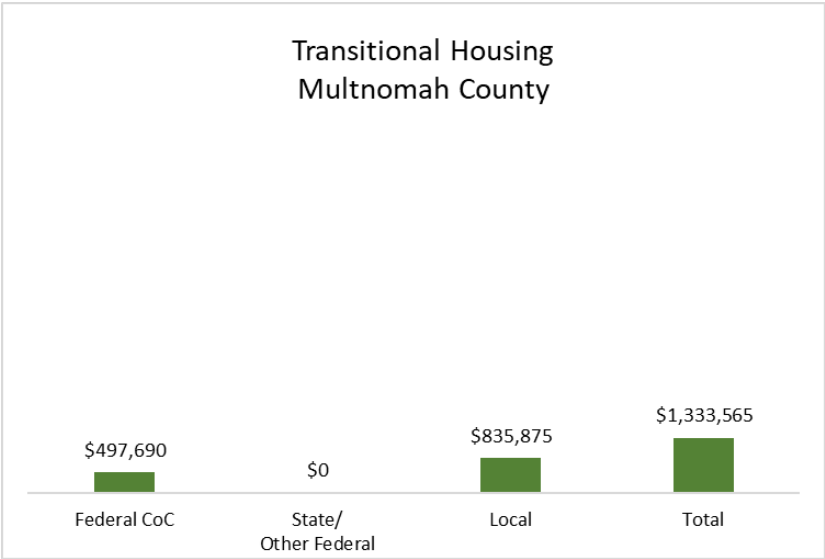
Emergency Shelter



**Total Tri-County Public Funding  
for Emergency Shelter:**  
\$21,395,289



Transitional Housing



**Total Tri-County Public Funding  
for Transitional Housing:  
\$3,611,525**

## System Capacity

The regional scan of homeless service system capacity focuses on supportive housing, rapid rehousing, homelessness prevention, emergency shelter and transitional housing programs. The first part of this section summarizes bed capacity for each program area based on point-in-time data. The second summarizes the number of households served annually within each program area.

### Bed Capacity (Point-in-Time Data)

The Housing Inventory Count (HIC) provides a comprehensive snapshot of each county's bed capacity on a single night. It includes publicly funded programs as well as those that don't receive any public funding and don't participate in the county's Homeless Management Information System (HMIS). The data in this section are based on each county's 2020 HIC, which was conducted on January 23, 2020.

The HIC is a useful way to understand system capacity at a single point in time, but it also has limitations that need to be kept in mind:

- The HIC shows how many people the system can serve on a given night, but not how many people are served over the course of a year. (The section on households served provides that information.)
- The HIC doesn't include everyone being served via rapid rehousing on a given night due to the way the data are collected, and it doesn't include homelessness prevention programs at all.
- The HIC doesn't systematically capture seasonal and severe weather emergency shelter beds. Those beds are included in the *Total Bed Capacity* chart below, but they are not guaranteed from year to year.

Total Bed Capacity (Point-in-Time 2020)		Multnomah	Washington	Clackamas	Total
Supportive Housing	Total beds	4947	509	401	5857
Rapid Rehousing	Total beds	2186	231	159	2576
Emergency Shelter	Year-round beds	1607	125	99	1831
	Seasonal & severe weather	284	109	209	602
Transitional Housing	Total beds	746	126	35	907

The HIC provides information on how bed capacity is allocated by certain HUD-defined sub-populations and household types on the night of the count. The allocations may shift over time, particularly for programs that are not facility based. The sub-population categories that are tracked in the HIC do not capture the full range of populations served or all of the populations that are prioritized for services by specific programs, so the insights they offer are limited. The sub-populations are not mutually exclusive, and households can be counted in more than one category.

Bed Capacity by Population and Household Type (Point-in-Time 2020)	Multnomah	Washington	Clackamas	Total
<b>Supportive Housing Beds</b>				
Total beds for households with children	1734	166	180	2080
Total beds for households without children	3213	343	221	3777
Beds for veteran households with children	124	117	69	310
Beds for veteran households without children	680	140	128	948
Domestic violence program beds	74	0	7	81
Unaccompanied youth beds	67	0	0	67

<b>Bed Capacity by Population and Household Type (Point-in-Time 2020)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Rapid Rehousing Beds</b>				
Total beds for households with children	1717	211	126	2054
Total beds for households without children	461	20	33	514
Beds for veteran households with children	11	12	14	37
Beds for veteran households without children	86	7	23	116
Domestic violence program beds	265	18	21	304
Unaccompanied youth beds	181	0	3	184
<b>Emergency Shelter Beds</b>				
Total beds for households with children	379	117	77	573
Total beds for households without children	1297	6	22	1325
Beds for veteran households with children	0	0	0	0
Beds for veteran households without children	110	0	15	125
Domestic violence program beds	111	24	54	189
Unaccompanied youth beds	68	3	0	71
<b>Transitional Housing Beds</b>				
Total beds for households with children	44	39	27	110
Total beds for households without children	698	87	8	793
Beds for veteran households with children	0	27	0	27
Beds for veteran households without children	112	66	0	178
Domestic violence program beds	0	8	0	8
Unaccompanied youth beds	80	10	22	112

### Households Served (Annual Data)

Data on the number of households served in each program area over the course of a year provide another lens for understanding system capacity. Compared with point-in-time data, annual data provide a more complete picture of how many people the system can serve. The data on households served also include homelessness prevention programs, which are an important part of the regional system that aren't captured in the HIC. One limitation of the data on households served is that programs that don't participate in HMIS (or don't consistently enter their program data into HMIS) may not be reflected in these data.

The data in the *Total Households Served* chart below are based on the most recently available annual data from 2019 and 2020. (The specific data years within 2019-20 vary from county to county.)

<b>Total Households Served (Annual 2019-20)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
Supportive Housing	3540	393	346	4279
Rapid Rehousing	4000	135	152	4287
Prevention	3430	335	145	3910
Emergency Shelter (year-round beds)	5490	233	n/a <sup>2</sup>	n/a
Transitional Housing	1290	206	17	1513

<sup>2</sup> Recent data on the number of households served in year-round emergency shelter for Clackamas County aren't available because one of the county's year-round shelters was demolished and rebuilt, and a full year of data aren't yet available.

The *Households Served by Population and Household Type* chart below provides data on households and people served, broken out by certain HUD-defined sub-populations and household types. These data are from each county's Continuum of Care Annual Performance Reports (APRs) for FY 2018-19, so they are less current than the data in the *Total Households Served* chart above. APRs for FY 2019-20 are not yet available.

As with the HIC, the population categories collected and reported on in the APRs are limited and don't capture the full range of populations that are served by the region's homeless services system. The categories also aren't mutually exclusive, and individuals and households can be counted in more than one category.

<b>Households Served by Population and Household Type (Annual FY 2018-19)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Supportive Housing</b>				
Total households served	3392	385	261	4038
Households with children and adults	517	42	53	612
Households without children	2874	343	208	3425
Households with only children <sup>3</sup>	1	0	0	1
Total persons served	4828	543	391	5762
Veterans	888	138	113	1139
Chronically homeless persons	1792	175	180	2147
Persons fleeing domestic violence	90	16	23	129
Youth under age 25	80	1	3	84
<b>Rapid Rehousing</b>				
Total households served	3507	115	159	3781
Households with children and adults	1151	89	129	1369
Households without children	2319	26	30	2375
Households with only children	8	0	0	8
Total persons served	6563	355	476	7394
Veterans	602	32	36	670
Chronically homeless persons	1285	14	70	1369
Persons fleeing domestic violence	359	25	47	431
Youth under age 25	393	11	10	414
<b>Homelessness Prevention</b>				
Total households served	2869	242	141	3252
Households with children and adults	1198	167	48	1413
Households without children	1629	75	92	1796
Households with only children	2	0	1	3
Total persons served	6501	741 <sup>4</sup>	255	6756
Veterans	486	33	45	564
Chronically homeless persons	445	5	4	454
Persons fleeing domestic violence	127	34	4	165
Youth under age 25	264	15	21	300

<sup>3</sup> "Households with only children" refers to households comprised only of persons under age 18, including unaccompanied minors, adolescent parents and their children, and adolescent siblings.

<sup>4</sup> Additional households were served through the Emergency Food and Shelter Program.

<b>Households Served by Population and Household Type (Annual FY 2018-19)</b>	<b>Multnomah</b>	<b>Washington</b>	<b>Clackamas</b>	<b>Total</b>
<b>Emergency Shelter</b>				
Total households served	4480	231	660	5371
Households with children and adults	168	140	11	319
Households without children	4156	34	649	4839
Households with only children	92	57	0	149
Total persons served	5136	573	688	6397
Veterans	473	2	76	551
Chronically homeless persons	1501	26	146	1673
Persons fleeing domestic violence	642	54	16	712
Youth under age 25	695	93	47	835
<b>Transitional Housing</b>				
Total households served	1242	185	17	1444
Households with children and adults	29	32	13	74
Households without children	1207	153	1	1361
Households with only children	4	0	3	7
Total persons served	1291	278	44	1613
Veterans	350	114	0	464
Chronically homeless persons	360	14	0	374
Persons fleeing domestic violence	62	17	1	80
Youth under age 25	144	18	22	184



## Outcome Metrics

The counties were asked to share the outcome metrics that they currently report on for each program area. This information was supplemented with data from the counties' Continuum of Care applications and Annual Performance Reports (APRs). This section summarizes the primary outcome metrics that are currently collected for each program area. It is intended to provide baseline information as a starting point for the development of regional outcome metrics.

Each county prioritizes specific outcome metrics for each program area (and in some cases for individual projects within a program area). There is some overlap, but there are also some outcome metrics that are only gathered by one county. The outcome metrics that are gathered consistently across all three counties are those that are required by HUD as part of the Continuum of Care reporting. This section begins with some of these shared outcome metrics and then lists additional outcome metrics that are used by individual counties (or specific projects within a county) but are not collected consistently across all three counties.

Many of the outcome metrics in this section could be disaggregated by race and other demographic data as part of regional SHS outcome reporting. Additional outcome metrics could be developed for SHS reporting that draw upon HUD-required universal data elements (UDE) that are currently collected in HMIS by all three counties. There are also opportunities to develop new outcome metrics that expand upon the HUD-required data fields.

### Cross-County Outcome Metrics

These are the primary HUD-required outcome metrics that are collected consistently across all three counties. The performance data are based on FY 2018-19 APRs and FY 2019 Continuum of Care applications.

Outcome Metrics	Multnomah	Washington	Clackamas
<b>Supportive Housing (PSH)</b>			
% of persons served who remained in PSH or exited to permanent housing	94%	95%	94%
% of adults who gained or increased total income from entry to annual assessment or exit	46%	60%	62%
% of adults who gained or increased employment income from entry to annual assessment or exit	11%	9%	13%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	37%	55%	53%
<b>Rapid Rehousing (RRH)</b>			
% of persons exiting RRH to permanent housing	91%	82%	83%
% of persons served in RRH who moved into housing	85%	75%	81%
Average length of time between RRH start date and housing move-in date, in days	36	40	43
% of adults who gained or increased total income from entry to annual assessment or exit	11%	43%	32%
% of adults who gained or increased employment income from entry to annual assessment or exit	7%	28%	19%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit	5%	23%	15%

Outcome Metrics		Multnomah	Washington	Clackamas
<b>Homelessness Prevention (HP)</b>				
% of persons served in HP who remained in permanent housing or exited to permanent housing		94%	99%	84%
% of adults who gained or increased total income from entry to exit		8%	3%	9%
% of adults who gained or increased employment income from entry to exit		6%	3%	6%
% of adults who gained or increased non-employment cash income from entry to exit		3%	1%	4%
<b>Emergency Shelter (ES)</b>				
% of persons served in ES who exited to permanent housing <sup>5</sup> (see footnote 5 for limitations of this measure)		21%	46%	3%
% of adults who gained or increased total income from entry to exit		7%	15%	7%
% of adults who gained or increased employment income from entry to exit		4%	8%	3%
% of adults who gained or increased non-employment cash income from entry to exit		3%	9%	3%
<b>Transitional Housing (TH)</b>				
% of persons served in TH who exited to permanent housing		60%	77%	100%
% of adults who gained or increased total income from entry to annual assessment or exit		37%	28%	63%
% of adults who gained or increased employment income from entry to annual assessment or exit		26%	17%	63%
% of adults who gained or increased non-employment cash income from entry to annual assessment or exit		12%	14%	0%
<b>Returns to Homelessness</b>				
% of persons who exited the homeless services system to a permanent housing (PH) destination and returned to the homeless services system in:				
<6 months	Exit was from PH (includes PSH and RRH)	9%	0%	0%
	Exit was from ES	22%	5%	5%
	Exit was from TH	9%	1%	0%
6-12 months	Exit was from PH (includes PSH and RRH)	8%	3%	3%
	Exit was from ES	11%	7%	0%
	Exit was from TH	7%	0%	0%
2 years	Exit was from PH (includes PSH and RRH)	28%	5%	3%
	Exit was from ES	45%	15%	8%
	Exit was from TH	26%	2%	0%

<sup>5</sup> There are several limitations to this measure: (a) Multnomah and Clackamas have high rates of missing data on exit destinations (55% and 95%), which is a common issue for shelters that exit clients in HMIS after they do not return for a period of time; (b) some of the data, particularly for Clackamas, include warming centers that are not intended to help participants transition to permanent housing. For families with children in Clackamas (a data set that better reflects exits from year-round shelters with services), 60% exit to permanent housing (with a missing data rate of only 12%).

## Additional Outcome Metrics

This section lists the metrics in addition to those in the above chart that are used by at least one county (or in some cases by specific projects within a county) to measure outcomes.

<b>Supportive Housing</b>
People/households newly placed or retained
Bed utilization
Housing stabilization period
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
Resource connections
Engagement in trackable onsite or offsite services
Connections to health insurance, primary care and mental health services
6-month and 12-month housing retention
<b>Rapid Rehousing</b>
People/households newly placed or retained
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
<b>Prevention</b>
People/households newly placed or retained
Prevent homelessness for extremely low and low-income households
Equitable access and participation in program by BIPOC participants
6-month and 12-month housing retention
<b>Emergency Shelter</b>
People/households served
Bed utilization
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
<b>Transitional Housing</b>
People/households newly placed or retained
Bed utilization
Participants enrolled in education program
Length of time people remain homeless
Equitable access and participation in program by BIPOC participants
<b>System-Level Metrics</b>
Inflow and outflow reporting

## Cost Analysis

The data scan gathered information on current program costs to provide a starting point for Metro and its jurisdictional partners to work together to develop a methodology for determining SHS cost projections. The intent of the cost analysis was to better understand the range of costs for different program models as well as the factors that influence whether a specific project is at the low end or high end of the range. The analysis also aimed to assess what we can learn from the available data, and the gaps and limitations of that data, in order to provide a baseline to help inform further research and planning.

Recognizing that public funding covers only a portion of the total costs of most projects, the counties worked to gather more complete budget data for their programs. This was a significant undertaking with a short turnaround time, and the comprehensiveness of the budget data that could be collected varied by project and program area. As a result, the analysis of average costs reflects some but not all of the additional costs to programs beyond the public share. The analysis also doesn't capture providers' full administrative costs or any of the administrative costs to the jurisdictions, but those costs will need to be incorporated into SHS budget projections.

Even if the budget information for the analysis was complete, there are some inherent limitations to using current cost data to inform SHS program costs. Some existing projects are under-funded, so their budgets don't necessarily capture what it would actually cost to implement sustainable programs that reflect best practices. In addition, many projects rely on a wide array of leveraged services, some of which are not reflected in their budgets and are impossible to fully quantify. As the region scales up its programming, these leveraged services may not be able to meet the increased demand unless they are also funded.

The cost analysis has additional methodological limitations that should be kept in mind:

- Varying levels of completeness in the budget data across projects contribute to some of the variations in each county's average costs.
- Since the analysis relied on relatively small sample sizes, in some cases the average costs were distorted by a single program with disproportionately high costs related to unique features of its program model or disproportionately low costs due to incomplete budget information. When the outliers significantly skewed the averages, they were excluded from the calculations.
- Due to data inconsistencies and limitations in a few of the data sets, the analysis of average costs sometimes required the use of estimates and extrapolations.
- In a few cases, insufficient data made it impossible to develop a reasonable estimate. These are noted in the chart below with "n/a" and explanatory footnotes.

### Average Costs

Cost Category	Multnomah	Washington	Clackamas
<b>Supportive Housing</b>			
Rent: average annual cost per unit	\$10,808	\$13,172	\$15,008
Supportive services: average annual cost per unit	\$4,775	\$10,714	\$6,914
Average total annual cost per unit (rent+services+admin)	\$17,076	\$24,886	\$23,048
<b>Rapid Rehousing</b>			
Rent: average annual cost per household served	\$6,207	\$4,103	\$5,232
Supportive services: average annual cost per household served	\$4,500	\$3,477	\$4,846
Average total annual cost per household (rent+services+admin)	\$12,303	\$8,029	\$11,366

Cost Category	Multnomah	Washington	Clackamas
<b>Homelessness Prevention</b>			
Average annual cost per household served	\$1,993 <sup>6</sup>	\$2,373 <sup>7</sup>	\$3,009
<b>Emergency Shelter<sup>8</sup></b>			
Average annual cost per household served	\$3,104 <sup>9</sup>	\$13,808	n/a <sup>10</sup>
Average annual cost per bed	\$12,274	\$17,818	\$4,756 <sup>11</sup>
<b>Transitional Housing</b>			
Average annual cost per household served	n/a <sup>12</sup>	\$11,537	\$13,690
Average annual cost per unit	n/a	\$20,928	\$19,394

## Factors Influencing Costs

Within each program area, there is typically a range of costs, with some projects costing less than the average and some costing significantly more. This section summarizes the most common program-related factors that influence whether costs are at the low end or high end of the range for each program area.

It should be noted that while the factors listed in this section are important to consider when planning for future program costs, some projects were on the low end of the cost range for this analysis because the available cost data did not include the project's full costs.

### Supportive Housing

- Household type and size
- Acuity of need of population served
- Service model – e.g. Intensive Case Management and Assertive Community Treatment are more expensive than support services that primarily focus on connecting tenants to other resources
- Availability of clinical services – these services are often not reflected in the project's budget data if they are provided by partners or funded through Medicaid billing, but they affect the overall costs
- Availability of flexible funding to cover direct costs for specific services tailored to each household
- Staff to client ratios – underfunded programs often have ratios that are higher than best practice guidelines, which can limit the effectiveness of the supportive services
- Operating model – e.g. upfront costs for developed units are higher than for leased units, but ongoing costs are lower; services are more expensive to provide at scattered sites than a single site

### Rapid Rehousing

- Household type and size

<sup>6</sup> This figure is a rough extrapolated estimate due to limited data.

<sup>7</sup> This estimate excludes one outlier program with an average cost per of \$41,352 per household; if that outlier is included in the estimate, the average cost is \$8,870.

<sup>8</sup> A goal for this analysis was to determine an average cost for housing placements out of shelter, but that wasn't possible for several reasons: (a) funding to support housing placement out of shelter is often budgeted as rapid rehousing and isn't part of the shelter budget; (b) there is a high percentage of missing data on housing placements out of shelter, as noted earlier in this report; (c) not all shelters are designed or funded to support housing placement.

<sup>9</sup> Due to limited data, this figure is only based on public costs for emergency shelter.

<sup>10</sup> Insufficient data were available to calculate average costs per household for emergency shelter for Clackamas County.

<sup>11</sup> Due to limited data, this is a rough extrapolated estimate that reflects the average operating costs of church-run shelters combined with the average public cost for case management.

<sup>12</sup> Insufficient data were available to calculate average costs for transitional housing for Multnomah County.

- Acuity of need of households served
- Length and intensity of housing retention support and wrap-around services provided
- Staff to client ratios
- Average length of service

### ***Prevention***

- Household type and size
- Level and duration of rent assistance provided
- Level of other financial assistance provided
- Availability and level of case management or other support services
- Average length of service

### ***Emergency Shelter***

- Household type and size
- Acuity of need of population served
- Operating model – e.g. shelters on church property run by volunteers are less costly (but also more limited) than facility-based shelters
- Availability and level of case management or housing placement support
- Type of programming – e.g. domestic violence and youth shelters often have higher costs than those without such specialized services

### ***Transitional Housing***

- Household type and size
- Acuity of need of population served
- Operating model – e.g. facility-based vs. scattered site transition-in-place
- Type and level of case management and programming provided
- Average length of service

## **Comparisons to Other Available Cost Data**

### ***Supportive Housing***

#### *Corporation for Supportive Housing (CSH) Estimates*

Nationally, CSH calculates average costs for tenancy support services at \$7,200 per household per year, with costs ranging as high as \$17,000 for Assertive Community Treatment services. For the 2019 tri-county CSH report,<sup>13</sup> CSH worked with local stakeholders to develop an estimated annual service cost of \$10,000 per household based on a survey of actual costs from a sample of local providers. The estimate is based on a ratio of one case manager to 10 clients for scattered site and one case manager to 15 clients for single site. It also includes flexible service funding for direct costs not covered by community-based and Medicaid-paid services.

<b>Average annual costs per household</b>		<b>Individuals</b>	<b>Families</b>
Supportive Services		\$10,000	\$10,000
Rent Assistance	Private market unit	\$13,000	\$19,600
	Regulated affordable housing unit	\$7,000	\$7,000

<sup>13</sup> “Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness.” Corporation for Supportive Housing. 2019.

CSH's cost estimate for rent assistance for private market units is based on HUD's 2018 fair market rents (FMR) and does not include the gap between FMRs and actual rental costs in the market. The estimate for regulated affordable housing units is based on costs from a sample of local projects.

#### Portland State University (PSU) Estimates

PSU's Homelessness Research and Action Collaborative's 2019 report<sup>14</sup> provides cost estimates that are similar to CSH's but are based on cost ranges rather than a single figure for each cost category:

Average annual costs per household		Individuals	Families
Supportive Services		\$8,800-\$10,000	\$8,800-\$10,000
Rent Assistance	Private market unit	\$11,352-\$18,960	\$14,904-\$41,000
	Regulated affordable housing unit	\$6,000-\$8,000	\$6,000-\$8,000

The low end of PSU's service cost estimates is based on an analysis of Multnomah County's spending dashboard; the high end is based on CSH's estimate. PSU's rent assistance cost estimate for private market units is based on HUD's 2017 FMR and hypothetical small area FMR zip code max as well as Portland's 2017 State of Housing report. The regulated affordable housing unit estimate is based on CSH's estimate and Multifamily NW's 2019 Apartment Report.

#### **Rapid Rehousing**

HUD's Family Options Study,<sup>15</sup> which is one of the most rigorous national studies of housing interventions for homeless families, found the average monthly cost per household of rapid rehousing was \$880, which translates into an annual cost of \$10,560. (Actual annual costs per household would be lower since not all households served in a given year receive 12 months of services.) Housing costs constituted 72% of the total average costs while supportive services constituted 28%.

#### **Prevention**

A HUD study of the Homelessness Prevention and Rapid Rehousing Program<sup>16</sup> found an average cost of \$897 per person and \$2,252 per household for homelessness prevention assistance. Financial assistance (including rent assistance, utility payments and moving costs) constituted 73% of average costs while supportive services constituted 27%.

#### **Emergency Shelter**

HUD's Family Options Study found an average monthly per household cost of \$4,819 for emergency shelter, which translates into an annual cost of \$57,828. Actual annual costs per household served would be lower since few households remain in emergency shelter for 12 months, but the annual cost estimate provides a proxy for the annual operating costs of shelter space for one family. Supportive services made up 63% of the average costs, and shelter costs made up 37%.

#### **Transitional Housing**

HUD's Family Options Study found an average monthly per household cost of \$2,706 for transitional housing, which translates into an annual cost of \$32,472. The annual cost estimate provides a proxy for the annual operating costs of one unit of transitional housing for families. Supportive services constituted 42% of program costs, on average, and housing costs constituted 58%.

<sup>14</sup> "Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region." Portland State University. 2019.

<sup>15</sup> "Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families." HUD. 2016.

<sup>16</sup> "Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 3 & Final Program Summary." HUD. 2016.

## Potential Next Steps

This initial cost analysis offers a starting point for SHS cost planning that will need to be supplemented with additional research. Possible next steps could include:

- Asking a sample of service providers representing a range of models in each program area to provide full budget data for their programs to support a more complete analysis of costs.
- Working with service providers to identify what it would actually cost to implement their programs with fidelity to best practices.<sup>17</sup>
- Determining the proportion of housing units within each relevant program area that will be developed vs. leased in order to more accurately estimate housing costs.
- Applying an annual inflation factor to all costs to more accurately project SHS costs over time.<sup>18</sup>

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<sup>17</sup> For example, CSH's Services Staffing and Budget Tool enables supportive housing providers to combine actual program data with best practice guidelines to develop cost estimates: <https://cshcloud.egnyte.com/fl/KibC8XSZTs#folder-link/>.

<sup>18</sup> The CSH tri-county report suggests using inflation factors of 1.5% for operating costs, 1.5% for rental assistance, and 2% for services.



# Appendix G



## Housing Authority of Clackamas County **Community Engagement Report – Phase One** **Within Metro Boundary Fall 2020**

Prepared by Coalition of Communities of Color 1/4/2021

### **Outline of Report**

- Purpose/Introduction
  - Summary of the project
  - Summary of community engagement (survey & focus groups)
  - Role of UNITE
  - Role of CCC
- Demographic Summary
  - Community survey
  - Focus groups
- Overview of Community Engagement Findings
  - What does houselessness look like in your community?
  - How is houselessness talking about and perceived in your community?
  - Programmatic and strategic shortcomings
  - Barriers to access housing services
  - BIPOC-specific concerns
  - Valued Services
- Recommendations
- Appendix – Notes

### **INTRODUCTION**

This report summarizes the findings from a community engagement process to ensure that typically underrepresented communities will inform the Local Implementation Plan for allocating Supportive Housing Funds in Clackamas County. Phase one (within Metro Urban Growth Boundary) of this project included organizing three focus groups in November and December 2020 and circulating a community survey. The focus group curriculum and survey questions were collaboratively developed by the Coalition of Communities of Color (CCC), Unite Oregon, and the Housing Authority of Clackamas County (HACC). Representatives from each agency met regularly to discuss strategies for community engagement and share progress updates and data across agencies.

Unite Oregon's role for Phase one included conducting community outreach and recruitment for focus groups, funding participant stipends for focus groups and survey, contracting community

organizers, and ensuring all translations and interpretation needs. CCC's role for Phase 1 included:

- Providing feedback on focus group and survey methodologies
- Note-taking during focus group meetings
- Analyzing and summarizing data from focus group meetings and the community survey

This report includes demographic details of focus group participants and survey respondents. Following the demographic section, we summarize the main findings from the qualitative data provided to us in the form of notes from the focus groups and open-ended responses from the community survey. After briefly discussing the methodology for analyzing these qualitative data, we present five themes that emerged from the data, including:

- (1) Visualizing Housing Insecurity
- (2) Perceptions of Housing Insecurity and Houselessness
- (3) Shortcomings of Housing Programs and Services
- (4) BIPOC Specific Concerns
- (5) Valued Services

The report concludes with recommendations suggested by focus group participants and survey respondents. These recommendations are organized into three broad themes, including: (1) Population Specific Recommendations; (2) Infrastructure and Service Improvement Recommendations; (3) Advocacy and Policy Recommendations.

## DEMOGRAPHIC SUMMARY

### ***Focus Groups***

UNITE Oregon organized three focus group meetings via Zoom in November and December 2020. In total, 34 people participated in focus group discussions. The three focus groups included:

- 1 Spanish language (n=10)
- 1 English language, BIPOC focus (n=10)
- 1 for Social Service Providers (in English) (n=14)

All 34 participants shared their gender identity. Respondents could choose from the following gender identities: Woman, Man, Non-binary, Prefer Not to Say, Not Relevant to My Community.

Table 1: Gender Identity (Focus Groups)

Woman (n=21)	Man (n=13)
62%	38%

Focus group participants were asked to share with what community they identified. Thirty-three respondents shared that they belong to one community, while one respondent shared belonging

to more than one community (i.e., racial/ethnic and LGBTQ+). This is why percentages do not add up to 100.

Table 2: Community (Focus Groups)

AAPI/Asian (n=6)	Middle Eastern (n=5)	Black/African American (n=5)	Latinx (n=17)	LGBTQ+ (n=2)
18%	15%	15%	50%	6%

Focus group participants were asked to share their age. Twenty-nine participants responded.

Table 3: Age (Focus Groups)

18-24 (n=3)	25-34 (n=10)	35-44 (n=8)	45-54 (n=6)	55-64 (n=2)
10%	34%	28%	21%	7%

Focus group participants were asked to share their housing status. Participants self-reported their answers. 18 participants responded to this question.

Answers to this question include:

- “Rent,” “Renting,” or “Rental” (n=11)
- “Homeowner,” “have a home” (n=2)
- “Stable” (n=1)
- “Low-income housing” (n=1)
- “Good” (n=1)
- “Bad” (n=1)
- “Vivo con familiares” (n=1)

### **Community Survey**

UNITE Oregon developed a community survey in collaboration with HACC and CCC. In total, ten respondents filled out the survey, although not all respondents answered all demographic questions.

All ten respondents shared their gender identity. Respondents could choose from the following gender identities: Women, Man, Non-binary, Prefer Not to Say, Not Relevant to My Community.

Table 4: Gender Identity (Community Survey)

Woman (n=6)	Man (n=4)
60%	40%

Survey respondents were asked to share with what community they identified. Nine respondents answered this question, and they could choose more than one community, which is why percentages do not add up to 100.

Table 5: Community (Community Survey)

Black/African American (n=3)	Latinx (n=5)	Indigenous (n=1)	Asian (n=1)	European (n=1)	LGBTQ+ (n=1)
33%	56%	11%	11%	11%	11%

Survey respondents were asked to share their age. 10 respondents answered the question.

Table 6: Age (Community Survey)

18-24 (n=2)	25-34 (n=3)	35-44 (n=3)	45-54 (n=2)
20%	30%	30%	20%

## OVERVIEW OF COMMUNITY ENGAGEMENT FINDINGS

### **Methodology**

The open-ended responses in the community survey and the notes taken at all three focus group meetings were analyzed qualitatively using Atlas.ti software. We started with a process of open-ended coding, or in other words, we developed categories that captured important aspects of every response. These open-ended codes were then grouped into overarching themes. These themes are presented below.

### **1. Visualizing Housing Insecurity**

Survey and focus group participants were asked to share what housing insecurity and houselessness looks like in their communities. Many respondents shared that houseless folks stay in tents and encampments at various locations across Clackamas County, including along highways and below underpasses, in parks, around rivers and forests, and near mountains. Others mentioned that housing insecurity could look like couch surfing, staying at rest stops, living in cars, and older youth staying at friends' homes.

*“I also have friends who are living in their cars, but we cannot help them because we barely fit in our place.”* (Focus group)

Also, there is a need to understand housing insecurity and houselessness in more expansive ways. Many respondents felt that specific populations remain unseen or hidden from understanding who experiences housing insecurity. For instance, housing insecurity should also

include those living in overcrowded housing, facing eviction, and living in motels/hotels. Housing insecurity can also be experienced by someone in an abusive relationship since often they remain in a tenuous situation for fear of losing housing and for children's stability. One respondent mentioned the "working homeless," or individuals or families that earn too much to be eligible for assistance but do not earn enough to afford their housing.

*"We have college professors, social workers, college-educated, single adults without children who have housing insecurities that are not always at the forefront of this issue." (Community Survey)*

A focus group participant addressed the specific housing challenges experienced by single mothers who are in recovery.

*"In order to establish housing, many in recovery need to put minor children in [the] system or with [a] relative. [There is] trouble finding housing with children, [and they] have to bring them in later. [This is] particularly challenging for single moms getting clean." (Focus group)*

## **2. Perceptions of Housing Insecurity and Houselessness**

Survey and focus group participants were asked to share how housing insecurity and houselessness is perceived in their communities. Several respondents shared that they have noticed that houselessness is better understood, more people are aware of it, and more people comprehend its complexities.

*"There are people within the community who understand the complexities of housing loss and view housing as a natural right and basic need that everyone is entitled to." (Community Survey)*

*"Visibility in Clackamas County around homelessness services or about the existence of the problem has increased (at the County level, at least)." (Focus group)*

However, respondents also shared that many folks perceive housing insecurity and houselessness in Clackamas County as an outgrowth of Portland's housing crisis. As a consequence, many folks assume that there are few local reasons for housing insecurity and houselessness. One respondent stated that Clackamas County residents would benefit from more education that explains how houselessness is a local community issue and challenge.

The majority of respondents shared that housing insecurity and houselessness is perceived negatively in their communities. Houselessness is perceived to be connected to trash, theft, and blamed for why places look "dirty." Many assume that houselessness is an outcome of individual flaws and failures and a byproduct of poor decisions and laziness.

*“Others in the community view homelessness as an individual flaw or defect, the deserved consequence from a series of poor decisions. Homelessness is talked about as a byproduct of lazy people whose very existence lowers the value of their property and the beauty of their community.” (Community Survey)*

### **3. Shortcomings of Housing Programs and Services**

Survey and focus group participants were asked, “Where do current housing programs or strategies fail?” By far, the most commonly stated shortcoming of housing programs and services was lack of capacity. Respondents discussed the many ways, due to lack of capacity, that programs and services failed to:

- Serve the number of people who need help
- Hire enough case managers
- Provide long-term housing solutions
- Conduct meaningful, culturally specific community outreach
- Build strong relationships and foster trust with communities
- Address lengthy waitlists
- Offer local services, especially in rural parts of the county

*“We had a man who was illiterate and was asking for us to fill out his job application. We found a woman who worked for the county who was willing to help this man one on one, and because we could not help him, right there, right then, he walked away and never came back.” (Community Survey)*

Another theme that emerged from the survey and focus group discussions was the high barriers that prevent many people from accessing services. Barriers to access services include:

- Lack of information about services and programs, especially in rural areas and culturally and linguistically specific formats.
- Too many requirements. This includes complex documentation, the need to have official identification, and the need to access phones and the internet to meet appointments.

Finally, many respondents shared that even though the demand for housing security is high, there is a lack of shelters and affordable housing to meet the demand.

### **4. BIPOC Specific Concerns**

While survey respondents and focus group participants were specifically asked how programmatic shortcomings and failures affect marginalized communities (Black, Indigenous, people of color, immigrants, refugees, and/or asylum-seekers), many respondents shared BIPOC specific challenges and concerns throughout the survey and focus group discussions.

A majority of respondents shared that the lack of culturally and linguistically specific services, organizations, informational materials, and outreach create barriers to access that are specific to BIPOC communities.

*“It would be better if we had more community centers for BIPOC folks because the ones in our community do not make me feel comfortable.” (Focus group)*

*“the Spanish translation may not have been the same as what was convey[ed] in English -- feels like they are missing information.” (Focus group)*

*“People are not always knowledgeable about the language around getting help/getting involved in the system, which is an equity issue for BIPOC communities.” (Focus group)*

Immigration status and the barriers associated with the lack of documentation or having family members undergoing immigration proceedings were discussed as significant concerns for BIPOC communities, immigrants, refugees, and asylum-seekers. Immigration status was stated as to why many do not seek housing assistance or are denied aid when they apply. Furthermore, people in the asylum system commonly need lengthier periods of assistance until they qualify for a work permit; however, assistance programs may not cover the longer time period needed.

*“In the Latinx community, it is not uncommon to have families in the program where an adult has asked for asylum. When someone is asking for asylum, their level of support and financial need will be longer as they are unable to work until they have been given a work permit.” (Community Survey)*

*“Most people in my community do not ask for help to seek housing opportunities, due to not being legally in the country but are mothers of us citizens.” (Community Survey)*

*“Immigrants don’t always qualify for government help, and there is not enough aide [sic] for the amount of people that need it.” (Community Survey)*

Other BIPOC specific concerns that were mentioned include:

- Overall greater need for assistance to meet basic needs (e.g., housing, employment, food, etc.) due to the barriers created by systemic racism
- More experiences of discrimination with landlords
- Mistrust of service providers and government institutions due to lack of culturally sensitive community outreach
- Need to address mental health stigma in many BIPOC communities

*“No community relationship with participants results in mistrust of service system.” (Community Survey)*

*“Trusting government institutions is not always easy when there is trauma that runs through these communities.” (Community Survey)*

*“When it comes to undocumented folks, there is an intersection of various issues - for example, mental health is an existing issue and the stigma around using services has been exacerbated with COVID.” (Focus group)*

## **5. Valued Services**

Survey and focus group participants were asked, “What social services do you currently value and why?” Below are the top five services that respondents felt are most valued (to how many times the service was mentioned in the survey and focus group discussions).

1. Food Services: Food subsidies including WIC and EBT, pantries, meals, and food delivery
2. Rapid Rehousing
3. Shelter Services: Including drop-in centers and emergency warming shelters
4. Outreach: Including street outreach and community outreach
5. Health Care Services: Including culturally specific counseling services and hygiene services (e.g., showers)

Some respondents specifically named certain programs and organizations that they valued. These include Rent Well, Second Chance Homes, DevNW, and churches.

## **RECOMMENDATIONS**

The recommendations listed below are thematically organized based on what survey respondents and focus group participants shared.

### **Population Specific Recommendations**

- More culturally specific services that understand cultural nuances and complexities of BIPOC families
- Increase resourcing to community-based, culturally-specific nonprofit organizations because they are already viewed as trusted partners by community members
- More services in rural areas
- More support for women

“I worry most about vulnerable groups like women and children. I would like it to be easier for folks like them to get a referral to rent an apartment.” (Focus group)

“Work with women who would like to see group home options where single moms can bring kids and live with 4-5 families that they trust.” (Focus group)

- Focus on youth outreach and youth organizing, especially in immigrant and refugee communities



“Immigrant families heavily rely on their children in terms of translating, getting information - since there is inherent trust there, this avenue should be used for outreach and communication (youth, social media, etc.). School emails, virtual workshops, and other things targeted towards young adults could be helpful.” (Focus group)

- More representation of those who have experienced homelessness inside agencies
- More assistance for single men

### **Infrastructure and Service Improvement Recommendations**

- More permanent supportive housing
- More triage social services
- Increase shelter capacity
- More trauma-informed care and training
- More information about where to go to access services
- More locally accessible information about housing services

“thinking about where BIPOC communities are (closer to the Multnomah boundary, Milwaukie, etc.) - ideal place to provide accessible resources.” (Focus group)

“places like Canby have a large Latino population that needs resources from Clackamas County. It is important to have equal focus on more obvious places and the not-so obvious places.” (Focus group)

- Integration of nonprofits and hubs for coordinated access/entry to housing services
  - “It would be great to see culturally specific nonprofits plugged into main hubs of coordinated access/entry to these services.” (Focus group)

### **Advocacy and Policy Recommendations**

- Create advocacy groups, especially in Estacada, Sandy, Molalla
- Universal Basic Income

## APPENDIX NOTES

### Community Survey & Focus Groups

Themes from open-ended questions & focus group discussions

#### How is homelessness visualized/what does it look like in your community?

- Need for more expansive understanding of homelessness
  - Housing insecurity as seen and unseen/hidden
  - Mainstream perceptions of housing insecurity are largely camps and tents, but housing insecurity should also be understood as living in an overcrowded place, facing eviction, or living in a motel.
  - Housing insecurity is also when someone stays with an abusive relationship because of fear of losing housing and stability for children.
  - “not taking into account the “working homeless” - those individuals/families that make too much for resources but not enough to afford housing on their own.”
- Trust: people choosing to remain homeless
  - “A lot of people choose to remain homeless, they don’t trust govt/four wall.”
- Story: “ i’ve seen so many Latinx folks outside of the Mexican stores begging for money. We ask them, “do you have any help from an agency to get a house?” We refer them to a church, but they don’t always help beyond information in the ways they need it.” (Focus group)
- Families living together in crowded spaces
  - “a lot of families in my Latino community living a lot of people in a single small house.”
- Cars
  - “I also have friends who are living in their cars, but we cannot help them because we barely fit in our place.” (Focus group)
- Couch surfing
- Rest stops
- Older youth staying a friends’ houses
- Tents/encampments
- Specific challenges for single mothers
  - “In order to establish housing, many in recovery need to put minor children in system or with relative, trouble finding housing with children, have to bring them in later; particularly challenging for single moms getting clean.” (Focus group)

#### The ways houselessness is discussed and perceived

- People know more about it, and some understand its complexities
  - “There are people within the community who understand the complexities of housing loss and view housing as a natural right and basic need that everyone is entitled to.”

- “Visibility in Clackamas County around homelessness services or about the existence of the problem has increased (at the County level, at least).” (Focus group)
- Most report that folks in their community discuss and perceive houselessness negatively
  - “Not having a home is still largely looked down upon by many of my neighbors. The things I hear them complain about most are perceptions of trash and theft.”
  - “Others in the community view homelessness as an individual flaw or defect, the deserved consequence from a series of poor decisions. Homelessness is talked about as a byproduct of lazy people whose very existence lowers the value of their property and the beauty of their community.”
  - “Everyone I’ve come in contact with talks down on those who are homeless and blames them for places that look ‘dirty’.”
- Houselessness in Clackamas is perceived as an outgrowth of what is happening in Portland -- there is a lack of understanding or accountability for local reasons for homelessness. Need more education about why homelessness is a Clackamas County issue

#### **Programmatic and/or strategic shortcomings**

- Lack of capacity
  - “Current housing programs do not have the capacity to help the amount of people that need help.”
  - Story: “We had a man who was illiterate and was asking for us to fill out his job application. We found a woman who worked for the county who was willing to help this man one on one and because we could not help him, right there, right then, he walked away and never came back.”
  - Not enough case managers
  - “Don’t really help people get out of homelessness but instead just help them for the day.”
  - “Individuals end up waiting for an unknown amount of time and it is frustrating to have to let people down/not being able to do anything.” (Focus group)
  - Not enough outreach
  - Not enough culturally specific outreach
  - Lack of outreach and strong community relationships results in mistrust
  - Lack of local services
    - “Went to get info in Portland - 35-40 minutes away from me; would be good to have place closer to me.” (Focus group)
  - Waitlists
- High barriers to receive services. Barriers include:
  - Lack of information about services/programs
    - “difficult to know where to start.”
    - “Rural areas do not hear about services.”
  - Too many requirements
    - Documentation

- Difficult keeping appointments (connected with having essential resources like a phone, leading to missed appointments)
- Lack of needed infrastructure even though demand is high
  - Not enough shelters
  - Not enough affordable housing units

### **Barriers to finding housing**

- Not enough assistance/capacity can deter many from seeking aid
  - Story: “We had a man who was illiterate and was asking for us to fill out his job application. We found a woman who worked for the county who was willing to help this man one on one and because we could not help him, right there, right then, he walked away and never came back.”
  - “there is not enough aide for the amount of people that need it.”
- Folks who are houseless or housing insecure don’t always have access to essential resources.
  - “not having access to a cell phone that works regularly, so when they are to get a call back from a service provide[r], they often miss that call.”
  - Not having ID
- Not meeting income criteria for low-income housing
  - “One persistent problem I see is that when a patron or community member's housing becomes threatened, those with low income levels applications are not accepted for the few apartment rentals in the area due to income requirements. I have heard from these people, that they are willing to pay and can pay the rent, but due to the restrictions (i.e. not more than 35% of your income can go to rent) that they are not allowed to rent from these places.”
  - “Too often some people of color are working under the table and don't have reportable income which is a barrier when applying for housing.”
- Lack of information about where to seek help
  - “difficult to know where to start.”
  - “Rural areas do not hear about services.”
  - “I think it’s difficult for homeless folks to find ways to get this information.” (Focus group)
- 

### **BIPOC-specific concerns**

- Discrimination by landlords
- Lack of translations, either in person or of materials
  - “the spanish translation may not have been the same as what was convey in english - feels like they are missing information” (Focus group)
- Lack of culturally specific programs and cultural sensitivity to working with BIPOC families

- “It would be better if we had more community centers for BIPOC folks because the ones in our community do not make me feel comfortable” (Focus group)
- “I would relate more to folks who looked like me/feel comfortable or another BIPOC person.” (Focus group)
- Programs are too short-term or rigid
  - “In the Latinx community, it is not uncommon to have families in the program where an adult has asked for asylum. When someone is asking for asylum, their level of support and financial need will be longer as they are unable to work until they have been given a work permit.”
- Systemic racism means its harder to get documentation, employment
- Level of need is greater
- Immigration status is a huge barrier - no papers, then no services
  - “Most people in my community do not ask for help to seek housing opportunities, due to not being legally in the country but are mothers of us citizens.”
  - “Immigrants don’t always qualify for government help and there is not enough aide for the amount of people that need it.”
- Mistrust
  - “No community relationship with participants results in mistrust of service system.”
  - “Trusting government institutions is not always easy when there is trauma that runs through these communities.”
- Lack of culturally and linguistically specific/appropriate resources
  - “People are not always knowledgeable about the language around getting help/getting involved in the system, which is an equity issue for BIPOC communities.” (Focus group)
- Need to address stigma, especially around mental health
  - “When it comes to undocumented folks, there is an intersection of various issues - for example, mental health is an existing issue and the stigma around using services has been exacerbated with COVID.” (Focus group)

### **Valued services (include list)**

#### **Recommendations:**

- More assistance for single men
- More permanent supportive housing
- Creating advocacy groups, especially in Estacada, Sandy, Molalla
- More social services that offer to triage many needs at the point of when someone asks
- More services in rural areas
- More culturally specific services that especially understand cultural nuances/complexities of BIPOC families
- More culturally specific organizations
- “thinking about where BIPOC communities are (closer to the Multnomah boundary, Milwaukie, etc.) - ideal place to provide accessible resources.” (Focus group)

- “places like Canby have a large Latino population that needs resources from Clackamas County. It is important to have equal focus on more obvious places and the not-so obvious places.” (Focus group)
- Seems there is more trust in community-based, culturally-specific nonprofit organizations as being places where services can be accessed -- more than churches or religious organizations/community centers
- More information about where to go to access services
- Solutions specific to women and children:
  - “I worry most about vulnerable groups like women and children. I would like it to be easier for folks like them to get a referral to rent an apartment.” (Focus group)
  - “Work with women who would like to see group home options where single moms can bring kids, and live with 4-5 families that they trust.” (Focus group)
- Trauma-informed care and training
- Youth outreach and youth organizing, especially to immigrant/refugee communities
  - “Immigrant families heavily rely on their children in terms of translating, getting information - since there is inherent trust there, this avenue should be used for outreach and communication (youth, social media, etc.). School emails, virtual workshops, and other things targeted towards young adults could be helpful.” (Focus group)
- Integration of nonprofits and hubs for coordinated access/entry to housing services
  - “It would be great to see culturally specific nonprofits plugged into main hubs of coordinated access/entry to these services.” (Focus group)
- More representation of those who have experienced homelessness
- Increase shelter capacity
- More accessible information about housing services
- Universal Basic Income

# Appendix H

## Housing Authority of Clackamas County and Corporation for Supportive Housing Outreach and Engagement Report

The Housing Authority of Clackamas County (HACC) contracted Corporation for Supportive Housing (CSH) to partner with staff on outreach and engagement efforts around the Supportive Housing Services program. Presentations were given to local jurisdictions and seventeen listening sessions with service providers, advisory boards, committees, and members of the general public, were held. Data was also collected from an anonymous online survey.

**Below is a list of jurisdictions who participated in a formal presentation about the Supportive Housing Services measure:**

- Oregon City
- West Linn
- Sandy
- Wilsonville
- Lake Oswego

### Calendar of Events for HACC and CSH Engagements

Joint HACC and CSH lead outreach and engagements were hosted virtually, with a short presentation on the measure, followed by a listening session.

A calendar of events and a summaries of themes for each question are provided below.

8/6/20	<b>Clackamas County Outreach Connections</b> <i>Homeless Service Provider Resource Networking Group</i>
10/22/20	<b>YHDP Strategic Planning Group</b> <i>Youth Homelessness Demonstration Project Leadership Group</i>
10/14/20	<b>North Clackamas Community Connect</b> <i>North Clackamas networking group of service providers, churches, and community members to identify community needs, facilitate equitable solutions, and share updates on programs</i>
10/27/20	<b>Emergency Medical Services Council (EMSC)</b> <i>Advises Commissioners and the County Health, Housing and Human Services Department in matters relating to emergency medical response and ambulance services.</i>
10/27/20	<b>Clackamas County Early Childhood Community Council (CCECC)</b> <i>Supports and advises the Clackamas County Early Learning Hub Council and improves the early learning system by creating more effective means of coordinating services across disciplines.</i>
10/27/20	<b>Mental Health and Addiction Council</b> <i>Serves as an advisory body to the Clackamas County Board of County Commissioners and Director of Clackamas County Behavioral Health on community needs, gaps in</i>

	<i>services, barriers, and priorities related to providing mental health and addictions services in the county.</i>
10/28/20	<b>Continuum of Care (CoC)</b> <i>A group of individuals and organizations with the common purpose of planning a housing and services continuum for people who are homeless (established to fulfill a HUD requirement that allows the county to receive federal CoC funds).</i>
10/28/20	<b>Family Violence Coordinating Council</b> <i>A multi-disciplinary group of organizations working collaboratively to prevent and respond to domestic violence in Clackamas County, Oregon.</i>
10/28/20	<b>Clackamas County Youth Action Board (YAB)</b> <i>Advocates for youth who are experiencing housing instability by collaborating on youth-driven solutions that empower young people to exercise their rights, utilize community resources, and to bring issues around youth housing instability and its effects to the public eye, through outreach, engagement, and education.</i>
11/4/20	<b>Community Action Board (CAB)</b> <i>Advocates both locally and at the state level on issues related to people and households with low incomes.</i>
11/16/20	<b>Clackamas County Weatherization and Energy Education Program</b> <i>Provides free weatherization services to income-eligible residents in Clackamas County.</i>
11/16/20	<b>Prescription Opioid Task Force</b> <i>Multidisciplinary group working to decrease opioid misuse and harms by coordinating efforts.</i>
11/18/20, 12/9/20	<b>Public engagement meetings</b> <i>Members of the general public were invited to provide feedback in virtual community meetings</i>
12/7/20	<b>Public Health Advisory Council</b> <i>Members provide a sounding board and a community voice in the review and revision of public health programs, strategies and goals.</i>
12/8/20	<b>Aging and People with Disabilities</b> <i>Supervisors for DHS Clackamas County Aging and People with Disabilities</i>
12/3/20, 12/14/20	<b>Law Enforcement</b> <i>CCSO, DA, Community Corrections, LEAD</i>
12/16/20	<b>Clackamas County Community Health Council</b> <i>The governing board of Clackamas Health Centers. In partnership with the Board of County Commissioners, it is responsible for the oversight of clinical operations, health centers policy, and the recruitment of Health Centers leadership staff.</i>
1/12/21	<b>Clackamas County Business Alliance</b> <i>Business and community members that are committed to the economic strength of Clackamas County</i>



## **Summary of themes from engagement**

In the engagement activities, participants gave responses to a series of three questions, which were paraphrased as prompts during the facilitated listening sessions:

1. What are the gaps/barriers for people experiencing or at risk of experiencing homelessness in our communities?
2. Are there gaps/barriers specific to communities of color?
3. If you could improve one thing about the housing/homeless services system what would it be? What should Clackamas County prioritize with this funding?

Comments from the listening sessions were distilled and synthesized to highlight the most common themes.

Similar questions were placed in an online survey that received 116 responses. The open-ended responses included multiple responses to each question, and some were not answered at all. The results of the survey were distilled and synthesized to highlight the most common themes, which aligned with the common themes of the engagement events.

The results of both the survey and the events were combined with the following overall findings. Detailed aggregation of data collected from the engagement events and survey follows this summary.

## **Summary of findings from Engagements and Survey combined:**

### **Gaps in Homeless Services:**

A number of gaps and barriers people experiencing, or at risk of experiencing, homelessness face in our communities were identified. The top gaps include:

- **Lack of effective behavioral health services (Mental Health and Substance Use Disorder responses)**

Because of various levels of program criteria, people often cannot access support until they have reached a dire state, and cannot keep the level of support necessary after they are stabilized. This presents incredible challenges to a person's success, and keeps them in a cyclical pattern.

A theme that emerged within this, was the need to dramatically increase the housing first model and access to harm reduction methods in the county. There was much discussion about the county lacking syringe exchange programming and needing to meet people where they are to provide individualized case management.

- **Shelter/Transitional Housing**

There are not enough shelter options to serve people experiencing homelessness in Clackamas County. Currently, the county only has four small year-round shelters operated by contracted providers: one focused on families, one for veterans experiencing homelessness, and two for domestic violence survivors. The county has no year-round shelter for people experiencing homelessness who do not fall into one of these categories; and most do not. Shelters are not only needed for the general population, but there is also a need for youth-specific shelters that include study areas and on-site resources.

- **Not enough rental assistance funding**  
There is currently a gap in rental assistance funding, and the waitlist for assistance is too long. We need to invest in general, long-term, and short-term rent assistance to keep people in the homes that they already live in. Preventing folks from losing their housing is a necessity.
- **There is not enough investment in outreach**  
There is not enough staff or capacity to do direct outreach to people experiencing homelessness. There is concern that this work mainly falls to law enforcement, when data shows that it is more effective for trained caseworkers or peers to lead this work.
- **Eligibility/qualification requirements for services and assistance**  
A giant barrier is the number of requirements, sometimes competing, for various services. A range of barriers were identified in this category, including:
  - Income requirements
  - Definition of disability
  - Not meeting chronic homeless criteria
  - Proof of citizenship
- **Lack of supportive housing, systems navigation, and programs to develop necessary life skills**  
There are very limited options for supportive housing in Clackamas County, and navigating the systems is not easy. Without a centralized location for people to go get housing, services, and access programs to develop life skills (job training, money management education, etc.), people get lost or frustrated.

### **Barriers for Communities of Color:**

The top themes that emerged when discussing the gaps/barriers specific to communities of color include:

- **Culturally specific and appropriate services and information**  
Clackamas County is currently lacking culturally-specific services and providers. There is a need to provide incentives and build relationships to bring these services to the county. Non-English speaking residents face barriers to accessing services that are not staffed by multilingual workers, and there is also a need for culturally-specific outreach to immigrant communities who have been impacted by the recent public charge ruling.
- **Mistrust of government**  
Communities of color who participated in engagement sessions expressed concerns about whether it was safe to access services. The biggest theme in this category was around the public charge and the fear that immigrants have about what the impacts of receiving services could be for them. There was also much discussion of past trauma, and people of color not feeling welcome or safe in Clackamas County.
- **Disproportionate Issues with rental screening barriers**  
There are barriers in rental criteria that include information like social security numbers, background checks, past evictions, credit history, and income level. Blanket policies that categorically deny any applicant based on these criteria disproportionately impact people of color.

- **Barriers in Accessing Services**

There were multiple items identified as barriers that people of color face when accessing services. These include:

- Implicit and Explicit Bias in Coordinated Housing Access system intake, prioritization and service delivery
- Lack of coordination on entry into system (need for No Wrong Door)
- Not enough options on ways to access system, include mobile access, multi-language intake

- **Other Equity Issues**

- Housing discrimination/fair housing issues
- Equity and trauma informed care, services and housing
- Institutional Racism barriers

### **Priority Investments:**

Based on the engagement activities, the areas Clackamas County will prioritize with the new Supportive Housing Services program should include:

- **Investing in shelters and transitional housing with services**

There was overwhelming support for investment in transitional housing, emergency shelters, and alternative safety off the streets shelters, all with comprehensive low-barrier services. This is a huge gap that was identified, as there are no year-round shelters in the county that serve the general population.

Reimagining what shelter spaces look like through a trauma-informed lens can provide private areas for families, outdoor natural areas, and places for people to store belongings if they need to leave during daytime hours.

- **Establishing low/no-barrier mental health and addiction supportive services**

There is a need to establish non-term and permanent mental health and addiction services, so folks can remain stabilized after they are housed. Including people with lived experience in the design of these services will ensure that they are effective and people who access them will be successful.

- **Improving service navigation and integration**

Services need to be more accessible - whether on site of housing, or part of a mobile navigation center that can go directly to people living outside. Coordinated entry needs to be better integrated, with a No Wrong Door philosophy. This requires investing in staffing to increase capacity, hiring diverse staff, and partnering with culturally-specific service providers. There also needs to be an analysis of the system to make it more accessible, and allow people to feel safe accessing it.

- **Creating supportive housing opportunities & affordable housing units**

There are not currently enough units to place the number of people who need affordable housing. In addition, there are not enough opportunities for people who need services to be successful once they are housed. We need to develop more housing with supportive services, so there are places for people to transition to after being in shelters.

# Homeless Service Gaps Themes from Engagements Q1

(In these engagements, participants gave responses to a series of three questions: what are the biggest gaps in homeless services in Clackamas County; what are the main gaps or barriers for communities of color; and what would you argue should be priority investments. This document groups themes in responses to the first question. Some responses appear more than once as they contained multiple elements relevant to more than one thematic area. Annotations in square brackets were added by H3S staff.)

## Behavioral Health Services (Mental Health and Substance Use Disorder responses) (64)

- Mental health support, must hit rock bottom before people are eligible for support, this is a barrier
- Folks with acute mental health issues need support
- mental health support
- housing first model – assertive, available, comprehensive mental health support
- Mental health/substance together
- Some are cognitively incapable of getting services or knowing they want/need them
- More mental health as part of Supportive Housing
- Mental health/substance abuse fall under disability
- People with Mental Health/Substance Use Disorder find process of applying overwhelming and don't have adequate supports to apply
- Stabilization of mental health/drug or alcohol challenges
- Moving between levels of care – they are stabilized so they get moved down in care but then don't have the supports to keep them stable
- Mental Health/youth programs - Not qualifying as perfectly homeless
- Approach – holistic approach that addresses the layers of issues with an individual, substance, mental illness that are underlying issues to their homelessness
- Transitional housing when addiction is managed, mental illness often emerges and addiction counselors don't know how to handle the mental illness
- Intensive out patient
- Dual Diagnosis – (addiction/mental health)
- Expand LEAD [Law Enforcement Assisted Diversion] program – follow people with mental health/addictions with case management
- Therapy
- Including physical health care is managed as people transition into housing, plus behavioral health support for stabilization
- Resources to address trauma, stress, anxiety, that meets people where they are.
- Intensive clinical behavioral health outreach.
- Need more resources of this type, more transitional housing and mental health stabilization housing, long term stable transitional housing for people coming out of prison, the majority of whom are released from prison to homelessness if not for housing provided via Corrections.
- Critical need for severely mentally ill people experiencing homelessness, often who need some hospitalization beforehand but for whom there is not an existing system to bridge them into housing.
- Mental health stabilization housing programming administered by Corrections can serve as a model for people experiencing homelessness who are not justice involved

- If high barrier - mental illness and addiction, work with them over longer periods to engage in services and housing. Stressed that this is a critical need and that it not be law enforcement led.
- It's desperation, isolation, helplessness, hopelessness, panic and lack of sleep. It causes psychosis. And over time it becomes permanent.
- Medicaid is best for mental health and Medicare is the worst
- Preventative care for mental health is overlooked and just waiting for crisis before responding - Mental health/housing crossover
- Due to mental health issue lack of self-awareness – what they are doing is fine to them but is not - when do you force people to get care? Civil commitment
- Better links to Mental Health and Substance Use Disorder treatment
- Not knowing that substance abuse/mental health are disability [spec. to youth]
- Common cause of homelessness – addiction
- ER has no place to transport people – acute need for housing and interventions like addiction supportive services
- Underlying addiction – root cause
- Misdiagnosing the origin of homelessness – often addiction takes over and lives have sunken into homelessness and not functioning enough to keep housing.
- Central City Concern type model – treatment, healthcare, and getting people back to functioning
- Lose housing due to substance abuse
- Low income housing secured – relapse - lose housing
- Eviction prevention for those who relapse
- Low income housing units if person relapses so – prevention and stabilization when need to recover
- “right to remedy” – allow to detox and have a space to recover and in group settings make sure it doesn't disrupt congregate settings.
- Gap in recovery beds
- Substance use residential treatment assistance
- Low barrier for those struggling with addiction – no clean urinalysis needed
- Bridges to Change out-patient program model
- Hard to get clean when homeless even if motivated
- Stabilization housing for relapse
- Relapse – have a process not just eviction
- Safe use areas and harm reduction
- Restart program for behaviors that are just part of recovery process
- Wet shelters
- Stabilization
- Relapse – evicted – stop cycle
- Harm reduction
- hygiene - hard to stay safe and clean, lack of needle exchange services
- Harm reduction
- Not nearly enough needle exchange in county
- Housing first is a huge need with regard to people who use drugs
- harm reduction
- Drug addiction
- Housing First – how does it work with substance abuse – keep those struggling housed while balancing the safety of others especially those susceptible to relapse
- LEAD – best path to reduce crime and victimization – expand to cities and state

- Direct connections between housing and LEAD are needed
- biggest barrier to definitive treatment is lack of temporary and permanent housing

### Shelter/Transitional Housing (31)

- Supportive housing & Shelters/transitional housing
- Shelter
- Shelter/transitional
- Transitional housing – longer term
- Transitional/Shelter hybrids
- Churches on board to expand
- Transitional housing
- Transitional housing, placement services and short-term rent assistance
- Transitional housing and Long term rent assistance/ supportive housing (3-5 yrs.) long enough for a job training program and while in education
- Shelters, rises in rent costs and number of homeless long-term rent assistance
- Remove super open shelters, people need privacy especially when they have kids. DV [domestic violence] person to recognize relationships, unhealthy relationships
- Shelters accessible in rural locations, by bus and not extremely far and only in the city
- Homeless shelter should be in every town not just transportation. Colton will not have enough for shelter, so they are competing with other cities so they can stay in their own city. It needs to be divided.
- Youth Specific shelter:
  - Hub for all of the resources, clothes closet with the information there, pantry
  - Study hall of youth in school
  - GED courses, financial aid resources for youth who have left school
- Space to store their things, even when they leave shelter during the day. Also not requiring guests to be gone for certain time and be back certain times.
- No shelters
- Shelter
- Safety off the streets
- Shelters & transitional housing is very, very limited.
- Shelter Space – currently must send people to Portland
- Wet shelters
- Have to refer to emergency housing in PDX because Clackamas does not have shelters
- Shelter first
- Outdoor transitional spaces – natural areas
- safety off the streets
- Villages and community settings for safety off the streets
- Working with corrections about release to shelters
- When transitioning people from short-term programs or into housing programs, there are no options for people who are unsheltered – need emergency shelter-safety off the streets.
- Need more resources of this type, more transitional housing and mental health stabilization housing, long term stable transitional housing for people coming out of prison, the majority of whom are released from prison to homelessness if not for housing provided via Corrections
- Need for shelter mentioned several times [in engagement with Community Corrections]
- Transitional Housing

### Rental Assistance (in general, long term, and short term) (26)

- Rent Assistance to help with stability
- Rent assistance
- Better wages, logical social safety net, childcare, increased access to rental subsidies
- Rent assistance
- % of income - rent assistance
- Parents of young children – rent burden category - example 3 families in an apartment with each family in one room – rent assistance wait list is too long Need safe and affordable housing with families of young children so they are not doubled up/tripled up.
- Rent burden
- Rent Assistance
- Income gap to maintain housing
- Long term rent assistance
- Long term rent assistance
- Long term Rent Assistance
- Long-term Rent Assistance
- Long term rent assistance
- Sustainable long term rent assistance
- Long-term/short-term rent assistance
- Cost effective – keep people in their homes they already have – long term rent assistance
- Long term-short term rent assistance
- Transitional housing and Long term rent assistance/ supportive housing (3-5 yrs.) long enough for a job training program and while in education
- Long-term rental assistance
- Short Term Rent Assistance
- Short-term/long-term Rent Assistance
- Short-term/Long-term rent assistance
- Short term rent assistance
- Transitional housing, placement services and short-term rent assistance
- Short term to help more people

### Outreach (22)

- Reach out
- Finding people who need housing
- Finding those in greatest need
- Difficulty in reaching “vulnerable” populations & difficulty working with them
- Outreach
- Access – how to find people who need housing – loop for assistance
- Identifying those in need – police monitor in Lake Oswego and community service officer oversees – partnerships with them for outreach – need strong Community point of contact
- Official street outreach
- Lived experience workers for outreach
- Outreach/Education/plan
- Diversion, outreach services
- Law enforcement approach is not working – CAHOOTS model – maybe a model that is more helpful than a law enforcement intervention – sandwich and a ride instead of

handcuffs. [CAHOOTS is a non-police 911 intervention for people experiencing homelessness in medical or mental health crisis based in Eugene, OR]

- Outreach services
- Outreach services
- additional outreach workers and increase their wages to meet the work they do
- Portland Street Medicine
- Intensive clinical behavioral health outreach.
- Outreach/communications, making it easier for people to access services using texts, etc., because of ways that tech poses a barrier to accessing services
- Outreach - low barriers and high barriers [i.e., outreach connected to appropriate levels of service/housing for people with low and high barriers to accessing services/housing]
- Effective outreach similar to LEAD
- Outreach – to folks who are in tents, etc.
- Law Enforcement – as first interaction doesn't appear to help – punitive – new approach needed to reframe what it means to show up.

Populations with specific or underserved needs (responses related to race and ethnicity are grouped under Q2) (17)

- Women without kids
- Who will be “vulnerable?” - Prioritizing communities in need
- Services related to women with no children with multiple barriers
- Serving people under age 18
- There is only 1 homeless liaison per school district: having more liaisons, resources for youth who are not in school, peer services for housing, more peer services in schools
- Head Start families need support
- Students - a huge amount of students facing housing insecurity and homelessness
- Few host families or families taking in homeless youth, need more housing for youth and especially LGBTQ youth who safe places outside the family
- LGBTQ and Trans specific housing programming
- Housing programs for people who have arson convictions (these are hardest to house of all justice involved people) & level 3 sex offenders. Corrections houses these folks in highly expensive interventions like motels because they are often unable to match them with housing that will take them
- Elderly parents – families unable to care for them
- People who can't speak up for themselves due to their disability
- Engage with those who are homeless or near homeless due to disability mostly through family members
- Parents of adult children with disabilities - struggling when parents age out
- Need to assist those on Medicare and uninsured and underinsured
- People with developmental disabilities – housing options are not what they want
- Medicare clientele

Eligibility/qualification requirements for services and assistance (16)

- Once qualify for one thing it disqualifies for other things
- Living with a friend they don't qualify [e.g., as experiencing homelessness]
- Income goes up and things are taken away – does not encourage them to work on independence
- Income requirements to qualify
- Definition of disability to qualify



- Determining who is “most vulnerable”
- Programs working together – qualifying for one disqualifies you from another.
- Screening – if they are living with someone they still need to qualify for HCV
- Medicaid have to have income under \$771 (or whatever it is now) and if they go a penny over they lose assistance – not encouraged to improve and gain independence
- Mental Health/youth programs - Not qualifying as perfectly homeless
- Not meeting chronic homeless criteria
- Don't qualify for other DV services when reuniting
- Low income /not low enough for OHP [Oregon Health Plan] - not normally eligible for services
- HUD [Housing and Urban Development] – requires documentation – citizenship, Proof of ownership, may not have one or both
- Strings attached
- Elderly – homeless with no services – don't check the boxes

#### Supportive Housing (15)

- Supportive Housing is lacking - do have a fair amount of recovery housing – funds to supportive housing
- Supportive housing
- Supportive housing & Shelters/transitional housing
- Supportive housing
- Supportive housing
- Supportive Housing
- Trauma Informed Services & Housing – Quality & Population Specific not just quantity
- Permanent supportive housing
- Permanent supportive housing
- Transitional housing and Long term rent assistance/ supportive housing (3-5 yrs.) long enough for a job training program and while in education
- Just not enough housing – Permanent Supportive Housing or affordable housing
- Ensure when a person is in Supportive Housing that they are able to maintain services and have a move on strategy
- Including physical health care is managed as people transition into housing, plus behavioral health support for stabilization
- Permanent Supportive Housing as long term - may do well while having intensive case management/peer support but need long-term support.
- Lack of trauma informed housing sites - Need 24 hour onsite staff available that is trauma informed to get them stabilized when housed

#### Housing Navigators / System Navigation Supports (15)

- Need a field bridge to services – all counties need connections to services
- Community point of contact
- How to navigate the system
- Housing navigation and services navigation
- System Navigation/CHA [Coordinated Housing Access] navigation or assistance
- Specifically Housing Navigation – staff with experience in many different areas
- Have a system that follows people and stays with them like LEAD [Law Enforcement Assisted Diversion]
- System Navigation – guidance through process
- Barriers in systems - application for housing navigators

- Navigation – walking through until housed like in WA County
- Need central clearing house to find contacts for services
- Easier connections to housing and services for deputies in the field
- Integrated system like LEAD where everyone knows what is going on - joint text system to help keep appointments and LEAD and cops working together to find and help people
- Peer Support & Navigation
- Money management with housing navigators

#### Employment assistance, financial skills training and services (15)

- Employment issues
- Life skills
- Budgeting
- Money Management education
- Skills to help stabilize housing - Money Management, Housekeeping skills & Organization Skills
- Money management is provided by SS and is provided by case management (paying bills) if not Social Security
- Offering Microloans maybe
- There is a difference between Money Management and simply not having enough \$\$ to pay bills.
- Transitional housing and Long term rent assistance/ supportive housing (3-5 yrs.) long enough for a job training program and while in education
- Employment pathways – like the community college
- opportunities for job training
- Financial recovery
- Helping those we were independent get back to that independence
- Money management with housing navigators
- Many moving parts to help people achieve independence

#### Lack of Housing / Affordability (13)

- Just not enough housing – Permanent Supportive Housing or affordable housing
- \$1500 a month is not affordable
- A person who works 2 FT jobs and still can't find housing.
- Pricing issues
- Poverty of \$500-600 a month
- Lack of affordable housing units/structures
- Subsidize or build
- Market is driving housing costs above affordability
- No place for someone starting out in their career that is affordable
- Family wage – living wage for 1 adult/2children is \$35/hour but most don't come close.
- SSI - \$783/month income limits max. – 100% poverty, plus have disability and age
- Housing availability
- Housing availability

#### Transportation / Geographical Accessibility (12)

- Transportation - for most everything.
- Rural Component – stay in their area – Canby/Estacada/Sandy/further out
- Transportation
- Bus tickets/transportation

- Shelters accessible in rural locations, by bus and not extremely far and only in the city
- Homeless shelter should be in every town not just transportation. Colton will not have enough for shelter, so they are competing with other cities so they can stay in their own city. It needs to be divided.
- Lack of reliable transportation – housing more expensive where there is good transportation.
- Where services are/where people are – transportation
- Transportation access
- Transportation/spec bus passes. Oregon City, Gladstone, s Milwaukie, not having access to transit because they can't buy bus passes where they are, so people are missing ability to access services, employment, health care.
- Geography – we focus on the central part of the county but they live in rural areas as well, have the same needs as people in urban areas but none of the resources, need a unique approach.
- Access to health services in close proximity to where folks are

#### Arrears, criminal history, and other housing barriers (12)

- Application process
- Overcoming past property debt
- Rental criteria – background check, credit check, past eviction
- Eliminate past housing/utility debt
- Pay past debt that hinders ability to rent now.
- Crime/Conviction
- Criminal convictions disqualifying
- Difficulty in paying App fees/first month/last month deposit – difficult for families helping their loved ones who are needing help.
- Bad credit/criminal history – need advocate to help and support them through the process
- Fund expungement clinics etc to address criminal history barrier.
- Criminal history – landlords - help of advocates like in LEAD
- Expungement for youth experiencing homelessness, peer-to-peer support, mentorship to do life and keep moving upward

#### Homeless Prevention (10)

- homelessness prevention – must hit rock bottom before people are eligible for support, this is a barrier.
- A big issue with my clients is domestic violence. The rules with low income housing units are usually pretty strict (which is good) but I have had clients get kicked out because they wouldn't stop seeing their partner who (because of violence) wasn't allowed on the property. I have no idea what the solution is to that, but it is a problem
- Eviction prevention
- Eviction prevention for those who relapse
- Eviction
- Evictions - difficult to get housing back
- On-site services to provide interventions/treatments before evictions occur
- Need to get services for underlying root causes
- Reaching those who need eviction prevention – keep people housed
- Lack of homelessness prevention – think upstream

### Housing First Model (10)

- housing first model – assertive, available, comprehensive mental health support
- Housing First model that leads to supportive housing
- Immediate low barrier housing options
- Housing First Model – not requiring sobriety, good rental history, not excluding folks with prior felonies - (low barrier)
- Housing first is a huge need wrt people who use drugs
- Housing First – how does it work with substance abuse – keep those struggling housed while balancing the safety of others especially those susceptible to relapse
- Immediate access to housing on demand
- Low barriers to housing and services
- Housing First Model
- No immediate supportive housing or help.

### Peer Support Services (10)

- peer support
- Peer Support & Navigation
- Expungement for youth experiencing homelessness, peer-to-peer support, mentorship to do life and keep moving upward.
- Peer delivered services
- Peer run house [refers to program described by Ally Linfoot for folks with dual diagnosis]
- evidence-based solution is increasing access to peer-based supports
- Lived experience workers for outreach
- Permanent Supportive Housing as long term - may do well while having intensive case management/peer support but need long-term support
- 1 homeless liaison/ district, having more liaisons, resources for your who are not in school, peer services for housing, more peer services in schools
- Youth Action Board – hearing young people's voices

### System Integration, Coordination with Sectors/Partners (10)

- Coordinate Full region not just county for case managers
- Working regionally –
  - Easier to work with Multnomah county – all parts located in Joint office – Clackamas is spread out into different departments
  - As Case workers – Clackamas is easier with less providers for example 1 energy assistance program – also more solid agencies
  - Don't know each other's systems
  - CHA better but 211 is 24 hours
- Working with corrections about release to shelters
- Lack of integration of services
- Integrated system like LEAD (Law Enforcement Assisted Diversion) where everyone knows what is going on - joint text system to help keep appointments and LEAD and law enforcement working together to find and help people
- Silos in work – no follow up
- Strengthen Public Health's relationship to this initiative in order to support individuals/families.
- More money toward public health
- Collaboration with services are not quantified.

- Government funding - transferred to others (church based organizations, etc.) to build housing

#### Coordinated Housing Access (CHA) and Waitlist issues (9)

- Process time – 5-6 weeks just to hear a No
- Lose trust in staff
- Transparency of process – updates on wait
- Reputation building – people currently feeling we [County] won't help
- Coordinated Access - Can't stay in touch while on waiting list
- HMIS [Homeless Management Information System] – CHA Assessment – so much data entry – make it easier
- Proper needs assessment to see real barriers at the beginning
- Long waitlists
- Wait lists - wait to get on list and wait for years to get housing

#### Community-Supportive Models/Intervention types (8)

- Houselessness is its own community
- Villages and community settings for safety off the streets
- Address challenges to transition for people who depend on community
- Community building to foster independence – community focus on assets that each person brings to the community, truly heal from circumstances and live their best life.
- Keeping everyone together – difficult for rapid rehousing
- Healthy social connections
- Moving additional people into their housing – jeopardizes their housing
- Creative solutions - Olmstead,<sup>1</sup> or others - Like cottage settings with supportive services.

#### Information, Referral, and Access (8)

- Access – how to find people who need housing – loop for assistance
- Phone access
- The lack of knowledge of the programs that are out there when they do not have community connections like school. (Use flyers, training posting on social media, sitting at the transit stops)
- Couch surfers for people who think they are not homeless enough and not sure of the services that are out there
- Outreach/communications, making it easier for people to access services using texts, etc., because of ways that tech poses a barrier to accessing services
- Easy list of immediate services available – here is where you can get a shower, a meal, etc. to point them in the right direction
- Need central clearing house to find contacts for services
- Easier connections to housing and services for deputies in the field

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<sup>1</sup> Refers to *Olmstead v. L.C.*, in which the US Supreme Court ruled that segregation of people with disabilities in institutional settings for housing or employment were violations of the Americans with Disabilities Act, and “held that public entities must provide community-based services to persons with disabilities when (1) such services are appropriate; (2) the affected persons do not oppose community-based treatment; and (3) community-based services can be reasonably accommodated, taking into account the resources available to the public entity and the needs of others who are receiving disability services from the entity.”

([https://www.ada.gov/olmstead/olmstead\\_about.htm](https://www.ada.gov/olmstead/olmstead_about.htm)).

### Housing repair/rehab (8)

- Trailer Court families – Repairs to live there are difficult to afford and may cause unsafe environment such as no heat because they can't fix the furnace – need funds to help them with repairs
- Flexible money for low income for repairs – might have a roof over their heads but structure isn't sound.
- Mobile Homes – habitability – repair funds
- Mobile home parks – trailers not owned by occupant but owned by the park. Don't qualify for any help. They pay rent and they have to pay for all repairs. Rent can be 800-1000 a month – homes are falling apart but they don't qualify for help.
- Stick built homes – home is paid for but they don't have the means to maintain the home – don't qualify for loans
- Combine with rehab – qualifications for programs are so hard to meet for anyone to use them – example the roof program.
- Without proper repairs and maintenance many homes will become condemned - evicted pushing them to homelessness
- Repair damages to properties to support landlords and keep them happy

### Hygiene Access (8)

- Hygiene, toilet, hand washing, showers
- hygiene - hard to stay safe and clean, lack of needle exchange services
- Students - in poverty and lack access to menstruation supplies.
- Sharp boxes = where to put them/property owner IGA/Follow-up
- Garbage access is a part of the hygiene gap
- Housing –needs are addressed in terms of hygiene
- Hygiene needs – hand washing, showers, laundry. Small issues compound into large issues b/c of lack of hygiene
- hygiene needs

### Flexibility and Responsiveness to Change/Needs (8)

- Whatever we set up focus on the “need” not fit it into each program.
- Shift people between programs – be flexible to meet needs and as new needs arise
- Housing that is not time limited
- Build in flexibility to reevaluate and adapt as conditions change and information changes
- Be intentional
- Low barriers to housing and services
- No immediate supportive housing or help
- One and done mentality – lose access if they lose the housing they get – keep trying over and over – takes multiple attempts to really reach population A who have the most challenges

### Community Engagement / Education (6)

- Community buy-in – how do we get people to see the gift this funding is?
- NIMBY [“not in my backyard”] involved? - A gap and barrier for all kinds of services
- County doesn't have a clear picture of the problem
- Destigmatize - Have staff who can address NIMBY, work with neighborhood associations, city councils, staffing the need to do community engagement to destigmatize these issues and help shape public opinion/support vs opposition
- Outreach/Education/plan

- Community perception/buy-in

#### Domestic Violence and Family Reunification (6)

- A big issue with my clients is domestic violence. The rules with low income housing units are usually pretty strict (which is good) but I have had clients get kicked out because they wouldn't stop seeing their partner who (because of violence) wasn't allowed on the property. I have no idea what the solution is to that, but it is a problem.
- Domestic violence
- Family reunification but no contact orders – need for 2 apartments
- No contact orders
- People living in cars due to no-contact orders
- No intervention until there is a crime – crime could have been avoided with better interventions

#### Housing Placement Services (5)

- Housing Placement
- Help them prepare for housing
- Housing search help
- Placement services
- Transitional housing, placement services and short-term rent assistance

#### Housing choice / continuum of housing options (5)

- Options on continuum of housing choices
- For people with developmental disabilities – available housing options are not what they want
- People with developmental disabilities – on top of addiction/Mental Health – rent assistance and roommate situation – something subsidized that they can afford [speaking here to lack of housing choice for people with higher levels of need for intensive services]
- Just want housing - even recreational marijuana that is legal in OR is not allowed.
- True continuum of types of housing – tiny to large complexes

#### Gaps/Barriers for Community Based Organizations funded by the County (4)

- Increased funding to programs that already exist
- Work with community groups as a funder - county is currently a funder and provider – conflict of interest when deciding between county program funding and community provider funding
- Contracts should be low barrier for providers/contractors
- Supportive Documentation – reference documents instead of resubmitting for reporting.

#### Pay Equity and Workforce Development (4)

- Combined efforts – Antfarm – subsidized employment opportunities
- Apprenticeship – to build positions within programs. Good workforce graduating out of programs
- Community based organizations/partners – unfunded or inappropriately funded – staffing is the largest cost – need to be paid well
- additional outreach workers and increase their wages to meet the work they do

#### Trauma-informed responses (4)

- Trauma informed long term case management
- Trauma Informed Services & Housing – Quality & Population Specific not just quantity
- Equity and trauma informed care
- Lack of trauma informed housing sites - Need 24 hour onsite staff available that is trauma informed to get them stabilized when housed

#### Childcare (3)

- Childcare that goes beyond the normal basic day time shifts – quality and safe childcare to allow people to work.
- Decent affordable child care/easy access/safe places for kids to be
- Better wages, logical social safety net, childcare, increased access to rental subsidies

#### Homeless System Diversion (2)

- Diversion Systems
- Diversion, outreach services

#### Other Services/Interventions (18)

- Rent Control – other ways to give assistances that can help prevent loss of home
- Law enforcement approach is not working – CAHOOTS model – maybe a model that is more helpful than a law enforcement intervention
- Case management
- Intensive Case Management
- Intensive out patient
- Home health services
- High speed internet - lack of providers in the whole county
- help with Landlord/tenant relationships
- legal assistance
- gardening
- Charging stations
- Portland Street Medicine [an outreach model to connect people experiencing homelessness to health care]
- More preventative care
- Vision and hearing assistance
- Intensive case management
- Housing specialists to field landlord calls and problem solve 24/7 – immediate response
- Accessibility – ADA units & Supports on site
- Direct connections between housing and LEAD are needed

#### Other Gaps/Barriers, general observations (22)

- Zoning Laws
- Underlying causes/in-depth reasons for homelessness
- Layers of needs - address complexity of underlying needs
- help individual AND address system problems/challenges
- address systemic issues
- extremely difficult to get resources in the field
- Many don't want/are not ready for help
- Waiting until issues are critical before getting help
- People get lost in the cracks



- Safety nets need safety nets
- Data inadequate to make good policy and investment decisions - especially about population at risk of homelessness - We don't have the data on characteristics and needs of populations.
- People who are okay with their circumstances but yet what they are doing is making things unsafe for others.
- Dignity and quality of life
- Law Enforcement
- Low barrier
- Catalyst – not enough to give to everyone
- High rise model
- Not staying placed when placed
- Family dynamics
- Not willing to engage with deputies
- Built for Zero

## Barriers for Communities of Color Engagement Themes Q2

(In these engagements, participants gave responses to a series of three questions: what are the biggest gaps in homeless services in Clackamas County; what are the main gaps or barriers for communities of color; and what would you argue should be priority investments. This document groups themes in responses to the second question, while also incorporating responses to the first and third questions that touched on race/equity. These responses are drawn from the notes from thirteen engagement events.)

### Culturally specific and appropriate services and information (40)

- Lack of culturally specific services in Clackamas County.
- Culturally appropriate services are not there
- Culturally appropriate services
- Culturally appropriate service providers – like in Multnomah County
- Easy access to all info in Spanish
- We don't serve BIPOC [Black, Indigenous and People of Color] well – lack of services
- Trauma Informed Services & Housing – Quality & Population Specific not just quantity
- Language – Initial access and ongoing internal contacts to explain information
- Building confidence with using community trusted leaders to spread information.
- No resources, some for Latinx, none for Black or Asian that is a huge gap
- Bilingual services – unable to get help with language barriers
- Lack of culturally specific services
- Need case managers they can trust
- Outreach needed for Black and Latino groups like chamber of commerce –American Chamber of communities of color (?) and the Hispanic Chamber of Commerce.
- Understand the communities more to be able to do targeted outreach
- Lack of culturally specific Providers – include this in the plan to address this
- Bilingual culturally competent - yes native language speakers not just trained
- Equity issues in contracting – larger groups with grant writers and experience given preference to smaller groups without skilled writing staff.
- Lack of providers
- Incentives to bring in culturally specific providers into Clackamas County
- Bring in providers like they did with COVID – public health
- Latino network and IRCO [Immigrant and Refugee Community Organization]
- Using personal contacts to pass information – someone they trust
- Language access
- Outreach targeted to non-English speaking
- Navigational assistance to help those who need culturally specific services
- Recovery looks different depending on your lived experience
- Culturally specific environments
- Understanding cultural differences
- Yes I believe there needs to be more cultural specific outreach. Particularly, for immigrant communities who have been impacted by the recent public charge ruling. I would love to see Latino Network and IRCO at the table.
- LGBTQ and Trans specific housing programming
- lacking culturally specific services
- Lack of outreach in Clackamas County – specifically for African community

- Bilingual
- Bicultural
- Include Indigenous people
- Language and culture appreciation
- Layers of culture
- Differences among broad groups
- Individuality – Don't make assumptions on race/ethnicity because a box is checked.

Mistrust of government systems, unsafe/unwelcoming community (45)

- Many DACA [Deferred Action for Childhood Arrivals] and undocumented families cannot access services because of Public Charge...
- Distrust of the system/government
- Public charge – removing from all services – misinformation
- Getting them to accept services
- Mistrust/unsafe
- Lack of trust in government
- address a household's feeling of physical safety in certain types of housing
- Resources shouldn't be connected to public charge
- fearful of connecting
- Safety in asking for these resources also
- Families need to live where they feel safe as People of Color.
- Safety also means asking for resources – fear of govt.
- Government officials – barriers of fear
- Safety
- Safety for asking for services
- Public Charge
- Fearful of everything.
- Lack of trust in system – don't seek/refuse help
- Public charge
- Governmental system - reroute through non-governmental entities
- having a Social Security number, Public charge, criminal backgrounds
- Safety – lack of trust in systems
- Is Clackamas County a friendly place for diverse people?
- Immigrants are afraid of government
- Restorative justice - systems trauma – difficult for them to engage in services
- Trauma in accessing systems
- ICE – Public Charge – Fear
- Distrust of government for any communities
- Not just accessing services but a place they feel safe and part of a community
- I think many immigrants that may be here illegally are too worried to reach out to get services even if they need them due to fear of deportation.
- Not feeling Welcome in our country
- Safety
- Presumptions – mistrust
- Undocumented – trust issues
- Fed & State & ICE fear
- Liaisons & coalitions instead of direct service to help further build trust
- History

- History of Racial injustice – not that long ago - In Salem, it was illegal to sell houses to people who are African Americans or people from other countries.
- Racial trauma – friend leaving Happy Valley feeling unsafe
- Speak about missteps and mistakes - we are not color blind and need to acknowledge
- Undocumented population
- Justice System is already set as an adversarial system from the start.
- Building trust
- Public charge
- Psychological cues and Physical space – subtle things in environment of racism

#### Disproportionate Issues with rental screening barriers (13)

- Rental criteria
- again the rental criteria
- People of color are more likely to have a record because other systems are broken
- Criminal background check
- Lost birth certificates/ID
- Social Security number/documents
- Pre-requisites for housing
- having a Social Security number, Public charge, criminal backgrounds
- Rent assistance program barriers
- Probation – hard to be housed in another county
- ID requirements
- Rentwell – more of this type – poor/lack of rental history
- Screening criteria – including credit history and limited income

#### Barriers in Accessing Services (19)

- Coordinated Access – [the next four bullets relate to this one]
- List is in order of who called first [in Coordinated Housing Access, or CHA]
- Bias in intake form [CHA]
- How do we prioritize BIPOC with equity? [in CHA]
- Implicit and Explicit bias [in CHA]
- Housing insecure Latinx that are not getting served because the resources are going to those who are already being served.
- Access to services
- Engage by cell – texting platform to reach out.
- Mobile website
- One system for all entry – DHS –
- No wrong door
- Awareness of resources
- Phone access
- Having families not have to duplicate effort and information is always a good thing
- transparency around how the CHA system works, what folks can expect when they call, what funds are available, and what funds will be
- Access to services - huge discrepancy between white and Hispanic households, and Latinx folks do not know about what assistance is available to them.
- Discrimination based on the look of a person
- Barriers to remain stabilized

- Addiction – terrible outcomes for Black men and women – kicked out for behaviors that white counterparts would have been given benefit of doubt

#### Housing discrimination/fair housing issues (10)

- Yes, expanded fair housing expertise and intervention!
- Fair Housing advocacy
- Landlord/Tenant education & conflict resolution services
- Landlord racism
- Rental screening bias
- If people experience discrimination have resources to know their rights and a community to leverage so they are not alone
- Landlords – educate them on diversity
- Judgment of motivations based on race
- Housing bias – landlords not giving benefit of doubt
- Eviction prevention – eviction showing BIPOC heavy

#### Diverse representation in employment by service providers/housing providers (9)

- Representation of the people supporting you, most of the service providers are white, youth are not seeing representation in services
- Representation Also for LGBTQ, younger youth, youth of color and staff with lived experience.
- Not enough people of color in the workforce of organizations/providers/case managers
- Diversified staff to meet them culturally
- I would like to see strong efforts be put in for hiring individuals who reflect minority populations.
- Hiring people who represent BIPOC
- How we are hiring – who is serving
- Staff – not trusting people that don't look like them
- Create pathways to employment for specific communities

#### Disproportionate barriers related to childcare (7)

- distance learning gaps and work from home - virtual learning disproportionately impacts
- echoed the disparities in distance learning and parents not being able to participate equally
- Choice of economics/education of children at home
- Pandemic- distance learning
- Preschool promise – one parent not working, reduced income
- People of Color more likely to have jobs they have to "go to" and have a difficult time to help when children are distance learning
- Childcare

#### Race/Ethnicity Data Improvement Needs (7)

- More understanding of racial imbalance in Clackamas County so corrections can appropriately respond.
- Better awareness of what is being said out there – are we doing things we are unaware of? That is causing % BIPOC in homelessness data exceeding county % BIPOC
- Provide more racial equity information to the DA and sheriff's office
- Outcomes & impacts data for front lines – need to understand true situation

- Demographics of homeless communities of color? - White or Hispanic are most seen on street corners in Clackamas County
- Asian/Hispanic homeless data – may be inaccurate due to staying with families
- Not sure what is happening – what are we missing?

#### Barriers related to transportation/displacement (5)

- Bus tickets (transportation)
- lack of transportation to access services
- Rent burden & Affordability – pushed out to other areas
- Affordable housing not near services - Pushed to more rural areas for affordability but further from the services they need. – can't afford rent in the areas they need/want to live.
- Transportation

#### Housing type responses (5)

- we need more affordable housing units that fit larger sized families
- Multigenerational housing options
- Low barrier housing first approaches
- Few host families or families taking in houseless youth, need more housing for youth and especially LGBTQ youth who safe places outside the family.
- LGBTQ and Trans specific housing programming

#### Other Equity Issues (15)

- Finding people in community that look like them.
- LGBTQ+ - hidden and marginalized
- Equity and trauma informed care
- Trauma Informed Services & Housing – Quality & Population Specific not just quantity
- Include people of color in the planning process
- Do better training with the people we have to minimize cost, training is cheaper
- Institutional Racism barriers
- Low barrier sexual/reproductive health – funding only if can bill medicaid excludes the Latino community – SHEAA [Sexual Health Education Accountability Act, a California law] funding only for government type institutions and excludes culturally specific providers.
- Not identifying themselves as part of a community of color although others view them that way
- Review from a distance with a lens of equality
- Not wanting to identify as a community of color
- Not making assumptions about what you think is best
- Implicit bias – unconscious bias – raise awareness
- Recheck ourselves for blind spots
- DA – must be fair with similar outcomes from similar situations - not seeing specifics in their cases of the disparities being talked about.

#### Other Specific Resources Needed (9)

- Navigators to partner with housing
- Legal assistance
- support / money for undocumented folks
- Employment Services

- Health Insurance
- Avenues to Higher education for longer term stability
- Outreach
- Long haul to change (not easy or fast)
- Empower those in our system to inform our system to improve it. Personalize it.

## Priority Investment Engagement Themes Q3

(In these engagements, participants gave responses to a series of three questions: what are the biggest gaps in homeless services in Clackamas County; what are the main gaps or barriers for communities of color; and what would you argue should be priority investments. This document groups themes in responses to the third question. Some responses appear more than once as they contained multiple elements relevant to more than one thematic area. Annotations in square brackets are by H3S staff.)

### Shelter/Transitional Housing (41)

- More shelter/transitional options while we find long term supports/housing
- agreed, I'd like to see shelters , transitioning to supportive housing with comprehensive services available as needed
- shelter for folks who need some medical/care support either short or long-term
- safety off the streets for people with acute or special needs (ex, family with children with autism)
- Shelters that are ADA [Americans with Disabilities Act] Accessible allowing for wheelchairs
- Year round shelter with housing-focus (shelter with on-site case management)
- Safety off the streets shelter (transitional shelters, basic services shelters, outdoor shelters)
- Transitional /shelter
- Shelter
- Basic shelter of unhoused
- Emergency Shelter and Transitional Housing as part of the continuum for folks who need immediate assistance
- I think the most urgent/time sensitive priority is definitely basic shelter for people who are unhoused, so shelters/transitional housing, but then I always want to know what the plan is for longevity
- children need to be able to access services at shelter or transitional housing
- Immediate Low barrier safe places to immediately house
- People not ready for Permanent Housing – transitional first for better success
- Housing First – low barrier transitional like shelter but more services
- Blurred lines – transitional housing and shelter
- Keep people in homes they already have or put them temp housing (e.g. shelter or transitional housing)
- Short- and long term housing needed
- Transitional housing, placement services, and short-term rent assistance – especially for no contact orders
- Shelters
- Bigger houses to service more people - Shelter & Group
- Youth Shelter Services looked more like hotel vouchers or an actual room (especially for people with children/families)
- Dorms style Youth shelter
- Transitional housing
- Shelters
- Youth Specific Shelter (mentioned multiple times and discussed in scope)
- Emergency Housing – need it immediately – currently only have some for DV [domestic violence] and youth



- Emergency Shelter then supportive housing
- Immediate housing
- Low barrier emergency housing
- Low barrier emergency housing
- Low barrier emergency housing
- Emergency housing
- Low barrier emergency housing
- Emergency housing is so desperately needed in Clackamas
- emergency shelter
- Definitely low barrier emergency housing and follow through to transitional and permanent housing
- Shelter space
- Addiction shelter/transitional housing – recovery houses, oxford houses
- Availability of resources especially emergency housing

#### Alternative Shelter/Safety on the Street (8)

- Places for people to be
- Permanent stable and safe physical spaces – places for people to go
- Get people off the street or make them safer on the streets – meet basic needs – moving to a better place than they are today.
- a plan for people who don't want to be housed, but like camping
- Safety off the streets shelter (transitional shelters, basic services shelters, outdoor shelters)
- Wait-time – have safe places to wait for permanent housing
- Safety on the streets (survival gear, hygiene services, service navigation outreach)
- Access to shower and some clean clothes

#### Housing First/Immediate Options off the Street (similar to shelter responses) (7)

- Housing First – low barrier transitional like shelter but more services
- Immediate Low barrier safe places to immediately house
- Less waiting lists and more immediate housing
- Housing First
- Immediate housing
- Housing first, housing always
- Forget-Me-Not – housing first [referring to a supportive housing program in Juneau, Alaska]

#### Behavioral Health Services (mental health and substance use disorder treatments) (19)

- One thing: access to Mental Health support services
- drug treatment
- mental health and long term housing support
- Behavioral Health services (Mental Health support, addiction & recovery services)
- Permanent supportive housing services (intensive case management, behavioral health services, life skills, cleaning, support for Activities of Daily Living)
- Supportive housing for those who do not qualify for OHP [Oregon Health Plan] and eviction prevention, the latter including substance use disorder services
- Medically assisted treatment
- Incentives to apartments/landlords to retain housing for COVID affected families who have mental health/substance use/developmental disability issues

- Addiction shelter/transitional housing – recovery houses, oxford houses
- Bridge for mentally ill leaving hospitalization
- Model like MHS (mental health stabilization) program with Corrections – model for non-justice involved.
- More transitional housing and mental health stabilization housing
- Drug treatments and recovery
- Mental health services
- Health services (mental and physical- including substance use services)
- Substance abuse – recovery services
- Expand LEAD [Law Enforcement Assisted Diversion]
- Harm prevention – Chez Ami [a Central City Concern housing program in Clackamas County]
- Mental Health Crisis Connections

#### Service Navigation and Integration (19)

- Benefits navigation & acquisition (attaining social security benefits & others)
- Peer support services (outreach, service navigation, housing stabilization)
- Navigate resources
- Easier system to navigate
- timing is important and people need to be able to access services at the right time and commitments to the people being served across their needs - wrap services
- coordinated resources to ensure folks are able to access the services they need
- Helping people apply for SSI/SSDI [Supplemental Security Income/Social Security Disability Insurance] who can't apply on their own for whatever reason
- One of the biggest problems we have seen with some of our most vulnerable is that they will not or cannot apply for themselves even with help.
- Yeah, especially if there are extra barriers like they lost their ID and birth certificate in a raid and can't afford replacements [connected to previous response]
- helping people navigate resources in SSDI, also gradually lower assistance as person strengthens instead of just cut off after 3-6mos
- Increased outreach and navigation
- All programs within the county need to be connected on housing programs. Right now just refer to different programs they know nothing about – need warm handoff.
- Services to point people in the right direction
- All services under one roof instead of scattered throughout the area
- Safety on the streets (survival gear, hygiene services, service navigation outreach)
- Navigation centers
- Mobile Navigation Center - Go to people that are on the streets instead of removing them from where they are and taking them somewhere – they lose everything when that happens
- Integrate services
- Care coordination – physical, mental, housing, etc.

#### Supportive Housing (15)

- Supportive housing
- Wrap around services
- agreed, I'd like to see shelters, transitioning to supportive housing with comprehensive services available as needed

- Permanent supportive housing services (intensive case management, behavioral health services, life skills, cleaning, support for Activities of Daily Living)
- supportive housing
- Supportive housing for those who do not qualify for OHP and eviction prevention, the latter including substance use disorder services
- mental health and long term housing support
- timing is important and people need to be able to access services at the right time and commitments to the people being served across their needs - wrap services
- Permanent supportive housing
- Emergency Shelter then supportive housing
- Placements into community based affordable housing with services instead of specialized care
- Creation of Affordable housing but supports and services to get in and keep them housed
- Not just a house – need supportive services
- Forget-Me-Not – housing first [referring to supportive housing program in Juneau, Alaska]
- Onsite supportive services in housing

#### More Affordable Housing in General (12)

- More units
- All housing options
- Affordable housing – permanent
- Short- and long term housing needed
- 3 more Hillside [refers to Housing Authority-operated public housing Hillside Manor]
- More housing stock
- More housing
- More housing
- More housing
- Affordable/low-income housing
- Affordable/low-income housing
- Affordable/low-income housing

#### Homeless Prevention/Housing retention services (12)

- Homelessness prevention
- Supports to keep people housed
- Eviction Prevention
- Eviction prevention
- Keep people in homes they already have or put them temp housing (e.g. shelter or transitional housing)
- Get people off the streets first, then help with rent burdened people to keep them stable
- Supportive housing for those who do not qualify for OHP and eviction prevention, the latter including substance use disorder services
- Housing retention resources--eviction prevention and stabilization
- Housing retention services
- Housing retention services
- Safety net of keeping people from becoming homeless to be able to stay where they are
- Peer support services (outreach, service navigation, housing stabilization)

### Outreach (11)

- Housing placement-oriented outreach
- Peer support services (outreach, service navigation, housing stabilization)
- Safety on the streets (survival gear, hygiene services, service navigation outreach)
- Increased outreach and navigation
- outreach services
- CAHOOTS model – behavioral health instead of law enforcement as a better response than we have now [refers to a non-police 911 intervention for people experiencing homelessness in medical or mental health crisis, based in Eugene, OR]
- Outreach services
- Simple Model - Reach out to someone who is experiencing homelessness and simply ask them what they need and fill those needs
- Expand LEAD
- Community based DV providers and outreach
- Mobile Navigation Center - Go to people that are on the streets instead of removing them from where they are and taking them somewhere – they lose everything when that happens

### Children, Youth and Family inclusion responses (11)

- low income housing for young adults who have no family support
- Children allowed
- Larger units (large and multi-generational families)
- Units in a location so families are not displaced
- Connections w/child care and schools
- In a new building, ensuring that a child care space and program are part of it.
- children need to be able to access services at shelter or transitional housing
- Get Creative - Group “families” together – chosen families – community of choice
- Shared Housing strategies with “Families”
- Priorities to families with children
- Service providers receiving adulthood/ youth empowerment trainings

### Rental Assistance (9)

- rent assistance
- Long term rental assistance – with no contact orders (maintain 2 households)
- Long term sustainability and rent assistance support to help people become more independent and support them possibly not reunifying
- Long-term and short-term rent assistance
- Long term rent assistance
- Long-term rental assistance
- Long Term Rental Assistance
- Sort Term Rental Assistance
- Short term rent assistance

### Advice for Planners/Implementers (7)

- Find reason for houselessness
- Things to address the reason for the houselessness, not just the outcomes
- Changing the way we approach the problems in new ways with the new investments
- How things have been done vs how things should be done

- Think innovatively – look at other cities and something we haven't tried
- Overcome learned helplessness of the social workers – overwhelming with shortages
- Solid planning for more programs

#### Larger and Community-focused Housing Types (5)

- Larger units (large and multi-generational families)
- Get Creative - Group “families” together – chosen families – community of choice
- Shared Housing strategies with “Families”
- Group Homes
- Bigger houses to service more people - Shelter & Group

#### Domestic Violence-related Responses (5)

- Having a domestic violence priority & improving access for domestic violence-impacted folks
- Women w/o children have far fewer resources when fleeing abuse
- Transitional housing, placement services, and short-term rent assistance – especially for no contact orders
- Having funds to fill gaps has been helpful to have both a coordinate and uncoordinated in DV system
- Community based DV providers and outreach

#### Medical System-related Responses (5)

- shelter for folks who need some medical/care support either short or long-term
- Discharge intervention (enhanced transition planning from hospital & criminal justice spaces)
- Health services (mental and physical- including substance use services)
- Discharged from nursing care – may need a transition services for 2 weeks to 30 days in order to ensure long term stabilization
- Low barrier medical center

#### Peer Supports (4)

- Peer support services (outreach, service navigation, housing stabilization)
- Peer Support
- Supporting families through support group
- People with lived experience working in the field

#### Community and Faith-based Partnerships (4)

- Church missing connection
- Connections to faith communities, veteran services, etc.
- Strong partners with faith based communities
- Invest in businesses are trying to set up, especially minorities starting businesses

#### Assessment, Screening, and Access (4)

- Think about assessment processes and how folks are being connected to the right services at the right time - flexing more or less resources as the household needs support
- Thorough assessments and screening
- Ways to access resources other than calling in (e.g. text or online) like an app
- Lowering waitlist times, no waiting talk to people immediately

### Community Engagement/Education (3)

- Need to build trust – (show we can actually help)
- Break stigma
- Buy-in from community for shelter locations – outreach to businesses, and homeowners for initial start then continual outreach as area adjusts and program develops. Involve sheriff's office, start where support is already built in.

### Employment responses (3)

- Employment training & support (job training, education, workplace support)
- Supportive employment
- Connecting people with supported employment

### Direct Financial Assistance (3)

- direct financial assistance
- (universal) basic income so folks can be housed while in transition and also have the space to leave unsafe situations/jobs
- Get the money/assistance to the right people

### Landlord Relationships (2)

- Partnerships with Landlords
- Incentives to apartments/landlords to retain housing for COVID affected families who have mental health/substance use/developmental disability issues

### Diversion (2)

- Increase diversion
- Diversion

### Services: All Others (8)

- education assistance, help clients feel empowered to be self-sufficient, and programs or classes for better self esteem
- Housing placement-oriented outreach
- Veteran's assistance
- Case managers
- Social workers
- Rapid Re-housing services
- Relocation of people when they need to overhaul a current housing building – evaluate them and see if any can go into different levels of care
- Adult community services

### Housing Type/Amenities: All Other (9)

- A facility like Oregon City Residential Care Center – lost a very important resource that is now not being able to be replaced
- Access to affordable and nutritious food and transportation
- Storage for belongings (not starting all over every move)
- “Golden West” building – Phase system helped success [refers to a Central City Concern supportive housing program in Portland]
- Housing for complex case situations
- Wheelchair accessible living

- Schools or other large government buildings that are already owned by state to be converted into housing.
- Age in place model
- Housing for those with arson convictions

#### Other (12)

- Personal connection
- Emancipating adolescents in the 25% population
- Supports to help people go to where their natural supports are
- More of the good work (things we are doing well) – invest in all categories
- Flexible funding
- Steps to prepare for permanent housing
- Stress of having to move – transition in place
- Help them stay in their community
- Displacement - Upkeep on affordable housing
- Medicare population
- Housing choice – instead of just go wherever there is some place available right now
- Transition center – access to housing because short term jail stay

# SHS Survey Results: Analysis provided by CSH

There is a total of 116 respondents. The open-ended responses included multiple responses to each question and some were not answered at all. Each question was separated into a spreadsheet and each open-ended response was reviewed and coded by recurring themes. The results below are distilled and synthesized to highlight the most common themes. Demographics information was requested and those data are described below. Some responses were not able to be coded into larger groups and the responses are in quotations.

1. What is missing from the housing and homeless services provided in Clackamas County today? (n = 108)
  - Crisis services, including emergency shelter and 24/7 access
  - Affordable, quality housing
  - Mental Health and recovery services
  - Access to recovery and substance use services that meet the needs of people and are available when requested
  - Various types of housing (e.g. Transitional Housing, Recovery Housing)
  - Funding
  - Outreach
2. What factors make it hard for people experiencing homelessness and those at risk of homelessness, to receive housing and housing-related services? Do those factors change depending on the race or ethnic identity of a person seeking services, and if so how? (n = 116)
  - Untreated mental health needs, substance use/addiction
  - Lack of coordination across programs
  - System is confusing
  - Access and eligibility eliminate people or keep people from services
  - Red tape, bureaucracy
  - Low wages, lack of employment
  - Lack of transportation
  - High cost of housing
  - Not enough resources to help people
  - Long waitlists
3. If you could improve one thing about housing for people experiencing homelessness in your community, what would it be? (n = 111)
  - More affordable housing
  - Access to more housing, different types of housing
  - Streamline the process for services/housing
  - More PSH
  - More shelters
  - More resources overall
  - Better access for services (MH, substance use/addiction)
  - Homeownership track for working families
  - Support people in changing their own lives (hand up/not hand-outs)



4. What specific communities or cultural identities are not being reached through the homeless service system? (n = 104)
- Black communities/identities
  - Indigenous communities/identities
  - Hispanic/Latino communities/identities
  - Youth
  - Women with children
  - LGBTQ+
  - All are not being reached
  - Should not be based on cultural identities
  - Don't know/unknown
  - Veterans
  - Seniors
5. Do you agree or disagree? Homeless services organizations in my community coordinate with each other when providing services to communities of color. Total responses (n = 114, 52% don't know, 28% disagree/strongly disagree, 20% agree/strongly agree).
- Don't Know (n= 59)
  - Disagree (n= 25)
  - Agree (n = 14)
  - Strongly Agree (n = 9)
  - Strongly Disagree (n= 7)
6. How can homeless service organizations in your community better coordinate with each other when providing services for communities of color? (n = 98)
- More outreach to those communities
  - Prioritize services for communities of color
  - Listen more to communities of color and what they want/need
  - Unknown/N/A/I don't know/unsure
  - Better, more efficient collection and use of data
  - Hire, train, develop more peer support for people of color to support representation in services
  - Should not bring color into the conversation, support all people
7. Which of the following areas would you prioritize to receive Supportive Housing funding? After reviewing the full list, please choose up to 5:  
Ordering has been filtered to reflect the most responses, where the number of responses is equal, the listing is in alphabetical order.
- Permanent supportive housing services (intensive case management, behavioral health services, life skills, cleaning, support for Activities of Daily Living) (n = 74)
  - Behavioral Health services (Mental Health support, addiction and recovery services)  
Peer support services (outreach, service navigation, housing stabilization) (n = 61)
  - Year-round shelter with focus on transitioning to long-term housing (shelter with case management) (n = 54)
  - Employment training and support (job training, education, workplace support) (n = 47)

- Discharge intervention (enhanced transition planning from hospital and criminal justice spaces) Short Term Rental Assistance (n = 34)
- Peer Support Services (outreach, service navigation, housing stabilization) (n = 34)
- Long Term Rental Assistance (n = 29)
- Safety off the streets shelter (transitional shelters, basic services shelters, outdoor shelters) (n = 28)
- Coordinated Housing Access System staffing (access point for all homeless housing programs) (n = 27)
- Housing placement-oriented outreach (landlord outreach and establishing relationships) (n = 27)
- Short Term Rental Assistance (n = 26)
  - multiple responses including tiny homes, focus on what motivates people, assessments, strategic planning

8. What are the three most significant needs for people in Population A? (n = 108)

Responses have been synthesized and grouped for common themes/phrases, multiple responses were given, some responses were more than or less than three needs listed. \*

- Affordable/Supportive Housing (n = 48)
- Intensive Case Management/Support Services (n = 43)
- A centralized place to access services
- Wrap around services (n = 36)
- Addiction/recovery services (n = 63)
- Mental health services (n = 42)
- Don't understand the question/population (n = 14)
- Housing navigation (n = 16)

*\*some responses suggest moving the groups outside of the metro area, some commented on protestors; these were not included in the groupings as there were only a few and they did not specifically address the needs of population A.*

9. What types of programs or services would you recommend investing in to make sure people in Population A can access housing and stabilize in housing? (n = 105)

- Wrap around services
- Addiction and recovery services
- Rental subsidies
- Intensive case management
- Emergency shelter
- Transitional housing
- Employment services/education/trade certifications

10. What are the three most significant needs for people in Population B? (n = 103)

Responses have been synthesized and grouped for common themes/phrases, multiple responses were given, some responses were more than or less than three needs listed.

- Stable housing (n = 67)
- Employment/increased income (n = 58)
- Rental assistance and eviction prevention (n = 52)
- Case management services (n = 28)

- Child care (n = 36)

11. What types of programs or services would you recommend investing in to make sure people in Population B can access housing and stabilize in housing? (n = 100)

- Addiction/recovery services
- Transitional housing
- Wrap around services
- Mental and physical health treatments
- Child care and education
- Eviction prevention
- Employment assistance
- Basic income

12. What would you like to see in a plan coordinating access to services across the tri-county region? What are your top priorities? (n = 96)

- Focus on Clackamas not just metro areas
- Common data (data elements and systems) and shared forms
- Use the same metrics across the tri-county region
- No wrong door for Coordinated Housing Access and other homeless/housing services
- Building more affordable housing, coordinated on units and location
- Flexible funding pools
- Don't know/unsure/unknown

13. How should the County establish procurement standards with contracted agencies? What are key qualities for assessing which agencies/programs receive contracted funding? (n = 96)

- Investment in culturally specific organizations
- Housing placement/housing retention success demonstrated
- Organizations with a proven track record
- Assess services provided and geography covered
- BIPOC owned or operated/with staff that represent populations served
- Competitive application process
- Experience, with the target population
- Mission driven
- Financially stable organizations

14. As we continue engaging the community around this plan over the course of the next ten years, what specific engagement strategies would you recommend we utilize to ensure we engage Black, Indigenous, People of Color (BIPOC), and other marginalized community members? (n = 98)

- Outreach to these groups
- Ask those community members what strategies they recommend
- Fund organizations working with marginalized community members
- Pay people of color and people with lived expertise for their time and experience
- Work with culturally specific, community-based organizations on the planning
- Stop categorizing by race/ethnicity, focus on all community members

- No opinion, N/A

15. What other questions would you have liked us to ask? Do you have any additional comments to add? (n = 70)

- More support for students
- Government programs increase dependency on government programs
- No other questions, N/A
- Thank you for centering equity
- How do organizations apply for these funds?
- Ensure funds support tri-county, not just Metro regions
- Great job, covered all bases

16. What perspectives do you bring as you answer these questions? (Select all that apply) (n = 45)

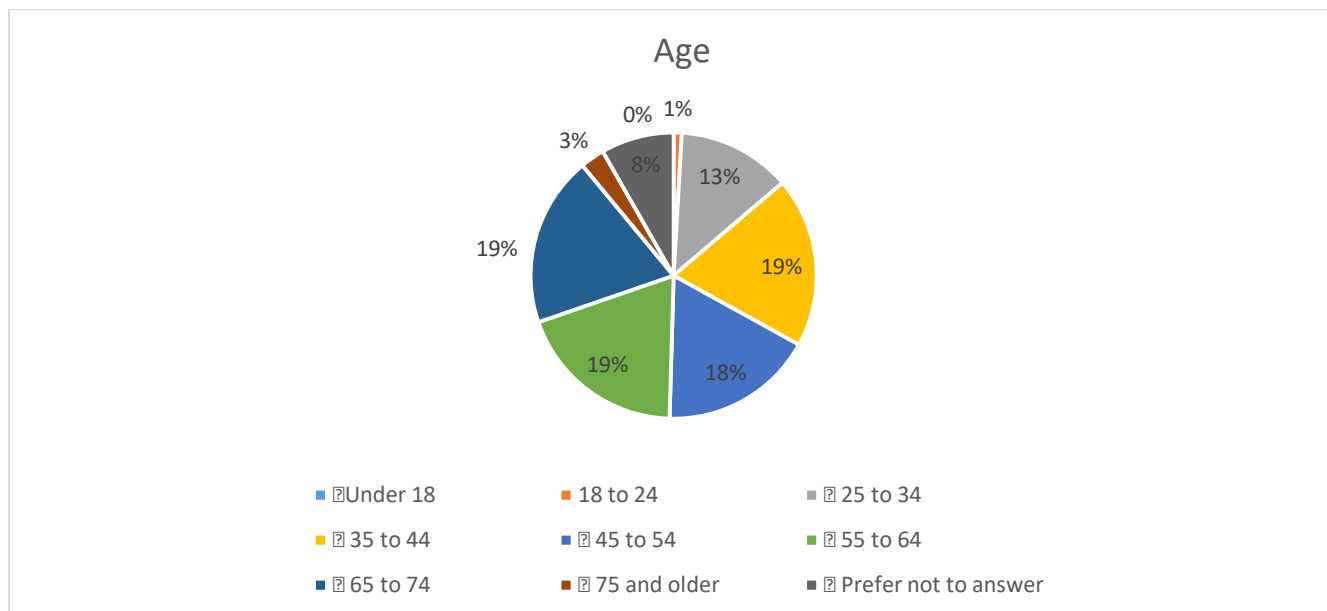
Some respondents selected more than one, some did not select any.

- Person with lived experience of homelessness/severe housing insecurity (n = 31)
- Direct service provider in a community based homeless services organization (n = 28)
- Manager in a community based homeless services organization (n = 11)
- Community volunteer (n = 33)
- Government employee (n = 32)
- Business owner/manager (n = 13)
- Health care provider (n = 17)
- Faith Community Member (n = 17)
- Philanthropy (n = 7)
- Other (please specify) \* (n = 44)
  - Multiple responses including: retired person, multiple roles including government and non-profit, peer support, program evaluator, conducted "5-year intense study of Portland's homeless", concerned citizen, case manager, educator, lawyer, law enforcement, DV survivor, African American woman, among others,

**Demographics:** Majority of respondents identify as white or Western European women, who are primarily English speakers between the ages of 35 and 64.

17. Which of the following ranges includes your age? Youth under 18 are encouraged to apply with parent or guardian permission. (n = 108)

- Under 18 (n = 0/0%)
- 18 to 24 (n = 1/1%)
- 25 to 34 (n = 14/13%)
- 35 to 44 (n = 21/19%)
- 45 to 54 (n = 19/17%)
- 55 to 64 (n = 21/19%)
- 65 to 74 (n = 21/19%)
- 75 and older (n = 3/3%)
- Prefer not to answer (n = 8/7%)



18. How do you identify with the following? (Check all that apply) Several respondents selected multiple responses.

- Man (n = 19)
- Woman (n = 85)
- Transgender man/trans man/female-to-male (FTM) (n = 0)
- Transgender woman/trans woman/male-to-female (MTF) (n = 0)
- Genderqueer/gender nonconforming neither exclusively male nor female (n = 0)
- Cisgender (n = 15)
- Non-binary, genderqueer, third gender (n = 1)
- Straight or heterosexual (n = 37)
- Lesbian or gay (n = 8)
- Queer, pansexual, and/or questioning (n = 3)
- Don't know (n = 0)
- Prefer not to answer (n = 1)
- Additional gender or sexuality not included above (n = 2) \*

\*Open ended responses: "transgender" and "only 2 of these are real. you can call yourself a unicorn but if your DNA says you're Male that's what you are."

19. What are your gender pronouns?

- She/her/hers (n = 78)
- He/him/his (n = 18)
- They/them/theirs (n = 3)
- Other (please specify) (n = 8)
  - "you can't dismiss DNA"
  - "Whatever gender pronoun the individual cares to address me with is accepted with kindness."
  - "The standard pronouns for a woman"
  - "Prefer not to say"
  - "Oh for f\*^#@s sake!"

- “I don't do pronouns, its the same as blindly thank a veteran for their service without understanding who they are and if they are proud of that service”
- “I don’t understand this question”
- “call me by my name”

20. Which of the following describes your racial or ethnic identity? Please check ALL that apply.

Not all respondents selected multiple answers, some declined to respond.

- American Indian (n = 5)
- Alaska Native (n = 0)
- Canadian Inuit, Metis, or First Nation (n = 1)
- Indigenous Mexican, Central American, or South American (n = 1)
- Asian Indian (n = 0)
- Chinese (n = 1)
- Filipino (n = 0)
- Hmong (n = 0)
- Japanese (n = 1)
- Korean (n = 0)
- Laotian (n = 0)
- South Asian (n = 0)
- Vietnamese (n = 0)
- Other Asian (n = 0)
- Black and African American (n = 3)
- African American (n = 0)
- African (Black) (n = 0)
- Caribbean (Black) (n = 0)
- Other Black (n = 0)
- Central American (n = 1)
- Mexican (n = 3)
- South American (n = 0)
- Other Hispanic or Latino/a/x (n = 2)
- Middle Eastern (n = 2)
- North African (n = 1)
- Eastern European (n = 9)
- Slavic (n = 4)
- Western European (n = 46)
- Other (White) (n = 43)
- Chamorro (n = 0)
- Guamanian (n = 0)
- Micronesian/Marshallese (n = 0)
- Palauan (n = 0)
- Native Hawaiian (n = 0)
- Other Pacific Islander (n = 1)
- Don’t Know (n = 0)
- Don’t want to answer (n = 7)
- Other (please list) (n = 15)
  - White-Born in Portland, Oregon

- White
- White
- White
- Portuguese
- Plain old white American
- Pink
- Other
- Old white lady
- It's complicated
- Italian, French, German, Irish
- I'm swiss & Italian, grandchildren are black
- I am a white native American. I was born here.
- Eastern and Western European
- Scottish, Irish
- Open Ended Response (n = 40)
  - No/NA (n = 16)
  - White/White American (n = 13)
  - Black (n = 1)
  - Human (n = 2)
  - Irish (n = 1)
  - Norwegian (n = 1)
  - No, ethnic identity is over used and pushed on the public. Since I was born here, identity should be American! (n = 1)
  - Mexican (n = 2)
  - Latino (n = 1)
  - Eastern European (n = 1)
  - Mixed (n = 1)

21. What is the most frequent language spoken in your home?

- Arabic (N = 0, 0%)
- Cantonese (N=1, 1%)
- English (N=93, 94%)
- Japanese (N = 0, 0%)
- Korean (N=1, 1%)
- Mandarin (N = 0, 0%)
- Russian (N = 0, 0%)
- Spanish (N= 3, 3%)
- Ukrainian (N = 1, %)
- Vietnamese (N = 0, 0%)
- Other (please specify)

Which of the following best represents your annual household income before taxes?

## Appendix I



January 19, 2021

Jill Smith, Richard Swift, and Vahid Brown,

We hope this letter finds you well.

First, let me again say thank you for taking the time to join us last month for a productive conversation with HereTogether coalition members and service providers. Participants appreciated the opportunity to have an open and frank discussion with Clackamas County staff about the County RFP and contracting process.

The passage of the Supportive Housing Services measure provides our region with a once in a generation opportunity to address our homeless crisis with dedicated resources that approach the scope of the need. As the funding stream reaches its full capacity in the coming year, Clackamas County will see available resources for homeless services increase exponentially. Along with the increase in resources comes the need to increase the County's capacity to deliver services.

As a community, we all have a stake in implementing this measure correctly, and a shared responsibility to work together and ensure we're achieving the equitable outcomes promised to the voters. It is, therefore, incumbent on all of us to take a moment, pause, and ask ourselves what we should be doing differently to serve our communities better as we leverage this historic opportunity.

The good news is we know what works: housing plus services ends people's homelessness. The challenge now is scaling up the delivery of services that address chronic homelessness. Our region will need to significantly expand the number of case workers, mental health and addiction recovery professionals, and frontline peer support specialists.

To better understand the challenges and opportunities providers foresee as they contemplate their role in this important work, HereTogether hosted a group discussion with nearly 40 individuals representing 30 service providers. The focus of the discussion was the government procurement process that all organizations must navigate if they plan to provide services under the Supportive Housing Services measure.

The attached memo outlines the discussion around and recommendations for improving the County's contracting and homeless service delivery system in four key areas (*italicized in the bullet points below.*) While each section provides background on identified issues and detailed recommendations, we have synthesized the following key takeaways from each.

It is worth noting that the summary and recommendations that follow do not reflect a formal position by the coalition. Instead, we are sharing the feedback provided during the group



discussion for you to consider as you move forward with developing your initial local implementation plan for this 10 year measure.

- **Reduce administrative burden**
  - **Joint application and standardized reporting process.** Many providers will be working regionally and therefore need to enter into contract with each jurisdiction to provide the same services. Creating a region wide SHS application and reporting process would help reduce administrative burden and costs.
  - **Paperwork reduction.** Current invoicing practices require a paper trail that could be reduced by relying on internal audits and generally accepted accounting practices.
  - **Reimbursement vs upfront payments.** The current model of reimbursement for approved expenses requires the provider to front program and staffing costs. This is unsustainable, especially given the substantial staffing increases that will be required to fulfill the contracts. Providing payments for contracted services in advance and reconciling the accounts at the end of the contract period is the preferred approach.
- **Program delivery costs.** Costs associated with employee recruiting, training, and the HR/admin support necessary to significantly grow the service provider workforce must be covered by the contracts. Nonprofit organizations must be able to compete with wages paid by the public and for profit sector in order to attract and retain qualified workers.
- **Timelines for scaling up:** To prepare for SHS implementation, organizations need an overview by March 2021 of what services the County plans to fund. The County is in a position to be a strong partner in this work. Service providers expressed interest in and support for strengthening the collaborative partnership.

There is great energy and enthusiasm for the work ahead, and we have listed a number of **CBO recommendations** that came from the discussion.

We look forward to the continued partnership.

Sincerely,

Angela Martin  
Executive Director

## Community Based Organization (CBO) Listening Session

### *Section I: Reducing Administrative Burden*

#### I. Improving on the application process

Suggestions from breakout groups:

- ***Get all three counties together to create a joint, simple shared application process:*** Community Based Organizations (CBOs) will be delivering services regionally and thus will need to enter into contracts with multiple jurisdictions to deliver similar programs. Having a cross jurisdictional, master application where approximately 70 percent of the information is shared regionally will streamline the application process and reduce waste.
- ***Create opportunities for CBOs to apply for and receive multi-year contracts.***
- ***Provide notice of award with as much lead time as possible:*** This will help organizations increase their budgets, hire new staff and get approval from their boards if necessary
- ***Simplify the process by looking at previous RFPs when considering contracts:*** Looking at evidence and outcomes from previous RFPs with the County will reduce redundancy and save taxpayer money, especially for organizations with longstanding relationships with the County.
- ***Create a single listserv for RFPs across County departments.***
- ***Do not require a financial match from the nonprofits to receive SHS funds.***
- ***Allow smaller organizations to pool together to purchase liability insurance, or be subrecipients with larger organizations:*** Many small organizations don't have capacity to purchase insurance premiums required for contracting, but with collaboration might be able to jointly purchase insurance. Where possible, move away from template contracts that require small organizations to purchase insurance they don't need (e.g. auto insurance for organizations that don't own cars, professional liability insurance for organizations that don't have licensed social workers on staff.)
- ***Create an equal playing field for all RFP respondents.*** Whether a public entity (including the County), private or nonprofit organization, the criteria for awarding a contract should be transparent and equally applied to all parties.

## II. Reimbursements vs. up front payments

### Background:

The County's model of providing reimbursements to CBOs rather than funding programs up front places a unique burden on service providers. ***One service provider described this practice as, "providing government a no interest loan for a couple months or more."*** This practice often shuts smaller providers out of the process and limits the amount larger organizations can apply for because there is a ceiling on how much capital they can front.

### Suggestions from breakout groups:

- ***Move from a reimbursement model to one that offers up front investments*** and adjusts future payments according to what budget items on the contract have been spent.
- ***Model after other jurisdictions that are contracting in a provider-oriented way.*** This could work in various ways. For example:
  - There are DHS programs that invest early in a service they wanted to see, giving capital and transition funding to help a CBO staff up.
  - CARES Act grants provided up front funding with a requirement to pay back what is unspent.
  - Many federal grants invest up front and allow CBOs to draw down and reconcile quarterly.

## III. Paperwork Reduction

### Background:

CBOs highlighted three primary issues with reporting and invoicing:

- They often spend more time administering contracts than they are awarded in their administrative costs.
- Reporting requirements vary because they are not standardized across County departments.
- The County currently requires every receipt down to the last dollar before providing a reimbursement, which can take significant staff time away from providing services. Conversely, state and federal contracts often require a line item invoice and for the organization to provide proper documentation on request or during an audit, rather than submission of every receipt.

### Suggestions from breakout groups:

- ***Coordinate reporting requirements across RFPs and jurisdictions by creating regional data collection, RFP and reporting systems*** to reduce inefficiencies.

- ***Rely on organizational internal controls and audits*** for receipts. If that is not possible, provide more funding in the administrative costs to help organizations absorb this work (potentially one or more FTE focused on reporting.)
- ***Create transparent agreements on invoicing and reporting in contracts.***

## Section II: Program Delivery Costs

### Background:

Among providers who have performed services under Clackamas County contracts, a common complaint was the partial reimbursement rates. Nonprofits are not in a position to subsidize the cost of delivering services, which includes overhead, administrative costs and competitive wages. Underfunding the contracts is unsustainable for organizations of all sizes, and also raises major equity issues, especially if the County is serious about developing and maintaining relationships with grassroots organizations and culturally specific providers.

Funding total program costs is one step the County could take to ensure quality work and help strengthen the infrastructure of community based organizations.

### ***This practice of underfunding the contracts has had the following impacts:***

- Led several organizations to not pursue contracts with Clackamas County.
- Required organizations to find funding elsewhere to absorb the costs to deliver services, bring staff up to living wages, and pay for contract reporting requirements, IT services, finance and accounting, human resources, insurance, rent, etc.
- Required nonprofits to front administrative expenses to get new programs up and running. Organizations without reserve funds—which are often smaller, and/or provide culturally or population specific services—have been unable to participate as a result.
- Led some providers based in Multnomah County to use grant money from Multnomah County to serve Clackamas County residents. These providers noted they will not be able to bid for Clackamas County contracts that do not cover the total cost of providing services.

### Suggestions from breakout groups:

- ***Consider “true and accurate cost” for program delivery in RFPs:*** This includes everything it takes to cover program overhead and for the staff to be successful: administrative costs, living wages, benefits, technology, technical assistance, training, funding for reporting, etc. The County can thereafter decide whether to invest in the true cost or a portion of the cost.
- ***Invest in workforce development and organizational capacity building.***
- ***Include the admin fees up front*** in the contract and work with service providers to negotiate admin fees.

- **Provide more flexible funding and unrestricted revenue in contracts.** In doing so, agencies on the ground can be nimble and better able to meet their clients' changing needs. This could be addressed either by including adequate flexible funding resources or a more streamlined amendment process.
- **Instead of rejecting an entire proposal that may exceed budget parameters** consider line item edits and requests for amendments.
- **Honor Federal Indirect Costs:** If organizations have already negotiated an indirect cost rate with the federal government, honor that rate in County contracts. For organizations that do not have a negotiated indirect cost rate, work with CBOs to come up with a fair rate to identify admin costs for a contract.

## Section III: Scaling up and the timeline for the work ahead

### Background:

Many service providers are eager to formally begin delivering services in Clackamas County, or expanding their footprint. **They, however, expressed concern about the timeline and would like to be informed of the County's needs and potential investment strategies as early as possible** to ensure they are also planning strategically for measure implementation.

### Suggestions from breakout groups:

- **Share RFPs regionally** so service providers can prioritize their planning by understanding what's being sought in all three counties.
- **Provide early notification process.** Service providers said they needed to know what will be available by March 2021 to be ready to apply for RFPs by July 2021.
- **Provide high level hints as soon as possible.** Providers can plan better if the County can share what they'll need in broad strokes (e.g. How many shelters does Clackamas County plan to open in the next year or two? How many FTE outreach staff will be brought on? How will the County prioritize long term vs. short term rent assistance? Etc.)
- **Be transparent about how RFPs are going to be announced and decided.**
- **Take a road show.** Meeting with CBO staff and boards will help County staff share the County's vision for implementation and help them get a better understanding of the service landscape across the region.
- **Engage service providers to build out the new system—and do it fast.**
- **Help CBOs increase their capacity** to ameliorate risk of burnout and high staff turnover by either directly providing the following services to CBOs or funding them in contracts:
  - **Trainings** including: Hiring, Onboarding and Training protocols; Equity in the workplace; Equity in homeless services; COVID protocols; Providing Permanent Supportive Housing and supportive services; HIPAA Compliance; Mandatory reporting; Avoiding employee burnout and turnover, etc.

- **Business development and administrative support** including office space, remote work tools, invoicing support, budgeting support, etc.
- **Help CBOs develop capacity plans** in advance of the increased services to identify risks and requirements for the work ahead (something one Multnomah County provider said the Joint Office has helped them with.)

## ***Section IV: CBO recommendations for the collaborative work ahead***

There are expert providers in Clackamas County and across the region who would like to better collaborate with the County and each other to improve the way they deliver services. ***The providers at the panel had the following recommendations for how to continue to create a strong, collaborative CBO ecosystem:***

- ***Convene roundtables between County leaders and CBOs that will:***
  - ***Build a new service delivery system*** through intensive design sessions. Use this as an opportunity to do things differently and think big.
  - Tell the story of the success of the measure by ***developing performance metrics***.
  - Give the County an opportunity to better understand CBO work and gain a better ***understanding of equity work*** that is required for the measure.
- ***Fund community education and engagement.*** The public engagement component of this work is critical to combating myths and misinformation about causes and solutions to homelessness. A well-conceived community engagement program will build public support for the County's work to end our chronic homeless crisis.
- ***Develop strategies to help organizations at all levels increase capacity. Providers identified three categories of CBOs with unique needs:***
  - ***Category I: Support established providers that are already doing great work in the County:*** Support these providers to increase the work they're doing with the same care and attention used to attract new providers. Both types of providers are needed.
  - ***Category II: Strategically attract and retain established providers from other counties that want to be complementary:*** Several Multnomah County service providers said they are excited to move to Clackamas County, but only want to do it in collaboration with existing providers and only by better understanding the needs of county residents and how they can provide unique, complementary services.
  - ***Category III: Help smaller providers in the County collaborate and cultivate partnerships:*** Several current Clackamas County providers don't have the capital or overhead to drastically increase services, but feel like—with a strong

strategic vision and understanding of the landscape—they can lean on each other, grow together and fit together. For example:

- Several organizations mentioned that they would like to work together to develop a single stop co-location to share costs and provide unique services.
  - These organizations would also be interested in sharing staff members or services through formal agreements/Memorandums of Understanding. This has worked in Multnomah County where, for example, the CBO JOIN leads a collaborative [mobile permanent supportive housing team](#) to deliver Permanent Supportive Housing services in non-traditional buildings. Nonprofits involved in this mobile PSH team include JOIN, The Urban League, El Programa Hispano and Cascadia Behavioral Health.
- ***Use this as an opportunity to learn from what's working around the region, around the country and around the world:***
    - Take the opportunity to learn from best practices, implement evidence based programs and not be afraid to try new things. Providers can innovate when their funds are flexible.
    - Develop interagency partnerships like mental health community treatment ACT Teams (Assertive Community Treatment) and multidisciplinary AHRT Teams (Assertive Housing Reintegration).



## Attendees at 12/15/2020 HereTogether/Clack Co Roundtable:

Name	Organization	Overview of Services	Provides Services in Clack Co?
Two Foxes Singing (Nunpa)	Ant Farm	Youth and family services, programs in school system	Yes but outside UGB
Mellani Calvin	ASSIST Program	Social Security program assistance	No - primarily serve Washington County but can serve other counties
Michael Nomina	Cascadia Behavioral Health	Provide a number of services, integrated mental health and addiction services primary care and housing	Yes
Debra Mason	Clackamas Service Center	Fighting hunger and poverty by providing services around food hunger relief, supportive services	Yes
Tabitha Ajami	Clackamas Service Center	See above	Yes
Angie Drake	Clackamas Women's Services	Services for Domestic and Sexual Violence Survivors	Yes
Diana Camarillo	Clackamas Women's Services	Latina services coordinator providing services to victims of abuse	Yes
Melissa Erlbaum	Clackamas Women's Services	Serve survivors of domestic and sexual violence, prevention work in schools	Yes



<b>Name</b>	<b>Organization</b>	<b>Overview of Services</b>	<b>Provides Services in Clack Co?</b>
Scott Davis	Clackamas Women's Services	See above	Yes
Bridget Dazey	Clackamas Workforce Partnership	Workforce development board, convenor between business private sector, public, education	Yes
John Miller	Consultant	Work with Clackamas County on Service Improvement	Yes
Caleb Coder	Cultivate Initiative	Community engagement, workforce development, healthcare services, alternative housing	Not yet, but would like to
Richard Flamm	Do Good Multnomah	Serve primarily veteran focus	Yes
Carol Salter	Easter Seals	Provide housing services to homeless veterans	Yes
Adam Jenkins	Ecumenical Ministries of Oregon	Provide stable housing for unaccompanied youth	Yes
Michael Sterner	El Programa Hispano	Housing Services (culturally specific)	Not that much (but would like to)
Andy Gobel	Greater Good Northwest	New nonprofit mirroring Do Good Multnomah for non veteran population	Yes
Jaclyn Sarna	Hacienda CDC	Affordable housing developer and social service provider (culturally specific)	Yes
Sue Vu	Immigrant and Refugee Community Organization (IRCO)	Serve immigrant/refugee sexual violence/domestic violence survivors	Yes

<b>Name</b>	<b>Organization</b>	<b>Overview of Services</b>	<b>Provides Services in Clack Co?</b>
Andy Nelson	Impact Northwest	Provide housing services & preventing homelessness	Yes
Jana Hack	Impact Northwest	(see above)	Yes
Anthony Canstaneda	Latino Network	Transform life of youth, families, students (culturally specific)	Yes -Tri County
Corina Daugherty Calhoun	Lifeworks Northwest	Outpatient residential mental health and chemical dependency services for adults and children	Yes
Brandi Johnson	Love One	Provide free laundry, showers, food, wrap around support	Yes
Andrew Brown	Metro Home Share	Match People who have housing needs with those who have extra room in their house	Yes (not on contract)
Sean Suib	New Avenues for Youth	Work with youth experiencing and at risk of homelessness	Yes -one program in Clackamas County
John Trihn	New Narrative (formerly Luke-Dorf)	Provide behavioral health services	Yes serve individual in Clackamas County if they come to locations in Portland/Tigard
Rose Fuller	Northwest Family Services	Serve victims of crime, culturally specific domestic violence shelter and other housing and support services	Yes
Julia Doty	Northwest Housing Alternatives	Affordable housing provider	Yes
Peter Rosenblatt	Northwest Housing Alternatives	Create opportunity through housing, provide services	Yes

<b>Name</b>	<b>Organization</b>	<b>Overview of Services</b>	<b>Provides Services in Clack Co?</b>
Simon Fulford	Parrott Creek Child and Family Services	Provides support to children and families in child welfare and juvenile justice	Yes
Kymberly Horner	Portland Community Reinvestment Initiatives	Affordable Housing Provider	No
Brandi Tuck	Portland Homeless Family Solutions	Help families with children into stable housing	Yes - services right on Multnomah/Clackamas county line
Sara Gross Samuelson	Storyline Community & Clackamas Land and Housing Coalition	Faith based community meets the needs of their neighborhood  Coalition of faith institutions leveraging land for housing needs or neighbors	Yes
Martin Gant	The Fathers Heart	Services for those on the streets and in poverty	Yes
Tony Bernal	Transition Projects	Provide services and housing development	Small amount of Services Clackamas County
Tyler Mac Innis	Welcome Home Coalition	Advocates for affordable/supportive housing in tri-county	Yes (through coalition members)
Jill Smith	Clackamas County	Director of Housing & Housing Services	
Vahid Brown	Clackamas County	Housing Policy Coordinator	
Abby Ahern	Clackamas County	HMIS & COC Lead	
Erin Fernald	Clackamas County	Office Assistant	


# Appendix B: Questions asked in small groups

## I. Past experiences in contracting

- Has your organization ever applied for a contract with Clackamas County?
  - **Prompts if no** (Why? Did your organization consider it but decide not to before application, why? What were the decision factors - application process, grant amount, grant restrictions/requirements, capacity? Has your organization applied for contracts with the other counties?)
  - **Prompts if yes** (Was the contract approved? How would you rate the various stages of the process - application, approval, reporting? How does the application process compare to the other counties? What would you like to see changed - be specific about what stage of the process.)


## II. Designing the Perfect System

- What elements would you recommend including/avoiding in the Regional SHS contracting protocol? Discuss each phase of the process:
  - Notification
  - Application
  - Review/approval
  - Award amount - calculating what is covered and the rate
  - Reporting
  - Other
- What do you need to successfully expand your work in Clackamas County? (Think big)



# Clackamas County Continuum of Care & Coordinated Housing Access: Race & Ethnicity Equity Analyses

July 2019



# What is a Race & Ethnicity Equity Analysis?

- Statistical comparison of the race and ethnicity distribution of actual program participants against an expected race and ethnicity distribution
- Expected race and ethnicity distribution is calculated using distribution data from a known population (e.g., Census data)
  - For example, a program serves 1,000 people in a County where Census data indicates that 10% of the population identifies as Hispanic or Latino. Based on that information, you would expect that approximately 100 program participants would identify as Hispanic or Latino
- The actual and expected race and ethnicity distributions are compared using a statistical analysis to determine how similar they are to each other.
  - Chi Square Test



# Why Conduct a Race & Ethnicity Equity Analysis?

- Better understand who you're serving
  - Are your services reaching the community as you might expect?
  - Are your services reaching people in an equitable way?
- Identify trends and patterns
  - Are there populations of people who you are consistently serving more or less than expected?
- Develop focused action steps
  - Outreach to specific populations within the community
  - Assess for organizational and/or systemic bias that may have an effect on housing program access and outcomes



# Notes on Methodology



- For comparison, race and ethnicity distribution data was utilized from the following sources:
  - Clackamas County Poverty Data (2017, Census.gov)
  - Clackamas County Supplemental Nutrition Assistance Program Homeless Data (2016-2018, SNAP)
    - There were 318 people included in the SNAP total for whom race and ethnicity were unknown
  - Coordinated Housing Access (CHA) Assessment Data (1/1/17-12/31/18. HMIS)
- Multi-Racial Data
  - From raw data, people who marked 2 separate race categories were categorized as “Multi-Racial” in the analysis
  - SNAP data did not include a Multi-Racial category





# Notes on Methodology



- All chi square analyses were conducted at the  $p \leq .05$  level
  - When there is a statistically significant difference found between actual and expected distributions there is less than a 5% probability that it is due to chance.
- Results of the analyses only indicate whether a statistically significant difference between the actual and expected distributions is found.
  - The results do not indicate *why* there is a difference; only that a difference exists
  - There may be many factors that contribute to differences found between the actual and expected distributions in these analyses, including (but not limited to):
    - Historical and institutional inequities
    - Systemic/organizational factors
    - Error in data entry or measurement



# Notes on Methodology

## ■ Bar Graphs

- Separated results for people who identify as White and those who identified as People of Color
- Separation of results was only due to scale differences (significantly more people who identify as White than any other race or ethnicity category)
- Without separation, details of the analyses and results are not visible for categories that include People of Color

## ■ Distribution Tables

- Each cell should be read as the percentage of the column total
- For example, for the In Housing Programs column 14.8% of all people in housing programs between 2016 and 2018 identified as Multi-racial

## ■ Definitions

- Exits to Permanent Housing: Exits to permanent housing destinations as listed in HMIS
- Exits to Temporary Housing: Exits to temporary housing or unknown destinations as listed in HMIS

# Race and Ethnicity Raw Data (n)

	CHA Assessments (2017-2018)	In Housing Programs (2016-2018)	Exits to Permanent Housing (2016-2018)	Exits to Temporary Housing (2016-2018)
White	1315	1200	561	194
Black/African American	110	133	55	31
Native American/ Alaska Native	86	56	33	10
Asian	15	16	13	1
Native Hawaiian/ Pacific Islander	19	5	0	2
Multi-Racial	117	250	125	42
Hispanic/ Latinx	194	285	157	35
Unknown	69	34	12	3

# Race and Ethnicity Distributions

	County Poverty (2017)	SNAP Homeless (2016-2018)*	CHA Assessments (2017-2018)	In Housing Programs (2016-2018)	Exits to Permanent Housing (2016-2018)	Exits to Temporary Housing (2016-2018)
White	87.6%	83.7%	76.0%	70.8%	70.2%	69.0%
Black/ African American	1.6%	3.0%	6.4%	7.9%	6.9%	11.0%
Native American/ Alaska Native	1.6%	1.7%	5.0%	3.3%	4.1%	3.6%
Asian	4.3%	0.5%	0.9%	1.0%	1.6%	0.4%
Native Hawaiian/ Pacific Islander	0.6%	0.5%	1.1%	0.3%	---	0.7%
Multi-Racial	4.3%	---	6.8%	14.8%	15.6%	15.0%
Hispanic/ Latinx	15.0%	5.0%	11.2%	16.8%	19.7%	12.5%

\* Race and ethnicity were unknown for a total of 318 people included in SNAP data between 2016 and 2018



# Indications of Disparities

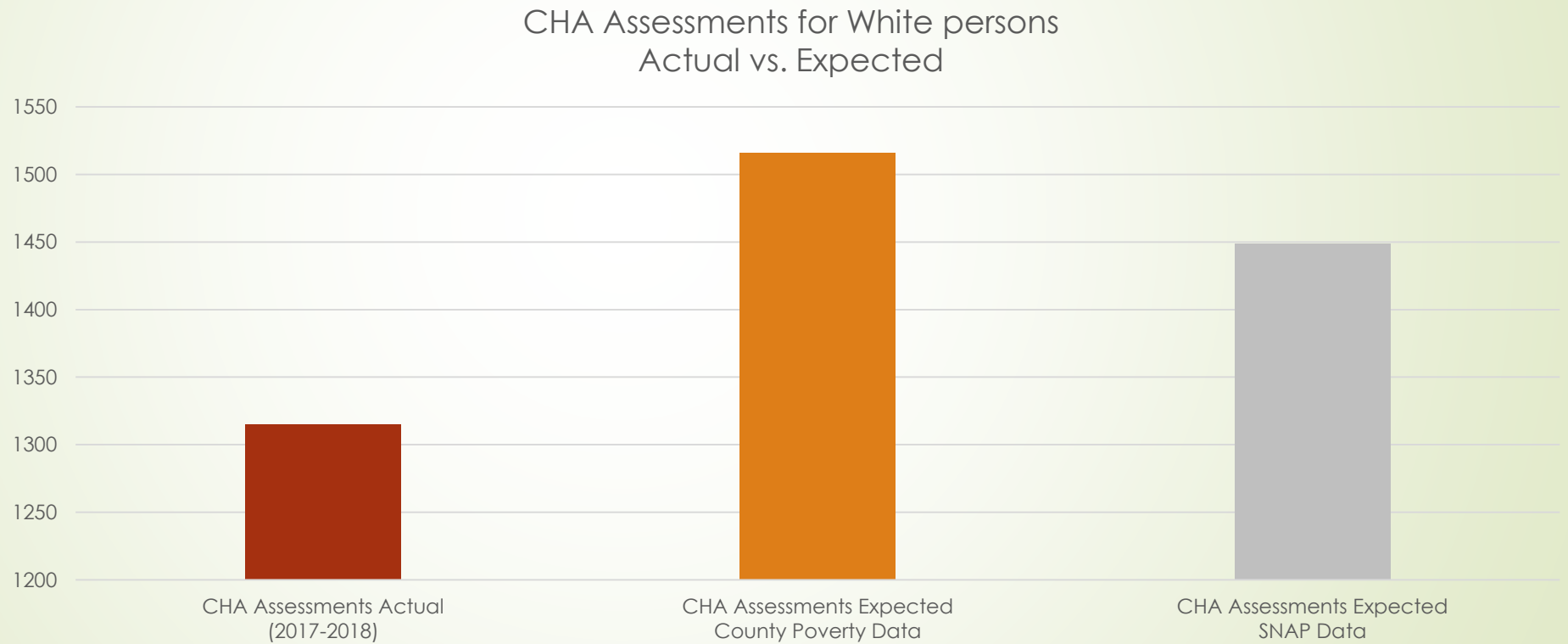
- Notice the consistency (or lack of) of race and ethnicity distributions across the categories (County Poverty, SNAP, and all CHA categories)
  - The percentage of people who identify as White is lower within all CHA-related categories (assessments, in housing programs, and exits from housing programs) compared with distributions for County Poverty and SNAP data.
  - The percentage of people who identify as Black or African American is higher in all CHA-related categories compared with distributions for County Poverty and SNAP data.
    - Also note the increase in the percentage of people who identify as Black or African American and Native American/Alaska Native in the Temporary Exits distribution compared with other CHA-related distributions.
  - The percentage of people who identify as Asian is lower within SNAP and all CHA-related categories compared with the distribution for County Poverty data.

# CHA Assessments

## Actual vs. Expected Distributions

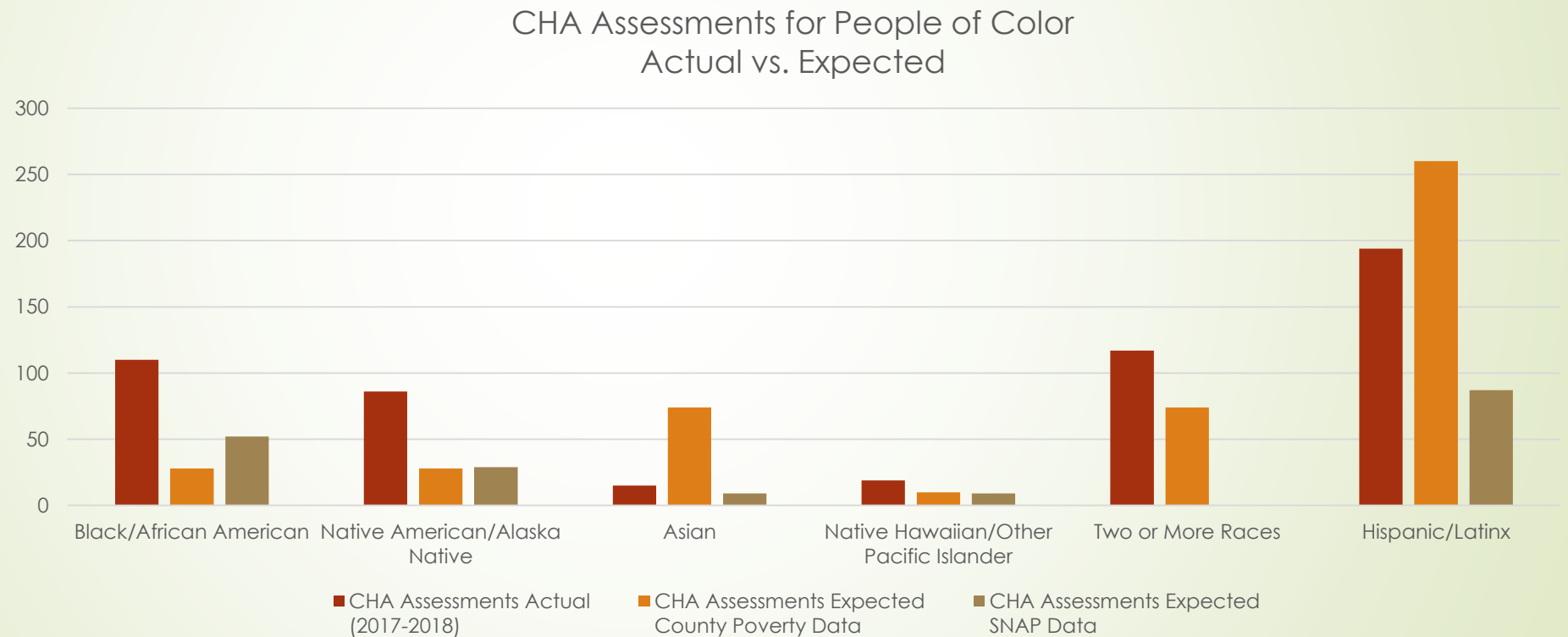
	CHA Assessments Actual (1/1/17-12/31/18)	CHA Expected Poverty Data	CHA Expected SNAP Data
White	1315	1516	1449
Black/African American	110	28	52
Native American/ Alaska Native	86	28	29
Asian	15	74	9
Native Hawaiian/ Pacific Islander	19	10	9
Multi-Racial	117	74	---
Hispanic/ Latinx	194	260	87

# CHA Assessments 2017-2018 for White Persons: Actual vs. Expected





# CHA Assessments for People of Color 2017-2018: Actual vs. Expected







# CHA Assessments

## Race & Ethnicity Chi Square Analyses

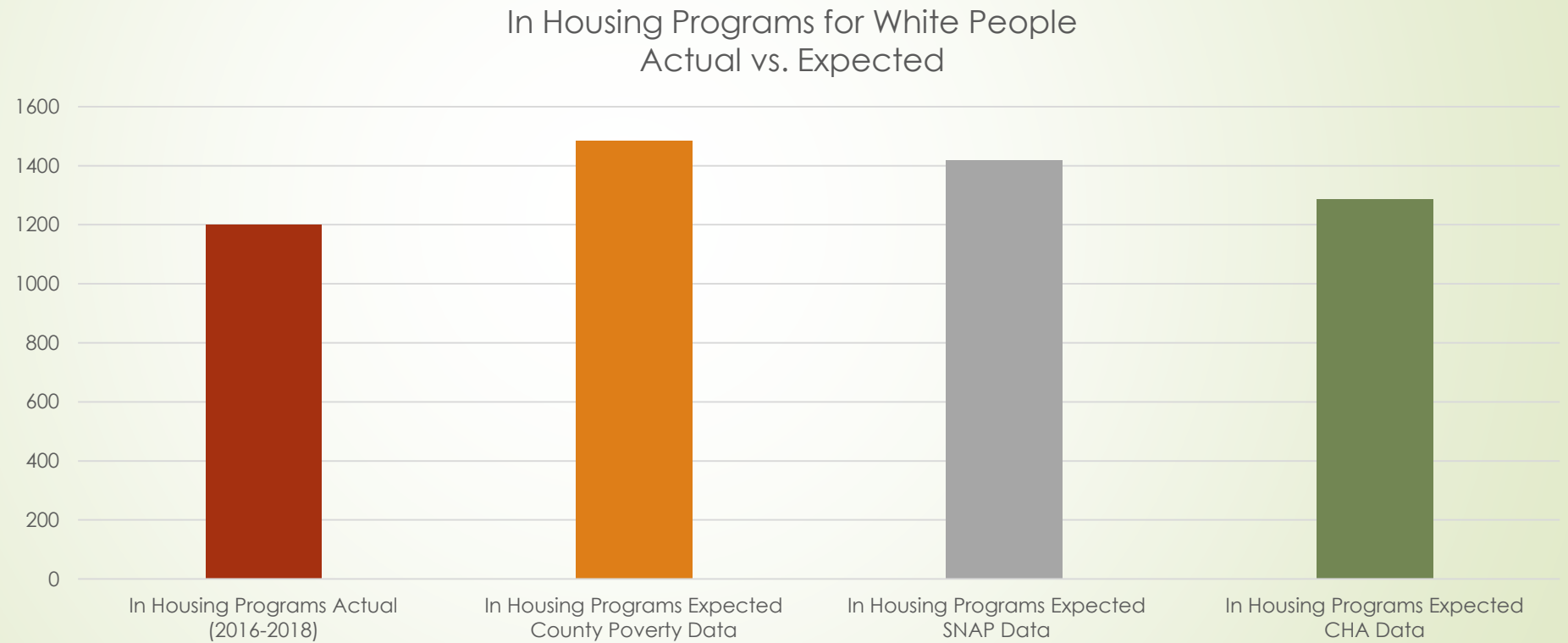
- Used County poverty data and SNAP homeless data to generate expected race and ethnicity distributions
- Chi square analyses were run comparing actual race and ethnicity distribution against the expected distributions
  - All analyses statistically significant (i.e., differences not just due to chance)
- Greatest contributors to differences between actual and expected distributions include:
  - More than expected Black/African American & Native American/Alaska Native individuals (Poverty & SNAP)
  - Fewer than expected Asian individuals (Poverty only)
  - More than expected Hispanic/Latinx individuals (SNAP only)

# In Housing Programs

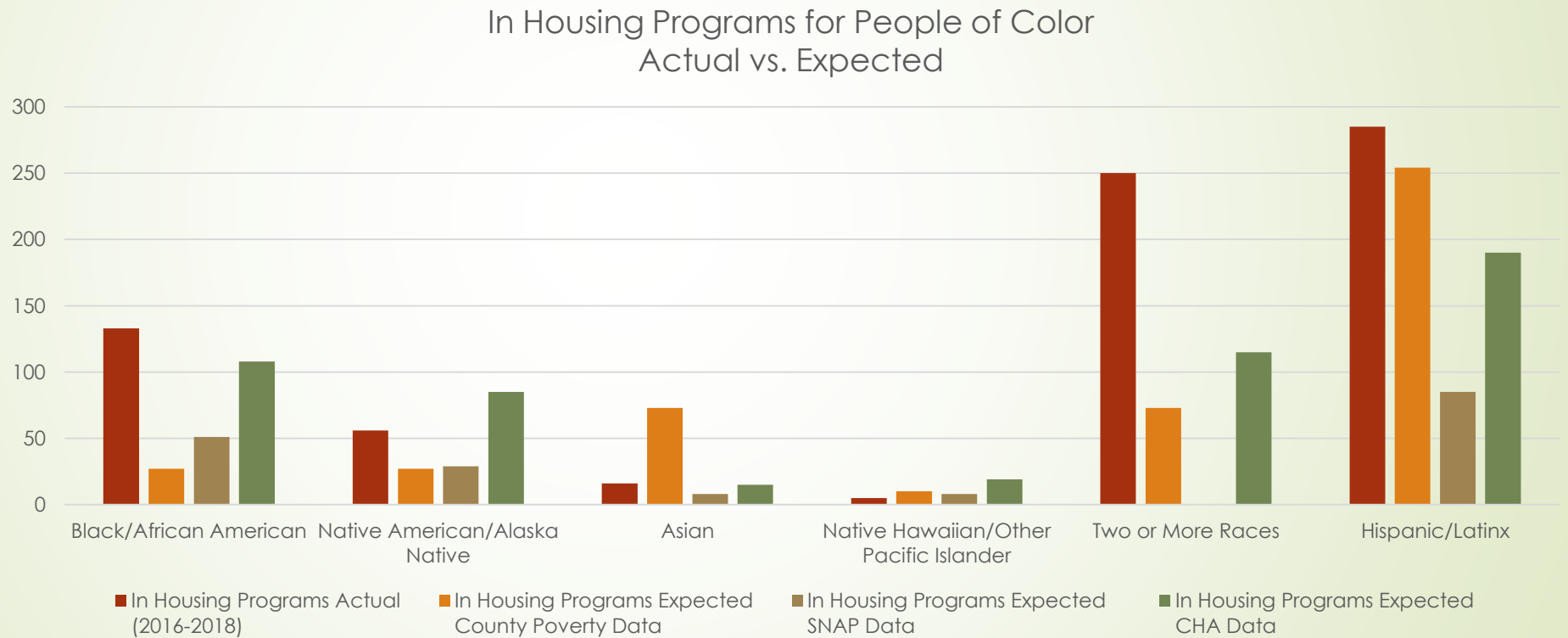
## Race & Ethnicity Chi Square Analyses

	In Housing Programs Actual (2016-2018)	In Housing Programs Expected Poverty Data	In Housing Programs Expected SNAP Data	In Housing Programs Expected CHA Data
White	1200	1484	1418	1287
Black/African American	133	27	51	108
American Indian/Alaska Native	56	27	29	85
Asian	16	73	8	15
Native Hawaiian/Pacific Islander	5	10	8	19
Multi-Racial	250	73	---	115
Hispanic/Latinx	285	254	85	190

# In Housing Programs for White People: Actual vs. Expected



# In Housing Programs for People of Color: Actual vs. Expected





# In Programs

## Race & Ethnicity Chi Square Analyses

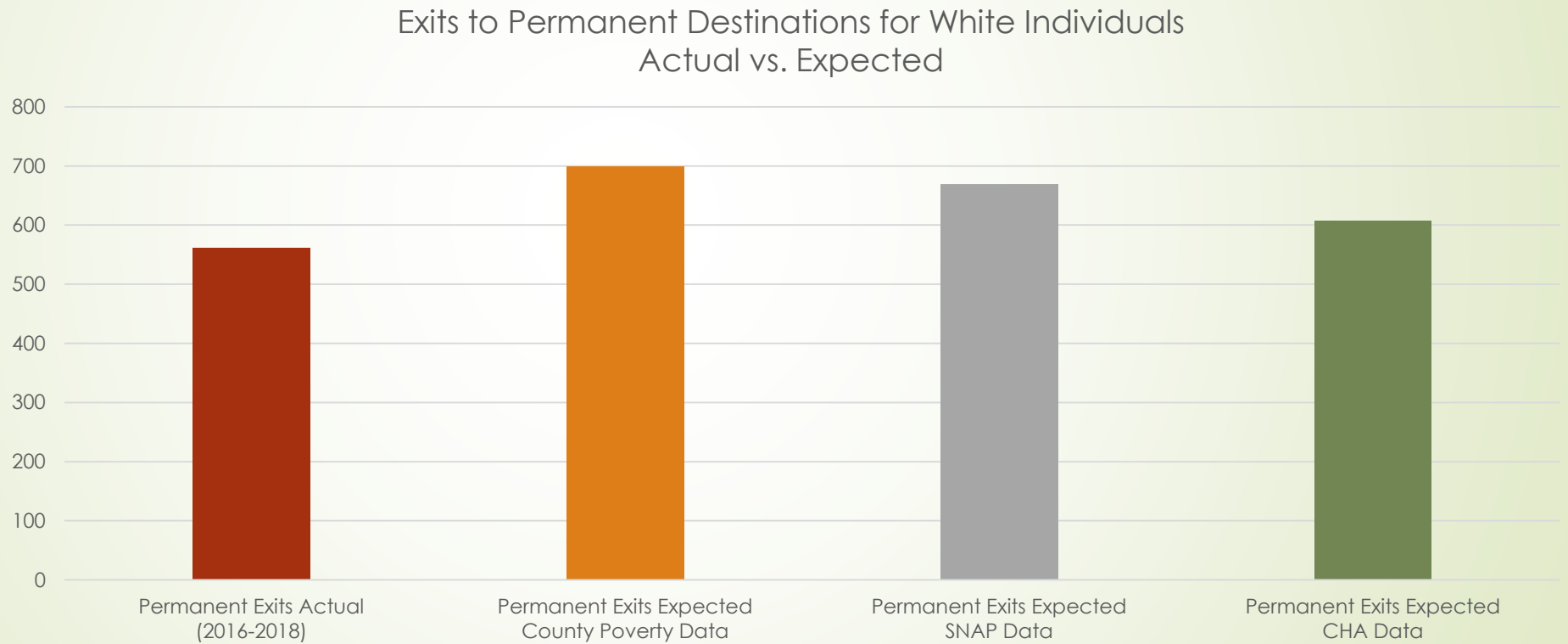
- Used County poverty data, SNAP homeless data, and CHA assessment data to generate expected race and ethnicity distributions
- Chi square analyses were run to compare the actual distribution of race and ethnicity of people in programs against each expected distribution
  - All analyses statistically significant (differences not due to chance)
- Greatest contributors to differences between actual and expected distributions include:
  - More than expected Black/African American people (Poverty & SNAP)
  - More than expected Multi-Racial people (Poverty & CHA)
  - More than expected Hispanic/Latinx people (SNAP & CHA)
  - Fewer than expected Asian people (Poverty)

# Exits to Permanent Destinations

## Race & Ethnicity Chi Square Analyses

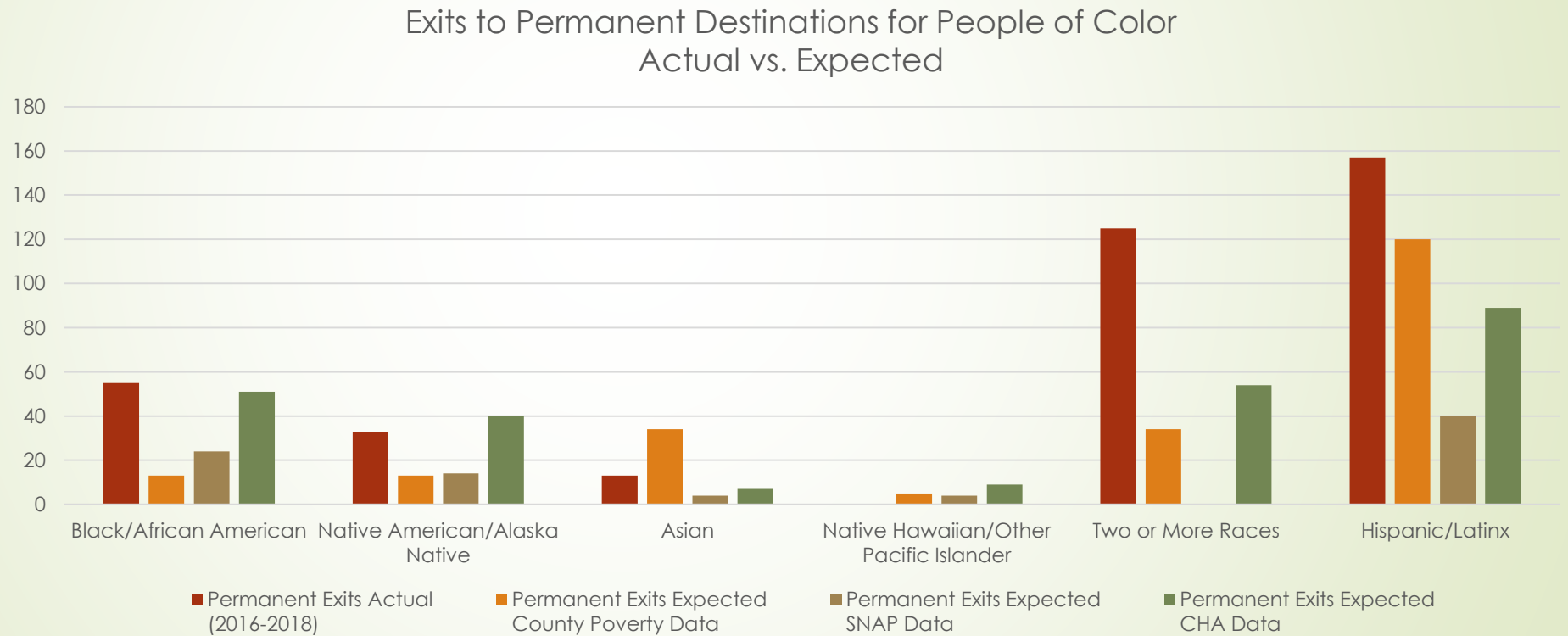
	Exits Permanent Actual (2016-2018)	Exits Permanent Expected Poverty Data	Exits Permanent Expected SNAP Data	Exits Permanent Expected CHA Data
White	561	700	669	607
Black/African American	55	13	24	51
American Indian/ Alaska Native	33	13	14	40
Asian	13	34	4	7
Native Hawaiian/ Pacific Islander	0	5	4	9
Multi-Racial	125	34	---	54
Hispanic/Latinx	157	120	40	89

# Exits to Permanent Destinations for White Individuals: Actual vs. Expected





# Exits to Permanent Destinations for People of Color: Actual vs. Expected







# Exits to Permanent Destinations

## Race & Ethnicity Chi Square Analyses

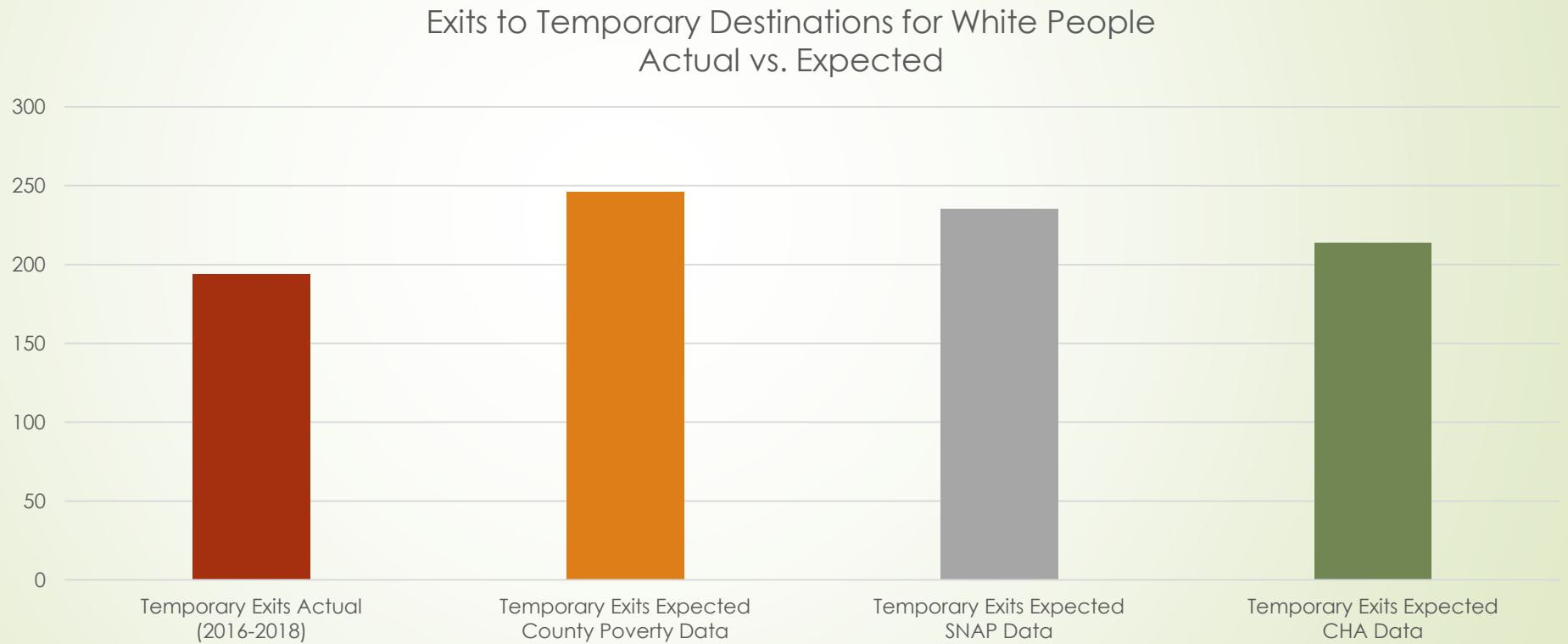
- Used County poverty data, SNAP homeless data, and CHA assessment data to generate expected race and ethnicity distributions
- Chi square analyses were run to compare the actual distribution of race and ethnicity of people in programs against each expected distribution
  - All analyses statistically significant (differences not due to chance)
- Greatest contributors to differences between actual and expected distributions for people who exited housing programs to permanent destinations:
  - More than expected Black/African American and Native American/Alaska Native people (Poverty & SNAP)
  - More than expected Multi-Racial people (Poverty & CHA)
  - More than expected Hispanic/Latinx people (SNAP & CHA)
  - Fewer than expected White people (Poverty, SNAP, & CHA)

# Exits to Temporary Destinations

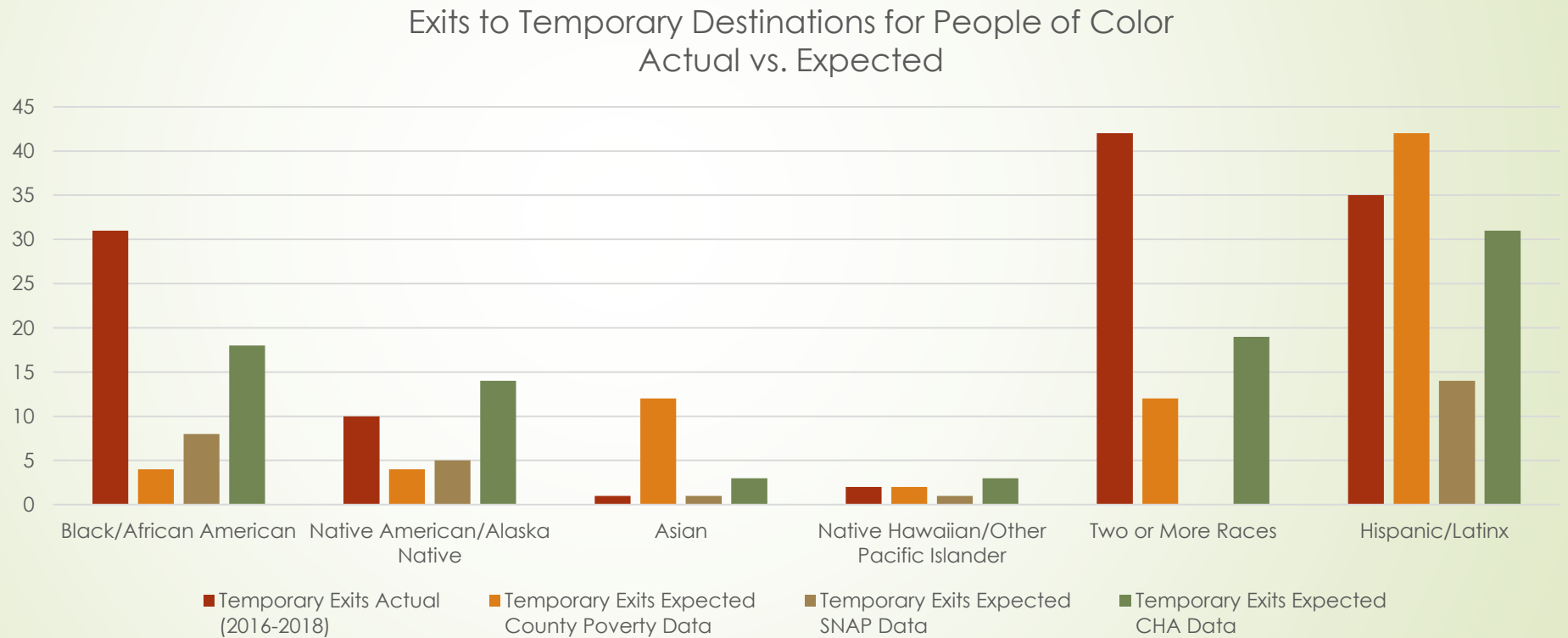
## Race & Ethnicity Chi Square Analyses

	Exits Temporary Actual (2016-2018)	Expected Exits Temporary Poverty Data	Expected Exits Temporary SNAP Data	Expected Exits Temporary CHA Data
White	194	246	235	214
Black/African American	31	4	8	18
Native American/ Alaska Native	10	4	5	14
Asian	1	12	1	3
Native Hawaiian/ Pacific Islander	2	2	1	3
Multi-Racial	42	12	---	19
Hispanic/Latinx	35	42	14	31

# Exits to Temporary Destinations for White People: Actual vs. Expected



# Exits to Temporary Destinations for People of Color: Actual vs. Expected





# Exits to Temporary Destinations

## Race & Ethnicity Chi Square Analyses

- Used County poverty data, SNAP homeless data, and CHA assessment data to generate expected race and ethnicity distributions
- Chi square analyses were run to compare the actual distribution of race and ethnicity of people in programs against each expected distribution
  - All analyses statistically significant (differences not due to chance)except for ethnicity distribution (Hispanic/Latinx) comparison using CHA data
- Greatest contributors to differences between actual and expected distributions for people who exited housing programs to temporary destinations:
  - More than expected Black/African American people (Poverty & SNAP)
  - More than expected Multi-Racial people (Poverty & CHA)
  - More than expected Hispanic/Latinx people (SNAP)



# Key Takeaways & Considerations

- For outside data sources, SNAP data tended to be a better fit for race distributions while County poverty data was a better fit for ethnicity
- CHA data fit the most closely for distributions of people in programs and for exit data
- Consistent findings across analyses:
  - Higher than expected percentage of people who identified as Black/African American people in all CHA-related categories when compared with SNAP and County poverty data.
  - Higher than expected percentage of people who selected multiple racial categories (Multi-Racial) in programs and who exited programs compared with County poverty and CHA data (SNAP data did not include a Multi-Racial category)
  - Higher than expected percentage of Hispanic/Latinx people in housing programs and who exited programs when compared with SNAP and CHA data
  - Lower than expected percentage of people who identified as White in all CHA-related categories compared with County poverty & SNAP data
  - Lower than expected percentage of people who identified as Asian in all CHA-related categories compared with County poverty data





# Key Takeaways & Considerations



- Of concern is the higher than expected exits to temporary destinations for both Black/African American people and Native American/Alaska Native people.
- Findings related to the Multi-Racial race category should be considered with caution due to:
  - SNAP did not include a Multi-Racial category so no comparative analyses possible using SNAP data
  - CHA and programmatic Multi-Racial numbers were calculated based on people selecting 2 distinct racial identities – there was no single Multi-Racial option for people to select. This increases the likelihood of measurement error.



# Likely and Possible Causes of Disparities

- ▶ Historical, Institutional and Systemic Racism
- ▶ Insufficient or ineffective outreach within Asian communities regarding that CHA and CoC services and language accessibility of these services
- ▶ Disparate impacts of screening criteria including credit and background checks on Black/African American and Native American/Alaska Native people
- ▶ Less access to assets from family and friends for people from most communities of color may explain higher numbers in CHA and programs compared to poverty and SNAP for most communities of color
- ▶ More access to assets from family and friends for white persons may explain lower numbers in CHA and programs compared to poverty and SNAP for white persons





# Strategies to Advance Equity

- Additional focused outreach to the varied Asian communities is underway and should continue, to ensure that CHA is a known and trusted resource.
- Providers should continue to focus on hiring and retaining staff that reflect the diversity of the service population, including direct service staff and management/administrative staff.
- Providers should ensure that people of color, especially communities with a higher percent of exits to temporary destinations, receive the type, level and duration of permanent housing and support services that meets their needs.
- Providers and leadership should increase resources, and take advantage of existing resources, for equity related trainings especially but not exclusively trainings focused on homelessness and housing. CoC weekly digest will be used to publicize equity related trainings and events.
- Equity Analysis results will be reviewed with CoC providers, Hispanic Interagency Networking Group, two Equity Diversity and Inclusion groups, Homeless Veterans Coordination Team, Supportive Housing Team, CHA workgroup, the Health, Housing and Human Services Executive Team and the Community Action Board to gather additional insight and develop additional strategies to advance equity within CHA and CoC.



# Credits

- Equity Analysis primary author is Erin Schwartz, Ph D, Senior Policy Performance and Research Analyst, Clackamas County Health, Housing and Human Services
- Consultation with:
  - Abby Ahern, CoC Coordinator
  - Erika Silver, CoC Co-Chair
  - Erin Skinner, HMIS Management Analyst

## APPENDIX K

# Supportive Housing Services Program Regional Long-term Rent Assistance Program Policies

### Overview

On May 19, 2020, voters in the greater Portland region approved a measure to provide housing and wraparound services to prevent and address homelessness. The measure authorizes a new regional tax that will generate initial revenue beginning in July 2021 and will sunset in December 2030 unless it is renewed by voters. The revenue will fund a new Supportive Housing Services Program (SHS) that will provide services for as many as 5,000 people experiencing prolonged homelessness with complex disabilities, and as many as 10,000 households experiencing short-term homelessness or at risk of homelessness.

A key strategy for achieving the measure's goals is the development of a Regional Long-term Rent Assistance (RLRA) program. The program will provide flexible and continued rent subsidy that will significantly expand access to housing for households with extremely and very low incomes across the region. RLRA subsidies will be available for as long as the household needs and remains eligible for the subsidy, with no pre-determined end date (other than if the SHS measure is not renewed by voters).

Tenant-based RLRA subsidies will leverage existing private market and regulated housing, maximizing tenant choice, while project-based RLRA subsidies will increase the availability of units in new housing developments. RLRA program service partners will cover payments of move-in costs and provide supportive services as needed to ensure housing stability. A Regional Landlord Guarantee will cover potential damages to increase participation and mitigate risks for participating landlords.

At a glance, RLRA will operate similar to the federal Housing Choice Voucher program. Tenants will pay 28.5% of gross income as their monthly rent portion and the program will subsidize the remaining costs. Participating units will meet inspection requirements and rent reasonableness standards, with base rents that do not exceed 120% Fair Market Rent (FMR) as established by the U.S. Department of Housing and Urban Development (HUD).

RLRA policies and guidelines will be flexible and low barrier to meet local needs and fill gaps in existing programs. RLRA aims to streamline screening criteria, simplify application processes, and reduce eligibility barriers to increase housing access and support long-term housing stability for all participants.

### RLRA implementation

The RLRA program will be implemented independently by each county while following consistent regional guidelines and policies. This regional framework will provide consistency for participating landlords and tenants, simplify application and certification processes, and enable tenants to move between counties as needed. Specific program and administrative practices may be tailored to reflect local variations and be responsive to the needs and capacities of each county.

The RLRA program will build on the existing long-term rent assistance infrastructure and expertise within Clackamas, Multnomah and Washington counties. Each county will have its own RLRA Administrator(s), defined as the housing authority or community-based organization(s) responsible for administering the rent assistance according to the regional guidelines and policies.

This document sets forth the regional framework developed by the three counties that will guide the RLRA program's launch in July 2021. The counties will continue to work together and with Metro to monitor the program's implementation and may adjust these policies over time to address emerging needs and lessons learned.

### Supportive Housing Services Program alignment

The RLRA program will operate within the broader context of the regional Supportive Housing Services Program. The RLRA's rent subsidies will support and align with other SHS components including:

- **Outreach:** Street outreach and engagement, relationship building, peer support, service navigation and housing placement.
- **Housing navigation:** Support with housing search and placement, applications, fees, security deposits, appeals, reasonable accommodation requests, and enforcement of fair housing and landlord tenant laws.
- **Supportive services:** Case management, tailored wraparound services and flexible funds to support long-term housing stability, including connections to clinical services, health and wellness supports, employment and benefit supports, and legal assistance as needed.
- **System capacity:** Technical assistance and financial investments to strengthen each county's systems of care, expand culturally specific service provision, and ensure service providers have adequate resources and capacity to meet SHS service expectations and needs.

### Guiding principles

The RLRA program is rooted in a commitment to lead with racial equity by especially meeting the needs of Black, Indigenous and people of color (BIPOC) who are disproportionately impacted by housing instability and homelessness. This includes implementing strategies to mitigate barriers to program access, using equity criteria to inform program design, and collecting and evaluating disaggregated data to ensure the program achieves racially equitable outcomes.

Implementation of the RLRA program will be guided by the following principles:

- Lead with racial equity and work toward racial justice
- Provide housing stability for households who are experiencing or at risk of homelessness
- Ensure program accessibility by removing screening barriers and simplifying application processes
- Actively work to preserve participant access to the program and prevent eviction and program termination
- Strengthen partnerships with landlords and property managers through program transparency and streamlined eligibility processes
- Embrace regionalism through consistent regional guidelines and policies
- Support local flexibility to tailor program implementation to the needs and capacities of each county
- Align rent assistance with other SHS components including housing navigation and supportive services

## Tenant-based RLRA Policies

### Tenant Referral, Eligibility and Documentation

**Referral process:** The RLRA program will receive referrals through a flexible process with multiple referral paths, to be determined at the county level. The counties' coordinated access systems will be primary referring agencies. Other referring agencies may include community-based and culturally-specific partner organizations. Each referring agency will screen potential participants for RLRA voucher eligibility, according to the regional eligibility guidelines below. Counties will be held accountable for ensuring referral pathways are equitable, inclusive and effective at connecting eligible participants with appropriate housing options and supportive services.

**Eligibility guidelines:** Eligibility guidelines will be based on the priority populations for the Supportive Housing Services program. The majority of households served by the RLRA program will meet the criteria for priority population A<sup>1</sup>, with incomes at or below 30% Area Median Income (AMI). Households that meet the criteria for

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<sup>1</sup> Population A of the Supportive Housing Services program is defined as a household with extremely low income, one or more disabling conditions, and experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness. Population B is defined as a household experiencing homelessness or having a substantial risk of experiencing homelessness.

population B, with incomes at or below 50% AMI, will also be eligible. Each county will determine at what level to allocate funds to the RLRA program to serve people in population A and B and will be held accountable for adhering to the SHS program funding allocation requirement that 75% of overall program funds are devoted to services for population A and 25% for population B.

**Tenant screening:** Tenant screening will be the responsibility of the participating landlord or property manager. No tenant screening will be conducted by the RLRA program and there will be no criteria for mandatory denials. The only screening conducted by the RLRA program will be a verification system to ensure that applicants are not already receiving long-term rent assistance in another county or program.

**Documentation guidelines:** Documentation requirements for RLRA eligibility will be flexible to minimize barriers. Government issued identification is preferred, but this can include documentation from any government agency containing the applicant's name and date of birth. Citizenship status and criminal background will not be assessed. Program guidelines will specify that no social security numbers should be collected and will clarify alignment with HMIS standards.

### **Landlord Partnership**

**Landlord guarantee:** A regional landlord guarantee will be established to provide assurances to participating landlords. All landlords leasing to RLRA voucher holders will have access to a risk mitigation fund to cover costs of unit repair, legal action, and limited uncollected rents that are the responsibility of the tenant and in excess of any deposit, up to a certain amount. Landlords leasing to RLRA households in supportive housing will have access to additional services to support tenant stability and housing retention. In exchange for these additional commitments, landlords will be required to reduce screening barriers, work collaboratively with service partners, and follow fair housing, equity and non-discrimination guidelines. (For more information on the landlord guarantee, see Appendix A.)

**Lease term:** Twelve-month leases are preferred, but shorter leases are allowed if they are consistent with funder guidelines and the landlord's practice with other housing. If the tenant is already in a housing unit prior to the RLRA contract and has a current lease, then a new lease is not required.

**Housing placement timeline:** A standard period of up to 120 days is allowed for voucher holders to secure an appropriate housing unit. Extensions to this timeline are available to accommodate voucher holders actively engaged in the housing placement process who need additional time. Extensions will generally be granted by the RLRA Administrator upon request, with some limitations.

### **Unit Eligibility**

**Unit location:** Units must be located inside Metro's jurisdictional boundary.

**Unit costs:** Units must be "rent reasonable" as defined by HUD standards to prevent rent gouging. Rent shall not exceed 120% FMR across the region to contain program costs. A base rent worksheet will be used to assist applicants and landlords to easily understand the maximum contract rent allowed. When the RLRA program is applied to an existing unit (leasing in place) and the unit is larger than program requirements for the household composition, rent reasonableness for the allowed household size unit will be used to determine eligibility and calculate rent reasonableness.

**Unit quality:** Inspections to assess unit quality will use Housing Quality Standards and can be conducted within 60 days of tenancy. If a unit cannot pass inspection, the contract will be dissolved but rent will be covered up to that date. Inspections to assess unit eligibility will be required only for non-regulated units (i.e. units not already subject to habitability standards linked to another government funding source) that do not have other inspection standards and requirements.

**Special housing types:** Special housing types (e.g. SROs, congregate, shared housing) will be eligible, with the goal of providing flexibility. The RLRA program will clarify eligible special housing type standards and guidelines.

## **Rent Assistance**

**Rent calculation:** The RLRA program will use one consistent rent calculation for all households with incomes at or below 30% AMI: 28.5% of gross income, with no deductions. Assets, financial aid and incidental income (recycling, plasma, etc.) will not be counted toward the tenant's income calculation. No rent minimums may be established. Flexible rent calculations that require households with incomes between 30% and 50% AMI to pay more than 28.5% of gross income may be considered.

**Utility allowance:** The RLRA program will cover the reasonable cost of utilities paid separately when calculating rent contributions. Program participants will be reimbursed for any amount that this utility cost exceeds their rent contribution. The utility reimbursement can be paid directly to the utility, property management company or the household at the program's discretion, with local flexibility based on funder requirements, etc.

**Income reexaminations:** Income reexaminations specific to the RLRA program will occur every three years if the head of household is 55 years or older or a person with a disability, and every two years for all other households. Interim reexaminations may be conducted prior to this two- or three-year schedule and may be requested by the household if the household's income decreases, increases from zero income, there is a change in household composition that changes the household income from previous examination, or if the contract rent changes.

## **Household Changes During Program**

**Households over income:** The rent contract will be maintained for up to 180 days for participants who are determined to be over income (i.e. subsidy is no longer needed because 28.5% of income is higher than the rent, reducing rent assistance to \$0). Participants who lose stable income and need RLRA within two years of exiting the program will be eligible to re-start their rent assistance pending the availability of sufficient funding.

**Household membership:** Household members can be added to an RLRA contract at any time, as long as the household still meets income eligibility and unit capacity requirements and new household members are added to the lease.

**Temporary vacancy:** The rent contract will be maintained for up to 180 days if the tenant is temporarily out of the unit (e.g. confined to a nursing home, hospital, inpatient treatment or incarcerated). Accommodations beyond 180 days will be at the discretion of the program and may include options to be placed at the top of the list when the tenant returns or is released.

**Unit transfers:** Tenant-based unit transfers are allowed after 12 months of assistance (or sooner if the lease is for less than 12 months or the landlord is willing to terminate the lease early). Exceptions will be made for reasons of reasonable accommodation, reasons related to domestic violence or personal safety, reasons related to discrimination or harassment in housing, changes in household composition, or other reasons as approved by the RLRA Administrator. RLRA program payments will be made through the end of the last month of tenancy to allow for overlap with the new tenancy if needed. Transfer lease-up timelines are the same as for initial lease-up. Recertifications are only required with a unit transfer if the household composition changes. Tenants can move across county lines as long as voluntary services are available to meet household needs in the new location.

## **Termination of Rent Assistance**

**Termination of rent assistance:** Rent assistance may be terminated to a program participant who violates program rules or conditions of occupancy. The program's intent is to avoid termination unless absolutely necessary. Program partners will work together to preserve participant access to the program by (a) providing all participants with written copies of program rules at move-in, (b) ensuring participants are connected with appropriate supportive services to support housing stability, (c) examining all extenuating circumstances in determining whether violations are serious enough to warrant termination so that a participant's assistance is terminated only in the most severe cases, and (d) offering counseling prior to proposing termination.

**Reasons for termination:** Grounds for proposing termination of rent assistance may include violation of rent assistance program rules related to: accurate reporting of income, not completing or returning required paperwork, abandoning unit, unauthorized guests, missed inspections or failed inspections due to a tenant-caused issue, nonpayment of the tenant's portion of utilities that results in a utility shut-off, violent or abusive behavior toward staff, or subletting of the assisted unit.

**Appeals process:** Participants will be provided with a formal appeals process that at a minimum must consist of (a) written notice to the participant containing a clear statement of the reasons for termination, (b) a review of the decision, in which the participant is given the opportunity to present written or oral objections before a person other than the person (or a subordinate of that person) who made or approved the termination decision, and (c) prompt written notice of the final decision to the participant.

**Reinstatement:** Termination does not bar the participant from receiving further assistance at a later date. Any participant can request a reasonable accommodation to be reinstated back into the program.

## **Project-based RLRA Policies**

All relevant tenant-based RLRA policies described in the above section also apply to project-based RLRA, unless inconsistent with the policies outlined below. This section focuses on additional policies that are specific to project-based RLRA as well as policy areas (such as inspections) where the project-based policies differ from the tenant-based policies.

### **Rent**

**Rent reimbursement rates:** Reimbursement rate caps will range from 60-80% AMI rents depending on the project and based on criteria established by each county. Reimbursement at <60% or >80% AMI rents may be available for a small number of projects that meet specific criteria, at the discretion of each county.

**Rent adjustments:** A fixed annual rent increase of 2-3% per year will be included in the project-based RLRA contract. Rents must remain within rent reasonableness guidelines. In cases where a project includes rent subsidies from multiple sources (e.g. project-based RLRA and HUD Project Based Vouchers), the RLRA Administrator can opt to align RLRA rent adjustments with the other subsidy source's regulated rent adjustments.

**Vacancy payments in between tenants:** Vacancy payments of up to two months may be included in the project-based RLRA contract but are not required. Whether to include vacancy payments in the contract and the length of the payments will be at the discretion of each county.

### **Contract**

**Length of contract term:** The initial term may not be less than one year and may be up to 15 years. If the term extends beyond the SHS sunset date of December 2030, the contract must either make the term years following the SHS sunset date contingent on the availability of sufficient rental assistance funding or counties can opt to use capitalized reserves or other strategies on a case-by-case basis to cover costs beyond the sunset date if SHS is not renewed. The initial term can be extended by mutual agreement if adequate resources are available.

**Removal of units from contract with extended vacancies between tenants:** The project-based RLRA contract shall provide that if any contract units have been vacant between tenants for a period of 120 days or more, the RLRA Administrator may amend the contract to remove those units from the contract or move the project-based subsidy to different units in the same project (as feasible), at the discretion of the RLRA Administrator and with notice to the owner.

**Contract termination:** Owners may terminate the project-based RLRA contract before the contract term expires only under the following conditions and with RLRA Administrator approval: (a) substantial building rehab that will require tenants to be relocated, and (b) financial restructure. Owners must provide notice to the RLRA Administrator and tenants not less than one year prior to terminating the contract or not extending it when it

expires. Upon termination, current tenants of contract units may elect to use tenant-based subsidies to remain in the current unit or move with assistance (as feasible).

### **Inspections**

Inspections are required only for non-regulated units that do not have other inspection requirements. Guidelines for inspections of non-regulated units are as follows:

- **Initial:** All non-regulated units need to pass inspection before entering a contract. For new development, the state's occupancy certificate may be used in lieu of initial inspection.
- **Turnover:** All non-regulated units must be inspected at turnover; if the unit has been inspected within the past 24 months, the RLRA Administrator may opt to have the landlord self-certify the unit condition in lieu of a physical inspection.
- **Reinspection:** At minimum, inspections must be conducted of a random sample of at least 20% of non-regulated contract units within each project every two years.

Inspections of any contract unit may be conducted any time deemed necessary (regardless of whether or not the unit is regulated).

### **Protections for Existing Tenants**

**Displacement:** Project-based contracts for existing buildings will be placed on vacant units or units where the existing tenant qualifies for RLRA, to the extent feasible. Existing tenants in a unit to be placed under contract who meet all of the eligibility requirements for the project-based unit will be given priority access to the project-based unit. Existing tenants that are displaced by a new development with a project-based RLRA contract will be provided relocation assistance in accordance with applicable local and federal laws.

### **Household Changes During Program**

**Change in household composition:** Household members can be added to project-based unit at any time, as long as the household still meets income eligibility and unit capacity requirements and new household members are added to the lease. If changes in household size or composition make the household's existing unit unsuitable, the RLRA Administrator will work with the household to support a transfer to a project-based unit of an appropriate size, to the extent feasible.



## Appendix A

### Regional Landlord Guarantee

#### Overview

The Regional Long-term Rent Assistance (RLRA) program will provide tenant-based and project-based rental subsidies that will significantly expand access to housing for households with very low incomes across the region. Participating RLRA landlords will benefit from predictable, on-time rent payments. The program will also provide a Regional Landlord Guarantee (RLG) to increase participation and mitigate risks for participating landlords. The RLG will clarify partners' roles in supporting tenant stability and provide assurances to landlords concerned about additional financial or property risks associated with renting to RLRA participants.

For all RLRA landlords, the RLG will provide access to a risk mitigation fund that will cover costs incurred by participating landlords related to unit repair, legal action, and limited uncollected rents that are the responsibility of the tenant and in excess of any deposit. Landlords leasing to RLRA households in supportive housing will have access to additional services to support tenant stability and housing retention. In exchange for these additional commitments associated with supportive housing, landlords will be required to reduce screening barriers, work collaboratively with service partners, and follow fair housing, equity and non-discrimination guidelines.

#### General Regional Landlord Guarantee Guidelines

##### Regional consistency

- The overall components and broad policy guidelines for the RLG will have regional consistency.
- The structure and financial commitments of risk mitigation funds will have regional consistency but don't necessarily need to be implemented regionally.
- Each county's budget allocations for risk mitigation funds will be developed based on regional standards.
- Landlord commitments in exchange for RLG eligibility will have regional consistency to focus on reducing barriers as much as possible, but with flexibility for specific guidelines to be tailored by jurisdiction.
- Implementation of the service components of the RLG will be managed through the counties' contracts and MOUs with service providers with flexibility to be tailored by population and project type, but with regional consistency around the overall components.
- Counties will work together over time to develop regionally consistent guidelines, service standards and document templates to support implementation.

##### Eligibility criteria

- All landlords with project-based RLRA contracts or leases with tenant-based RLRA participants will be eligible for risk mitigation funds.
- Landlords serving households who qualify for a higher level of services and that sign an RLRA Supportive Services Partnership Agreement with a contracted service provider will be eligible for the full guarantee.
- The definition of which households qualify for a higher level of services will be determined by each county as part of the SHS implementation process. At a minimum, it will include households in supportive housing.

##### Service partners

Each County<sup>2</sup> will enter into formal agreements with service partners to (a) refer eligible households to receive RLRA subsidies and (b) provide housing retention supports to households receiving RLRA subsidies. The services attached to the RLRA Supportive Services Partnership Agreement will typically be provided by agencies under contract with the County to receive SHS funding to support their work. In situations where this isn't the case, there will be an MOU or other formal agreement with the service provider to formalize expectations.

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<sup>2</sup> In cases where the RLRA is not administered directly by the County, the agreement will also include the RLRA Administrator.

## Tenant-based RLRA Regional Landlord Guarantee

### Risk mitigation fund

All landlords leasing to tenant-based RLRA voucher holders will have access to a risk mitigation fund modeled on the Oregon Housing Choice Landlord Guarantee<sup>3</sup> and administered by each County or a third-party regional entity.

- Landlords will be able to access the fund for the life of the tenancy as long as the RLRA voucher is in use.
- Eligible costs will be based on the Oregon Housing Choice Landlord Guarantee's guidelines, including:
  - Physical damage to the unit beyond normal wear and tear that exceeds the security deposit
  - Legal costs related to serious violations of lease or state law<sup>4</sup>
  - Loss of rental income during the time required for repairs
  - Unpaid rent and utilities for which the tenant was responsible
  - Late fees or lease-break fees
  - Other costs related to lease violations (disposal fees, muck-outs, etc.)
- Coverage limits will be based on the Oregon Housing Choice Landlord Guarantee's guidelines (up to \$5,000 per household for the life of the tenancy with a minimum claim of \$500).

### Landlord commitments under RLRA Supportive Services Partnership Agreement

Eligible landlords who sign an RLRA Supportive Services Partnership Agreement with a contracted service provider will be eligible for the risk mitigation fund as well as the service commitments listed below. In exchange for these benefits, the partnership agreement will specify commitments the landlord must make, including (but not limited to):

- Reduce screening barriers and/or accept applicants who have been pre-approved
- Limit application fees and security deposits to a reasonable limit
- Notify service partners when issues arise and work collaboratively to prevent damages or eviction
- Follow fair housing, equity, non-discrimination and anti-racism guidelines

### Service provider commitments under RLRA Supportive Services Partnership Agreement

The specific service provider commitments included in the RLRA Supportive Services Partnership Agreement will be defined by each provider's contract or MOU with the County. At a minimum, these services will include:

- Assist tenants with the application process and payment of non-rent move-in costs
- Provide housing retention support and connections to supportive services
- Maintain regular contact with landlords and tenants and work collaboratively to ensure successful tenancies
- Be available and responsive for direct and emergency communication

### Additional benefits available to landlords who sign RLRA Supportive Services Partnership Agreement

- Incentive payment of \$500 for each unit rented to a tenant-based RLRA household
- Reimbursement of up to \$1,000 for repairs in excess of \$500 required to pass move-in inspection

### Landlord liaison function

A landlord liaison function will be included in each county's implementation of the tenant-based RLRA program. Each county will determine how to implement this function and how to integrate it into the landlord guarantee.

The landlord liaison function includes:

- Recruiting, engaging and building relationships with landlords
- Providing information about RLRA guidelines and supporting landlords with paperwork
- Tracking vacancies and supporting the process of connecting RLRA tenants with available units

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<sup>3</sup> Oregon's program requires a court judgment before filing a claim; this requirement would not be included.

<sup>4</sup> Oregon's program is limited to non-eviction related costs; this language is based on JOIN's LRRP.

- Providing neutral third-party mediation between landlords and service providers as needed

## **Project-based RLRA Regional Landlord Guarantee**

### **Risk mitigation fund**

All landlords with a project-based RLRA contract will have access to a risk mitigation fund modeled on the City of Portland's Risk Mitigation Pool (RMP) and administered by each County or a third-party regional entity.

- Landlords will be able to access the fund for the duration of the project-based contract.
- Eligible costs will be based on the RMP's guidelines, including:
  - Physical damage to unit or common areas beyond normal wear and tear that exceeds security deposit
  - Administrative fees (up to 5% of qualifying repairs) for supervision of repairs
  - Legal costs related to serious violations of lease or state law<sup>5</sup>
  - Unpaid rent (and utilities under certain circumstances), not to exceed 90 days
  - Rent during vacant turnover time, when that period exceeds 60 days
  - Holding units for qualified tenants beyond 60 days
- Coverage limits will be based on the RMP's guidelines (\$7,500-\$14,500 per unit for the life of the contract<sup>6</sup>).

### **Landlord commitments under RLRA Supportive Services Partnership Agreement**

Same as for tenant-based RLG. In addition, landlords will be required to accept referrals from RLRA referral partners and the coordinated access system, notify partners when units are available, and hold vacant units open for qualified tenants for a specified period.

### **Service provider commitments under RLRA Supportive Services Partnership Agreement**

Same as for tenant-based RLG.

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<sup>5</sup> The RMP only covers eviction-related legal costs; this language is based on JOIN's LRRP.

<sup>6</sup> Maximum cumulative limit that a property can claim for the life of the program is based on a per-unit limit of \$7,500 for SROs, \$9,000 for studios, \$10,000 for one bedrooms, and \$14,500 for two+ bedrooms. These amounts also represent the maximum amount of a single claim. Claims >\$3,000 are reduced by the amount that could be recovered from insurance.

## **Clackamas County Local Implementation Plan: Recommendation and Considerations**

To: The Metro Council, Metro staff and Local Implementation Partners

From: Susan Emmons and Kathy Wai, Regional Oversight Committee co-chairs

Date: May 25, 2021

At our meeting on May 24, 2021, the Regional Oversight Committee unanimously recommended the Clackamas County Local Implementation Plan for approval by the Metro Council. The committee believes that the plan is consistent with the regional Supportive Housing Services program's guiding principles and required elements, as described in the measure and the work plan adopted by the Metro Council. Built on community engagement and analysis guided by a racial equity lens, the plan is a strong starting point for implementation of the measure in Clackamas County, as we seek to significantly expand investments to prevent and address homelessness through safe, stable housing and services.

In addition to our recommendation of the Plan, the committee attaches three considerations. These are issues we recognize are beyond the scope of the Local Implementation Plan requirements, but which we nonetheless seek to monitor and evaluate during the implementation of the measure. These considerations may extend beyond Clackamas County specifically; they are identical to the considerations we attached to our recommendation of the Washington County Local Implementation Plan.

We respectfully ask Metro and local implementation partners to work together to address these considerations as implementation proceeds.

- 1) **Continue developing a collaborative approach for uniform data collection across the region.** To support program evaluation and barriers analysis, Metro and local implementation partners should continue to collaborate on a shared approach for defining, collecting and analyzing data about people who access and receive services through the measure's implementation. This data should be simple to collect for providers, with ample opportunity for self-identification by people accessing services. Demographic data should be disaggregated to the greatest extent possible. Implementation partners should provide training and support for service providers, particularly culturally-specific service providers, to ensure that data is collected consistently and effectively to broaden access and support outcomes evaluation.

- 2) **Analyze barriers that may prevent or interfere with access to funded services.** Metro and local implementation partners should work together through implementation to identify barriers that prevent or interfere with people's ability to access services funded by the measure. These barriers may be identified in both the public and nonprofit sectors. To the extent possible, the analysis should be broken down separately by individuals and families with children within each of the priority populations, Population A and Population B, as defined in the measure, and should consider economic, geographic, racial, and disability-based barriers. Metro and local implementation partners should use this analysis to address such barriers during implementation.
- 3) **Provide a detailed outline for how the program will align with, invest in, and leverage the mental health system.** The county should describe approaches and a timeline for leveraging and improving Medicaid-funded behavioral health services, particularly for Population A. The county should especially provide further data analysis of the racial disparities within mental health and co-occurring (dual diagnosis) services as well as the culturally and linguistically specific needs within communities of color, including analysis of disparities within subgroups. Finally, the county should address needs for culturally specific and trauma informed mental healthcare and describe how the SHS system will augment the Medicaid system to provide these services.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE  
CLACKAMAS COUNTY LOCAL  
IMPLEMENTATION PLAN FOR THE  
REGIONAL SUPPORTIVE HOUSING  
SERVICES PROGRAM

) RESOLUTION NO. 21-5173  
)  
) Introduced by Chief Operating Officer  
Marissa Madrigal in concurrence with  
Council President Lynn Peterson

WHEREAS, the housing affordability and homelessness crisis in the greater Portland region impacts us all and requires collective and individual action from every person, business, elected official, and resident that calls the region home; and

WHEREAS, on February 25, 2020, the Metro Council adopted Ordinance No. 20-1442 which, among other things, imposed business and personal income taxes to fund a Supportive Housing Services Program; and

WHEREAS, Resolution No. 20-5083 referred Ordinance No. 20-1442 (Supportive Housing Services) to the voters for approval, which was designated as Measure 26-210 by Multnomah County Elections and placed on the May 2020 ballot (the “Measure”); and

WHEREAS, on May 19, 2020, the Metro area voters approved the Measure, thereby approving Ordinance No. 20-1442; and

WHEREAS, since the election Metro has collaborated with jurisdictional partners and stakeholders to develop a regional Supportive Housing Services program, incorporating the goals and outcomes set forth in the Measure; and

WHEREAS, on December 17, 2020, the Metro Council adopted a series of ordinances and resolutions to implement the Measure: Resolution No. 20-5148, adopting the Supportive Housing Services Program Work Plan (“Work Plan”); Ordinance No. 20-1452, codifying the programmatic aspects of the Measure in Title XI of the Metro Code; Ordinance No. 20-1453, codifying the requirements, membership, and responsibilities of the Supportive Housing Services Regional Oversight Committee in Chapter 2.19 of the Metro Code; and Ordinance No. 20-1454, codifying the enforcement, collection, and implementation of the income taxes imposed by the Measure in Chapters 7.05, 7.06, and 7.07 of the Metro Code; and

WHEREAS, Metro Code Sections 11.01.060 – 11.01.070 and the Work Plan describe requirements for Local Implementation Plans to be developed by Local Implementation Partners in order to receive Supportive Housing Services funds; and

WHEREAS, Metro Code Section 11.01.070 and the Work Plan require each of the Local Implementation Partners to develop their Local Implementation Plans through a racial equity lens, including inclusive engagement that prioritizes the experiences and needs of Black, Indigenous and People of Color as well as people with lived experience, in partnership with local advisory bodies that equitably reflect community expertise and experience; and

WHEREAS, the Measure and Work Plan describe ten required elements for each Local Implementation Plan, including but not limited to analyses of existing conditions and racial inequities, commitments to regional Supportive Housing Services outcomes, evidence of

inclusive engagement, a description of how funds are proposed to be used equitably and in alignment with the regional program priorities and principles, and a commitment to tracking regional outcome metrics; and

WHEREAS, Metro Code Section 11.01.070 and the Work Plan direct that the Regional Oversight Committee review Local Implementation Plans for consistency with these requirements, and make a recommendation for approval to the Metro Council and Local Implementation Partner; and

WHEREAS, Metro Code Section 11.01.070 and the Work Plan provide that the Metro Council will approve Local Implementation Plans to be incorporated into intergovernmental agreements between Metro and the respective Local Implementation Partners regarding transfer of funds, program implementation, and ongoing oversight and accountability; and

WHEREAS, on April 13, 2021, after an extensive and inclusive community engagement process, and acting with the support of a local advisory body, the Clackamas County Board of Commissioners, acting in its capacity as the Board of the Housing Authority of Clackamas County, unanimously approved Clackamas County's Local Implementation Plan for review by Metro and the Regional Oversight Committee; and

WHEREAS, on May 24, 2021, after engaging with Clackamas County staff and a robust discussion of its merits, the Regional Oversight Committee determined that the Clackamas County Local Implementation Plan, attached hereto as Exhibit A, is consistent with the requirements described in the Work Plan, and unanimously recommended its approval by the Metro Council; and

WHEREAS, the Regional Oversight Committee also attached several considerations to its recommendation of the Clackamas County Local Implementation Plan, reflecting items beyond the scope of the Local Implementation Plan requirements that do not inhibit the committee's recommendation, but which the committee seeks to understand and track throughout implementation and evaluation, and these considerations are attached hereto as Exhibit B; now therefore,

BE IT RESOLVED:

1. The Metro Council approves the Clackamas County Local Implementation Plan, attached hereto as Exhibit A, as consistent with the requirements in the Supportive Housing Services Program Work Plan; and
2. The Metro Council directs Metro staff to incorporate the Clackamas County Local Implementation Plan into an intergovernmental agreement negotiated with the county for the implementation of the Supportive Housing Services program, which agreement will be approved by Metro and Clackamas County prior to disbursement of Supportive Housing Services funds to Clackamas County; and
3. The Metro Council acknowledges the considerations raised by the Regional Oversight Committee, attached hereto as Exhibit B, and directs Metro staff to work with Clackamas County

and other Local Implementation Partners to ensure these considerations are addressed in implementation of the Supportive Housing Services program.

ADOPTED by the Metro Council this \_\_\_\_ day of June, 2021.

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Lynn Peterson, Council President

Approved as to Form:

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Carrie MacLaren, Metro Attorney



**Rose Quarter Updates**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, June 15, 2021

## **[STAFF REPORT FOR USE FOR WORK SESSIONS AND COUNCIL MEETINGS]**

### **I-5 ROSE QUARTER IMPROVEMENT PROJECT: INDEPENDENT COVER SCENARIO RECOMMENDATION**

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Date: June 10, 2021  
Department: Planning and Development  
Meeting Date: June 15, 2021

Presenter(s): Margi Bradway, Deputy  
Director of Planning, Development, and  
Research; Eliot Rose, Senior  
Transportation Planner  
Length: 45 minutes

Prepared by: Eliot Rose,  
[eliot.rose@oregonmetro.gov](mailto:eliot.rose@oregonmetro.gov),  
503.927.9685

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### **ISSUE STATEMENT**

The I-5 Rose Quarter Improvement Project will add auxiliary lanes to Interstate 5 (I-5) as it runs through the Rose Quarter and make improvements to the surrounding streets and community. The Oregon Transportation Commission (OTC) directed Oregon Department of Transportation (ODOT) to fund an Independent Cover Analysis (ICA) that will examine different development scenarios for the area on top of and surrounding the highway covers over I-5 that are planned as part of the project. Staff will share information with Metro Council on the scenarios that the ICA considers and seek feedback on which scenario Metro might endorse.

### **ACTION REQUESTED**

No formal action requested.

Staff seek input from Metro Council at this meeting about which of the cover scenarios Metro should endorse when the Executive Steering Committee (ESC) meets to recommend a preferred cover scenario on June 28. Council President Peterson represents Metro on the ESC.

### **IDENTIFIED POLICY OUTCOMES**

Staff seek to ask Metro Council which of the lid cover scenarios best align with the Metro Council's Values, Outcomes, and Actions for the I-5 Rose Quarter Improvement Project

### **POLICY QUESTION(S)**

- Which cover scenario best meets Metro Council's I-5 Rose Quarter Improvement Project Values, Outcomes, and Actions?

- Does Council have recommendations on how development on the covers should be further designed, governed, or financed?
- Are there other steps that staff should take to address Council's Values, Outcomes, and Actions as the Rose Quarter Improvement Project continues to move forward?

## **STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION**

As the Metropolitan planning organization for the greater Portland region, Metro is responsible for allocating state and federal funding for the I-5 Rose Quarter Improvement Project (referred to as "Rose Quarter" or "RQ") for short and ensuring that the project is coordinated with other transportation plans and projects in the region. ODOT is the owner and operator of the Rose Quarter project. Metro has been engaged in the project from the outset.

The Rose Quarter project presents a significant opportunity to advance Metro's goals related to racial equity and climate action. I-5 was built through the center of Portland's historic Black community, displacing residents and businesses and physically dividing the neighborhood. This project, particularly the included highway covers and improvements to surface streets around I-5, presents an opportunity to restore justice for the Black community by transforming Albina into a vibrant and diverse community, consistent with the vision that has been developed by community members. The Rose Quarter Improvement Project also presents a key opportunity to implement congestion pricing to manage traffic more efficiently and safely on one of Portland's busiest and most dangerous corridors and demonstrate the potential of pricing to reduce emissions.

In 2019 Metro Council sent a recommendation that ODOT "Look at alternatives and align urban design elements of the project and the lid to create active, safe, and usable spaces supportive of community visions." In response, the OTC directed ODOT to conduct the ICA, and retain a consultant to study alternatives for how the space on and around the highway covers could be designed and developed. The ICA team has developed three different scenarios, as well as several variants upon these scenarios for the Rose Quarter ESC to consider at its next meeting. The purpose of this strategic discussion is for Council to weigh these scenarios and recommend a preferred scenario for Metro to endorse when the ESC meets on June 28.

## **BACKGROUND**

The Rose Quarter project adds auxiliary lanes and shoulders on I-5 between Interstate 84 and Interstate 405 as well as highway covers, bicycle and pedestrian facilities, and improved intersections on surface streets in the Rose Quarter to improve safety and mobility for all travelers and support the revitalization of Historic Albina, which was once the center of Black community life in Portland.

In April 2020, the Metro Council adopted a set of values, outcomes, and actions for the Rose Quarter Improvement Project (attached), stating that "Council's support for the project is

contingent on a clear commitment from the OTC to the outcomes listed below.” The RQ ESC, which includes representatives of Metro and other agency partners as well as community members, is responsible for overseeing the project and also adopted its own set of values and outcomes in October 2020. The two documents are organized around a shared set of values (restorative justice, multimodal mobility, reducing greenhouse gas emissions and air pollutants, and transparent and inclusionary decision-making). However, Metro Council’s values and outcomes provide greater detail about the actions that need to be undertaken to achieve these values, especially with respect to advancing the community’s vision for the Rose Quarter, implementing congestion pricing, and creating a sound and transparent governance structure for the project.

One of Council’s recommended actions for I5RQ was for ODOT to “appoint a landscape design team to inform a community-led decision-making process on highway cover design.” The ICA is the result of ODOT acting on this recommendation from Metro and other project partners. The ICA consultant team is charged with developing up to three design scenarios for the development, open space, and surface streets on and surrounding the highway covers, which will be located on top of I-5 between NE Hancock and NE Weidler streets. One of the ICA scenarios must be consistent with the assumptions and findings of the Environmental Assessment (EA) that ODOT has already completed for the I5RQ. The other two scenarios are not required to be consistent with the EA. The ICA team will also be making recommendations about how development on top of the cover should be governed and financed.

As summarized in the table below, the ICA plays a central role in addressing Metro Council’s adopted values and outcomes for the I5RQ project:

<b>Metro Council values and outcomes</b>	<b>Role of the ICA</b>
<i>Restorative justice:</i> A community-led visioning process elevates the voices of and benefits historically harmed and marginalized communities. <i>Transparent decision-making:</i> People with diverse backgrounds and expertise are brought together in local community spaces through engagement that is creative, intentional, and fosters community building. <i>Transparent decision-making:</i> Engagement efforts reach out to communities to foster a two-way dialogue that demonstrates how those conversations meaningfully inform decision making.	The ICA team has been engaging a broad variety of stakeholders, with a focus on Black Portlanders with connections to Historic Albina, to develop its scenarios.
<i>Restorative justice:</i> Connectivity within neighborhoods and to job centers is increased, air quality and noise are improved, and active, safe, and usable spaces are created in the Albina community. <i>Reduce greenhouse gas emissions:</i> A more efficient transportation system is achieved that improves traffic flow of the highway and improves and increases multi-modal mobility in the project area.	The ICA scenarios recommend changes to the street network in the project area that affect how people access and move through the area.
<i>Reduce greenhouse gas emissions:</i> Air quality is improved and impacts to human health are minimized in the project area, particularly for communities of color disproportionately impacted by air toxins.	The scenarios change the location of development and open space relative to highway interchanges and major roads, which affects users’ exposure to noise and air pollution.

<b>Metro Council values and outcomes</b>	<b>Role of the ICA</b>
<i>Restorative justice:</i> Community stability and value are restored and pathways are paved for wealth generation in the Albina community in both the short and long-term.	The ICA scenarios create developable space that can host Black-owned businesses and organizations that serve the Black community, as well as open space and other design elements that create a sense of place for the Black community.
<i>Transparent decision-making:</i> The process is community-led and supported by a clearly defined governance structure that is responsive to information, feedback, and insight gained through engagement. <i>Transparent decision-making:</i> All stages of the process reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes, ensuring there is consensus on the scope and that the project ultimately meets needs at every scale.	The ICA team is recommending the creation of an independent governance body led by the Black community and with participation from the full range of public agencies that have influence over development decisions.
<i>Greenhouse gas emissions:</i> A complete project that incorporates highway lid designs realizing the vision set forth by the Albina Vision Trust, improving development opportunities in the community, and enhancing connectivity of the local street network, particularly for transit, bicycle, and pedestrian users.	Albina Vision Trust is currently developing its vision in parallel with the ICA scenarios. The ICA team is coordinating with the Trust to get their input on the scenarios.

The ICA team has developed its scenarios over the past 10 months based on feedback from the public and stakeholders, direction from relevant plans and policies, and its own technical analysis of how different design alternatives. The ICA process was structured around three iterative work sessions, each of which was delivered in several different formats:

- A workshop focused on Black people and organizations that serve the Black community. Roughly 45 attendees, the majority of them Black, have attended all three workshops.
- An online open house that is open to the general public.
- Discussions with both the Rose Quarter ESC and the Historic Albina Advisory Board, a committee of Black people with ties to Historic Albina convened by ODOT to advise on the I5RQ project.

The ICA team began its work in earnest in Fall 2020 with a review of background documents, including prior I5RQ technical work, relevant plans and policies from stakeholder agencies, feedback received by ODOT to date. During February and March 2021, the ICA team held its first work session to understand community priorities for the highway covers. This was followed by another work session in April to gather feedback on preliminary design concepts and a third one in May and June to evaluate and refine the final scenarios.

The ICA team collected feedback on six different preliminary design concepts in order to arrive at the three scenarios that the ESC is now considering. These design concepts included the design currently assumed in the I5RQ EA and five alternative concepts referred to by number (Concept 1, Concept 2, etc.) with higher numbers generally indicating concepts with greater deviation from the EA. Under these concepts, the ICA team

explored several changes from the EA design, including creating more developable space on and around the highway covers, reconfiguring and/or completing the surface street network, and, in Concepts 4 and 5, relocating freeway interchanges to the southern end of the project area.

Community feedback from the second workshop showed the greatest support for Concepts 4 and 5. The ICA team's technical analysis found that these two concepts did the most to advance the project values, and Metro staff also determined that Concepts 4 and 5 best meet Council's adopted values because they create more high-quality developable space, complete major street connections across I-5, and reduce exposure to pollution and noise by relocating interchanges.

The ESC is now considering three scenarios as it makes its final recommendation. These three scenarios, which share numbers with the design concepts from which they were developed, are:

- Scenario 1: Flint and Broadway, fulfills the requirement that the ICA study a scenario that is consistent with the EA, but makes several changes from the current project design, including prioritizing development rather than open space on and around the highway covers and connecting N Flint and NE Hancock over I-5 in lieu of constructing a new bicycle/pedestrian bridge.
- Scenario 4: Center on the Cover, relocates freeway interchanges to the southern end of the project and merges N Vancouver with N Flint as it crosses over I-5 in order to create a large civic center with a mix of development and open space on and around the cover. This scenario is not consistent with the EA and could require further environmental analysis.
- Scenario 5: Restore the Grid, relocates freeway interchanges to the southern end of the project and completes a number of street crossings over I-5 to create a street grid and development pattern on top of the covers that is consistent with the surrounding neighborhood. This scenario is not consistent with the EA and could require further environmental analysis.

Staff will share slides at the work session on June 15 that summarize key characteristics of each of these scenarios, including key design features, the amount of developable land created, updated project cost estimates that account for the cost of building the covers, and the ICA's assessment of how each scenario would impact the project values and schedule. It is important to note that this assessment summarizes a much more detailed technical analysis that the ICA team is still in the process of updating as it helps ESC prepare to make a final recommendation.

The timeline for the ICA process is as follows:

October 2020	Review of background documents (prior I5RQ technical work, relevant plans and policies from stakeholder agencies, feedback received by ODOT to date)
February-March 2021	Work Session #1 to understand community priorities for the highway covers

April 2021	Work Session #2 to gather feedback on preliminary design concepts
May-June 2021	Work Session #3 to evaluate and refine final scenarios
June 22, 2021	Historic Albina Advisory Board meets to recommend preferred ICA scenario to ESC
June 28, 2021	ESC recommends a preferred ICA scenario to the OTC
July 15, 2021	OTC meets to consider ESC's recommendation

## **ATTACHMENTS**

Metro Council I-5 Rose Quarter Project Values, Outcomes, and Actions  
ICA Scenario Background and Assessment Slides

[For work session:]

- Is legislation required for Council action? ☐ Yes    ☒ No
- If yes, is draft legislation attached? ☐ Yes    ☒ No
- What other materials are you presenting today? Powerpoint presentation

## I-5 Rose Quarter Project: Values, Outcomes, and Actions

*Metro Council's support for the I-5 Rose Quarter Project is contingent on a clear commitment from the Oregon Transportation Commission to the outcomes listed below. This document will guide all Metro decisions and review of future funding requests for the project.*

### **Value: Advancing racial equity and committing to restorative justice**

#### **OUTCOMES**

- Institutional leadership demonstrates an explicit commitment to restorative justice.
- A community-led visioning process elevates the voices of and benefits historically harmed and marginalized communities.
- Connectivity within neighborhoods and to job centers is increased, air quality and noise are improved, and active, safe, and usable spaces are created in the Albina community.
- Community stability and value are restored and pathways are paved for wealth generation in the Albina community in both the short and long-term.
- The wealth that was taken from the historic Albina community due to the construction of I-5 is recognized and the impacts of development of the Moda Center, Coliseum, and Convention Center are acknowledged.
- Disadvantaged Business Enterprise (DBE) opportunities are maximized at every phase of the construction project to gain jobs and address specific minority contracting needs in Portland.

#### **ACTIONS REQUESTED**

- Coordinate with the Albina Vision Community Investment plan (funded by a Metro grant) to take into account the land value created by this project and the urban design features described in the Albina Vision.
- Appoint a landscape design team to inform a community-led decision-making process on highway cover design.
- Set a new standard for State design and contracting practices for local minority-owned contractors and small businesses that incorporates prime-contractor development programs, workforce development opportunities, anti-displacement and restorative community building investment, and wealth creation and land ownership opportunities.
- Establish a committee to oversee implementation of the DBE contracting process.

### **Value: Increase multi-modal mobility and implement congestion pricing to reduce greenhouse gas emissions**

#### **OUTCOMES**

- Congestion pricing is implemented as part of the project to both manage transportation demand and traffic, and generate revenue while maximizing limited transportation funding resources
- A more efficient transportation system is achieved that improves traffic flow of the highway and improves and increases multi-modal mobility in the project area.
- Economic growth is enhanced by capitalizing on opportunities for supporting goods movement reliability within the statewide network.



- A complete project that incorporates highway lid designs realizing the vision set forth by the Albina Trust, improving development opportunities in the community, and enhancing connectivity of the local street network, particularly for transit, bicycle, and pedestrian users.
- Air quality is improved and impacts to human health are minimized in the project area, particularly for communities of color disproportionately impacted by air toxins.

#### ACTIONS REQUESTED

- Synchronize the project timeline with the I-5 tolling program, so that any analysis of traffic and greenhouse gas emission benefits of the project also incorporates pricing strategies for managing traffic.
- Link the project with larger I-5 corridor planning efforts by taking into account the transportation needs of the entire corridor, as well as the potential impacts to people living along the entire I-5 corridor.
- Implement congestion pricing on this segment of I-5 as soon as possible and prior to completing the project.

#### **Value: Engaging stakeholders through a transparent and inclusionary decision-making process**

#### OUTCOMES

- People with diverse backgrounds and expertise are brought together in local community spaces through engagement that is creative, intentional, and fosters community building.
- Engagement efforts reach out to communities to foster a two-way dialogue that demonstrates how those conversations meaningfully inform decision making.
- The process is community-led and supported by a clearly defined governance structure that is responsive to information, feedback, and insight gained through engagement.
- All stages of the process reflect the shared power of the community and local, regional, and state government to influence project decisions and outcomes, ensuring there is consensus on the scope and that the project ultimately meets needs at every scale.
- Communication and collaboration with interagency partners is clear, consistent, and predictable, and there is demonstrated alignment regarding and accountability for project outcomes.

#### ACTIONS REQUESTED

Additional potential actions requested from ODOT toward furthering this outcome:

- Provide more detail about the roles and expected deliverables of the Community Advisory Committee (CAC) and Executive Steering Committee (ESC), as well as how committee feedback will be incorporated into project timelines and milestones.
- Clearly define how feedback mechanisms will function between the CAC, ESC, participating agencies, ODOT staff, and the Oregon Transportation Commission (OTC).
- Clearly describe to agency partners how the OTC's 11 actions will be incorporated into the project and have timelines synchronized in a way that ensures transparency and accountability.
- Develop a partner agency agreement (e.g., IGA, MOU) that outlines how collaboration will continue as part of a process that incorporates these outcomes, completes these identified actions, and commits to project principles and values.

June 7th  
2021

ESC Work  
Session 3

ODOT // I-5 Rose Quarter Improvement Project

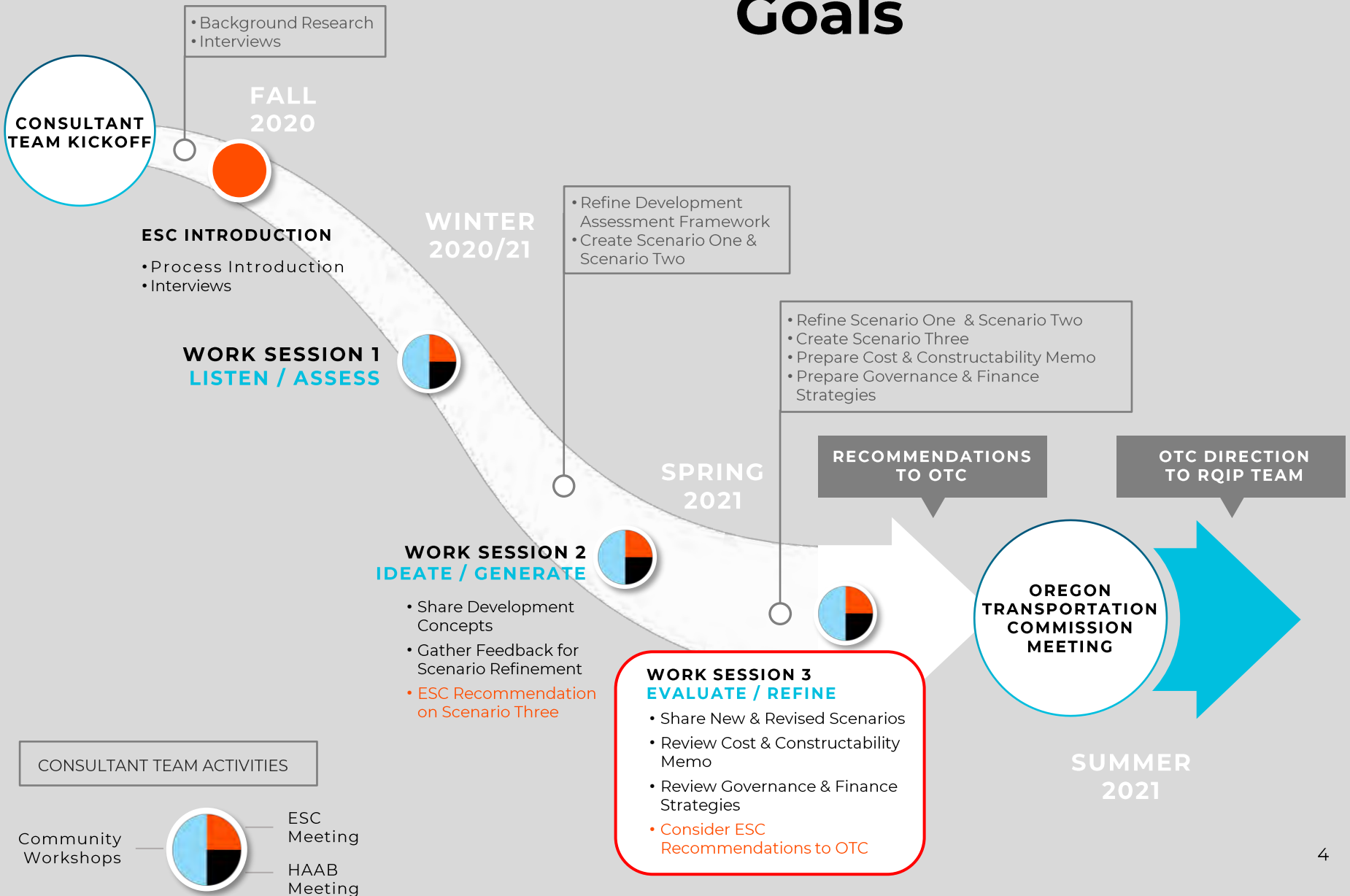
# Independent Cover Assessment

ZGF

**INDEPENDENT**  
COVER ASSESSMENT

**I-5 ROSE QUARTER**  
IMPROVEMENT PROJECT

# Purpose and Goals



# ICA Team

## Cost + Constructability Parameters

- 01 ICA's scenario designs are conceptual, but confirmed all as technically feasible based on applicable state and national standards
- 02 ICA's cost estimates are rough order of magnitude, based on recommended practice and ODOT Estimating Manual. All three scenarios studied (1, 4, & 5) are roughly the same cost. ICA cost estimates assume 2-story buildings on the cover, with an additional cost noted for up to 5-story buildings.\*
- 03 The RQIP's Environmental Assessment (EA) purpose and need was to add auxiliary lanes and shoulders to reduce congestion and improve safety on I-5. To increase restorative justice outcomes, the ICA team is recommending a narrow reevaluation of the EA, which could add 6-18 months to project schedule.

*\* Final ICA Cost will itemize costs*

## Highway Cover Governance Structure

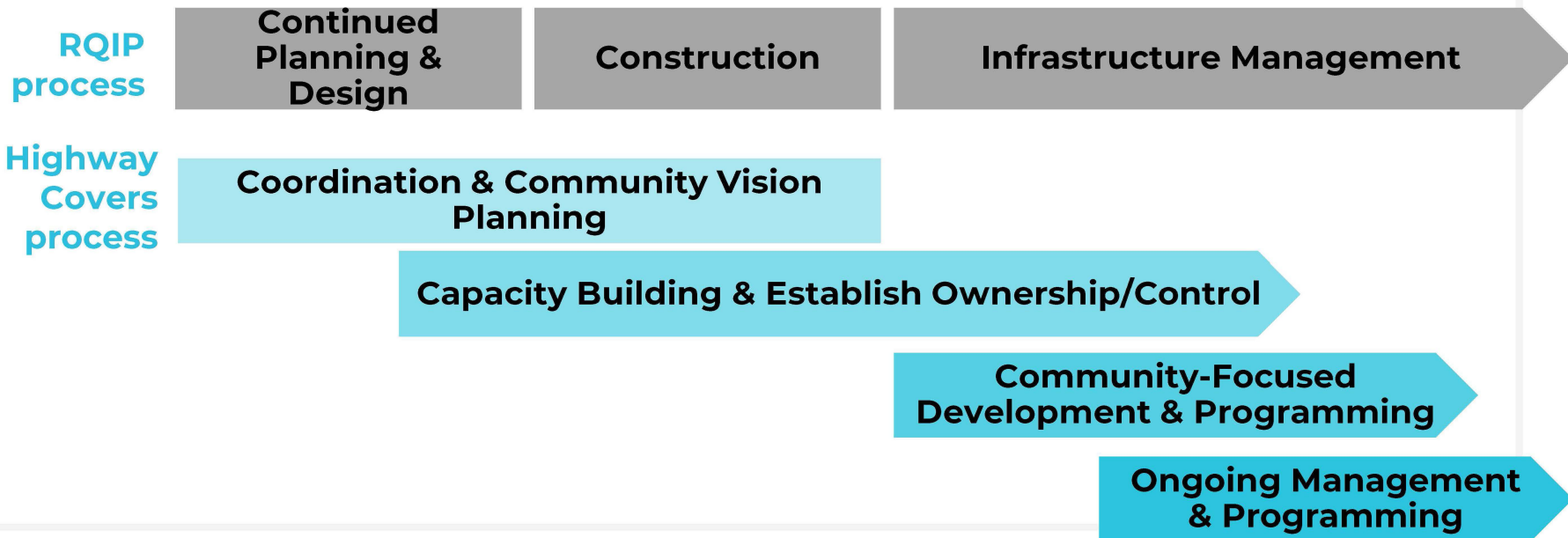
Linking the creation of new highway covers to restorative justice for the Black Historic Albina Community requires a governance structure that:

- **Establishes a clear role for Black community members in the remaining planning process for, and construction of, the highway covers** (including through the creation of a governance entity and through direct involvement in contracting/construction).
- **Empowers members of the Black Historic Albina Community** – those who have been most impacted by the project – to be involved in decisions around design and delivery of the highway covers, and **to plan for future development on and around the covers.**
- **Creates a path to ownership and/or control of the developable area on the covers and remnant lands surrounding the covers** to implement the community's vision through the creation of new housing, community facilities, and commercial spaces, and through community-focused programming.

# Own it

## Highway Cover Governance Structure

The governance entity for the highway covers should be established now, providing time for input on the highway covers and ample time to build capacity while the RQIP is completed.





# Benefit into the future...

1. Establish a **Black community development corporation (CDC)**, along with a **Black-controlled land trust**
2. Create **affordable rental and ownership business spaces**
3. Black **food sovereignty center/market**
4. Create **permanently affordable rental and ownership housing**
5. Create quality, culturally appropriate, **affordable childcare and childhood development center**
6. Develop a **cultural health and wellness center**
7. Establish a **job training and development center**
8. A **large, accessible outdoor community gathering space**
9. Develop a **Black cultural center** that showcases the **history of Black Portland**
10. Develop **public realm aesthetics and art installations that reflect Black culture**

An aerial photograph of a city, showing a mix of residential buildings, commercial structures, and green spaces. A prominent multi-lane highway runs horizontally across the middle of the image. The entire image is covered with a semi-transparent teal filter. Centered over the image is the text "Scenario Elements" in a white, bold, sans-serif font.

# Scenario Elements



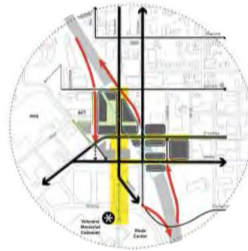
# Scenarios



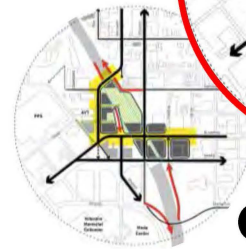
EA



**Concept 1**



Concept 2



Concept 3



**Concept 4**

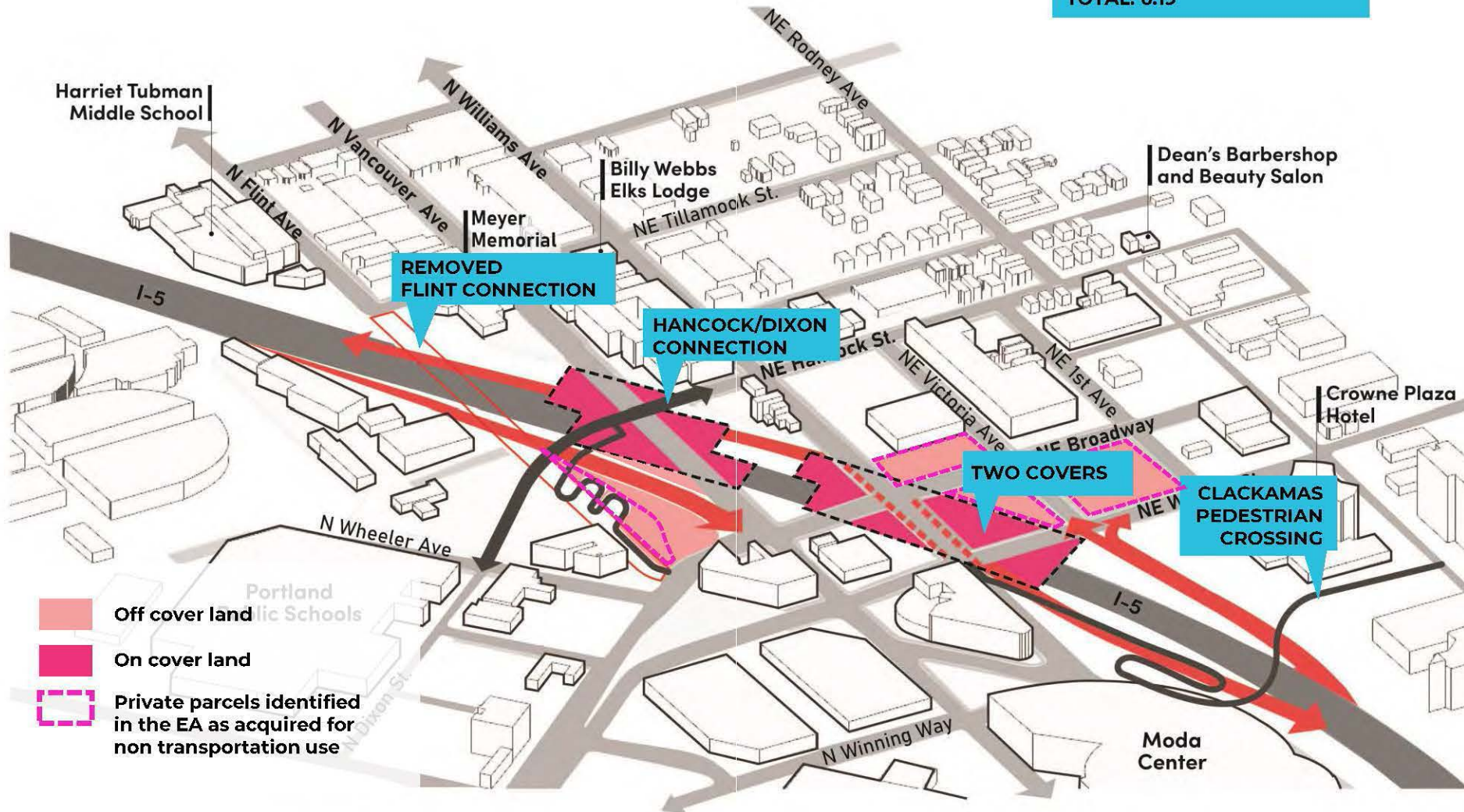


**Concept 5**

# Scenario Elements

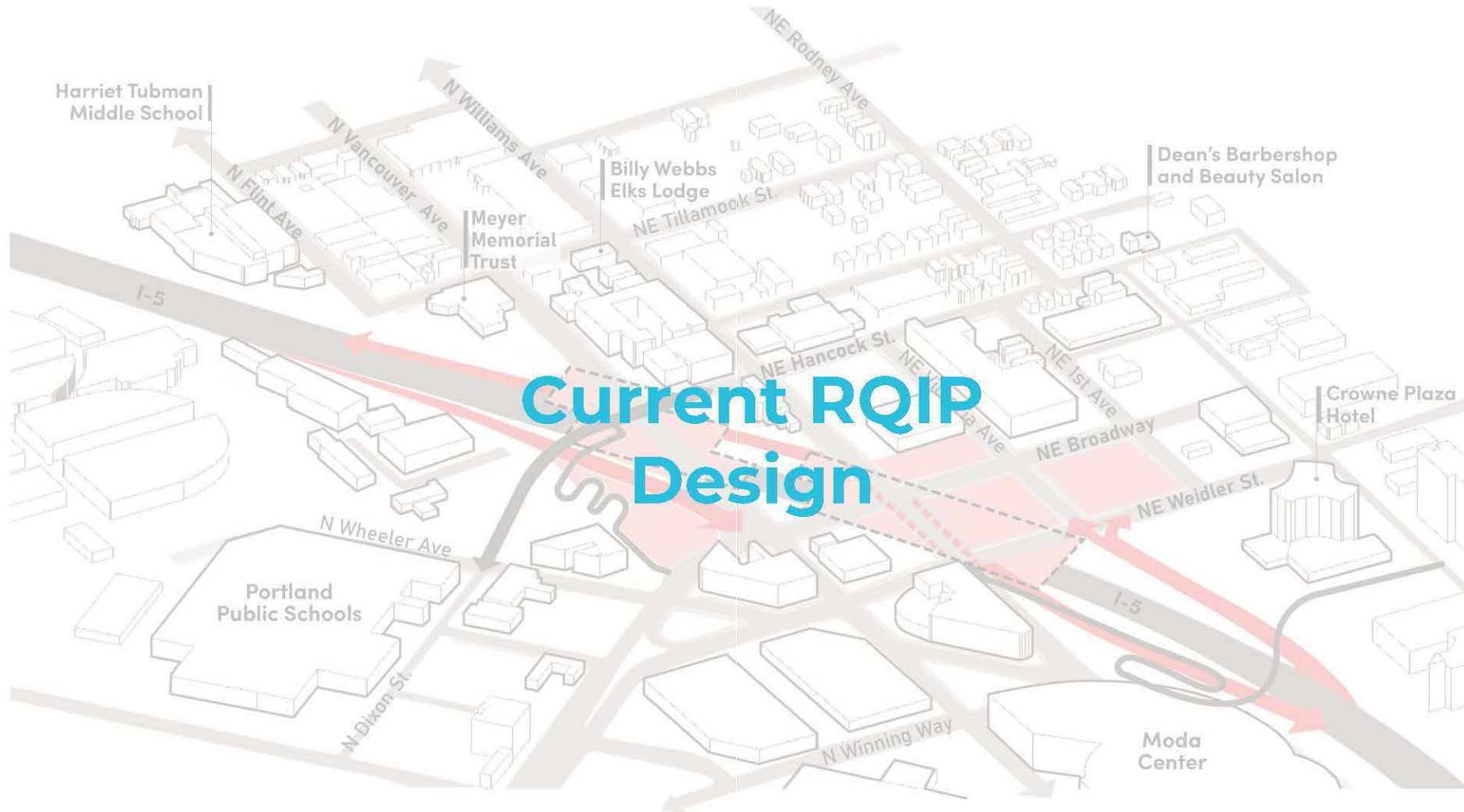
## EA (Environmental Assessment)

ON COVER LAND: 1.83 ACRES  
OFF COVER LAND: 4.36  
TOTAL: 6.19



# Scenario Elements

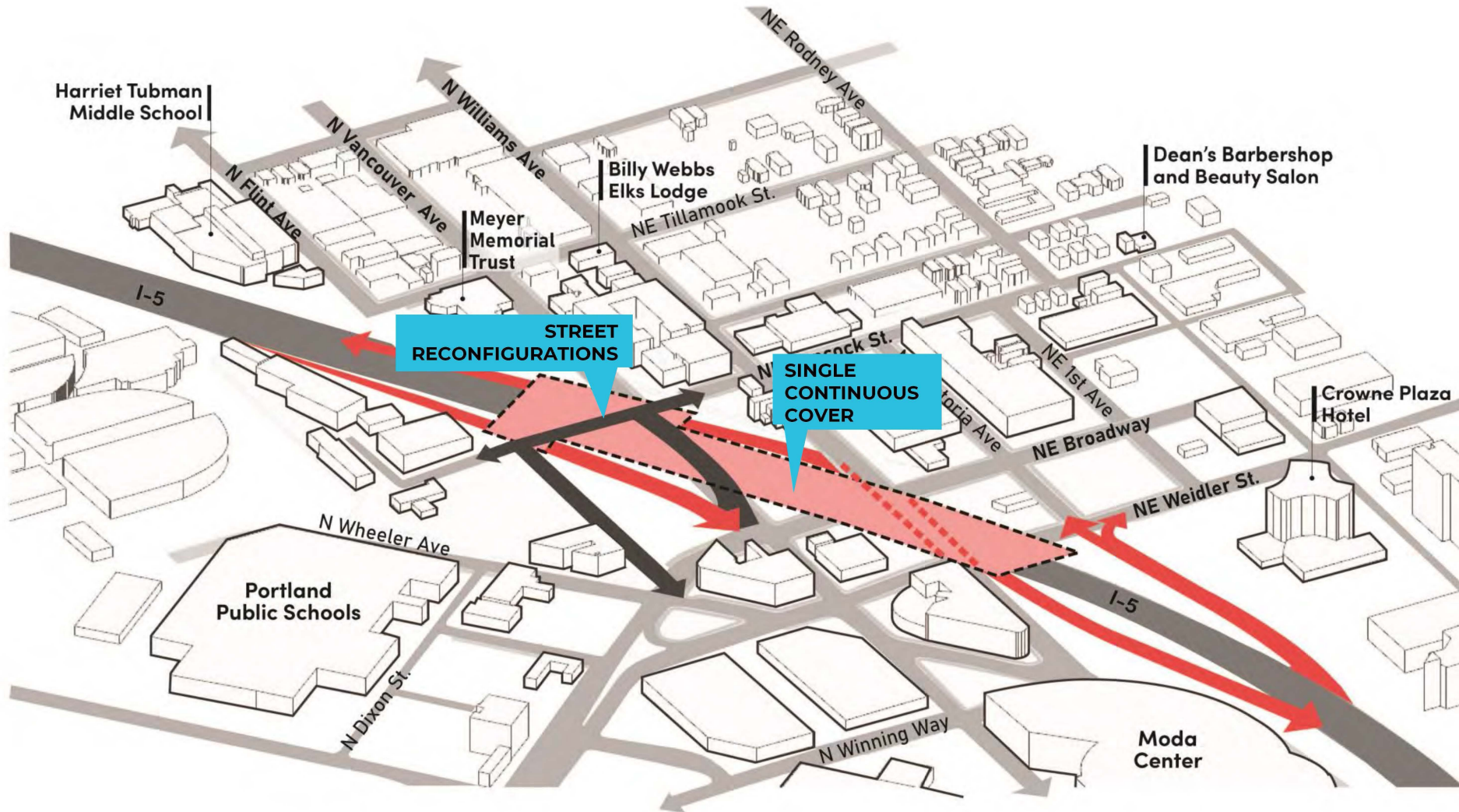
## EA (Environmental Assessment)





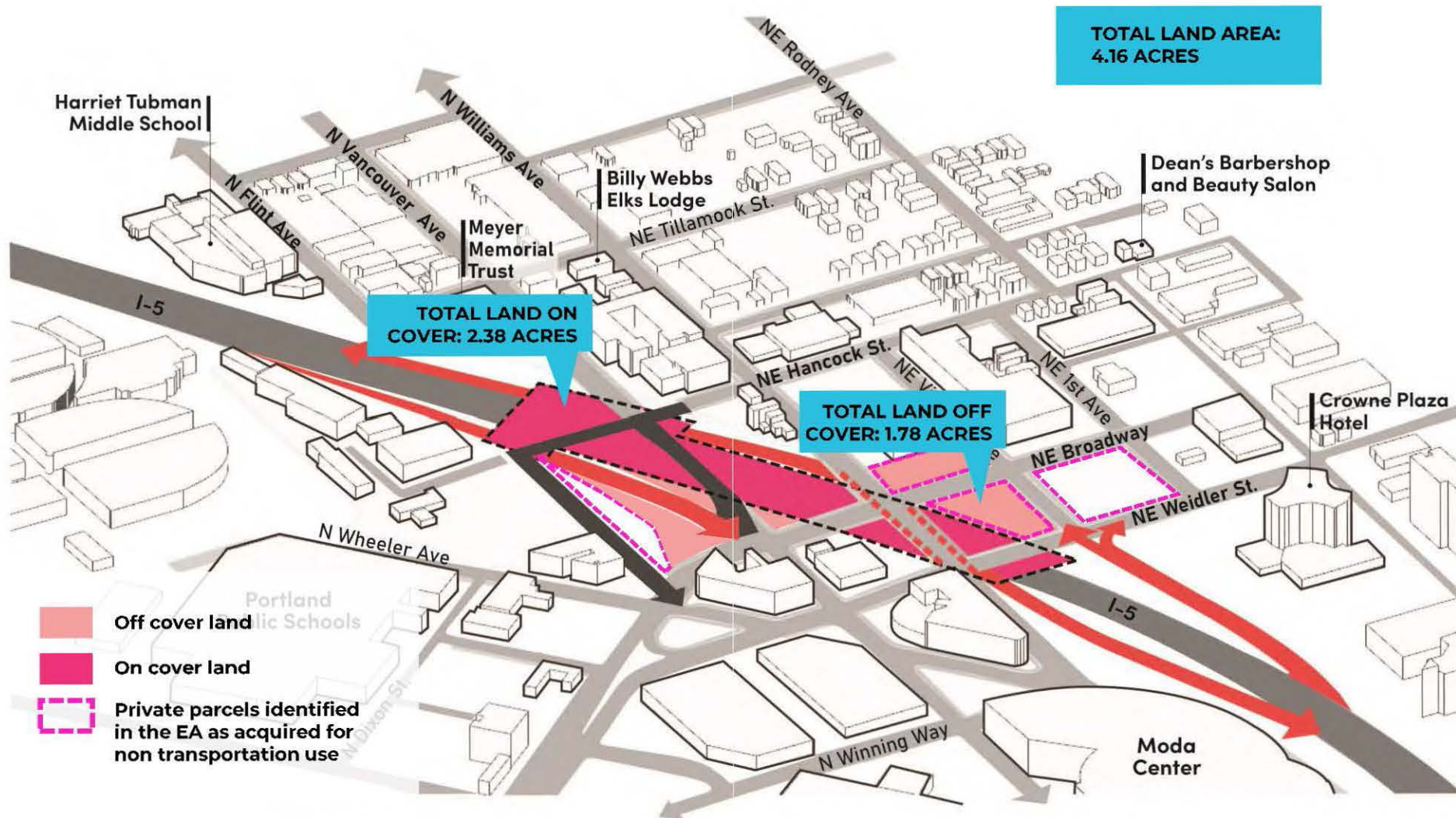
# Scenario Elements

## Current RQIP Design

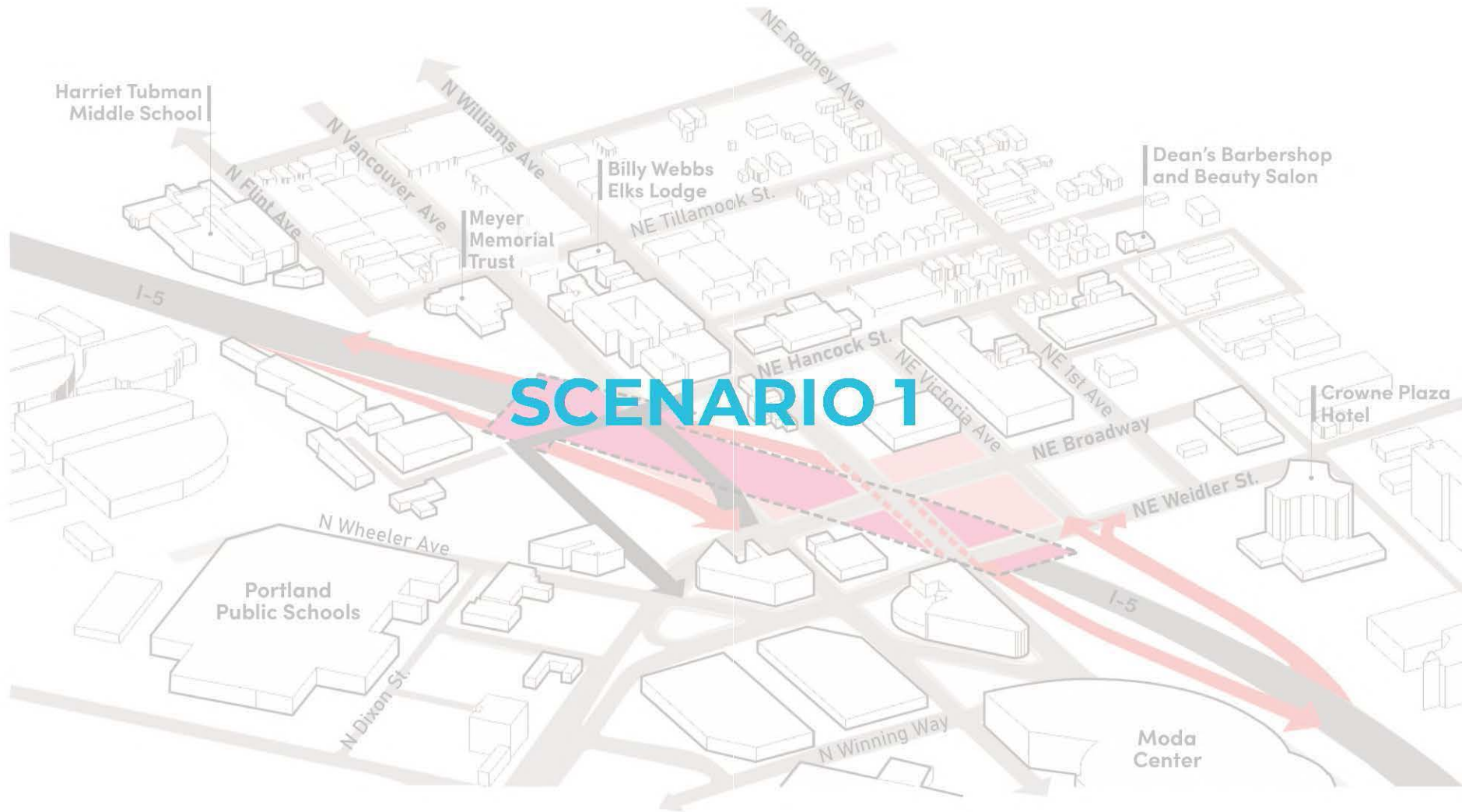


# Scenario Elements

## Current RQIP Design

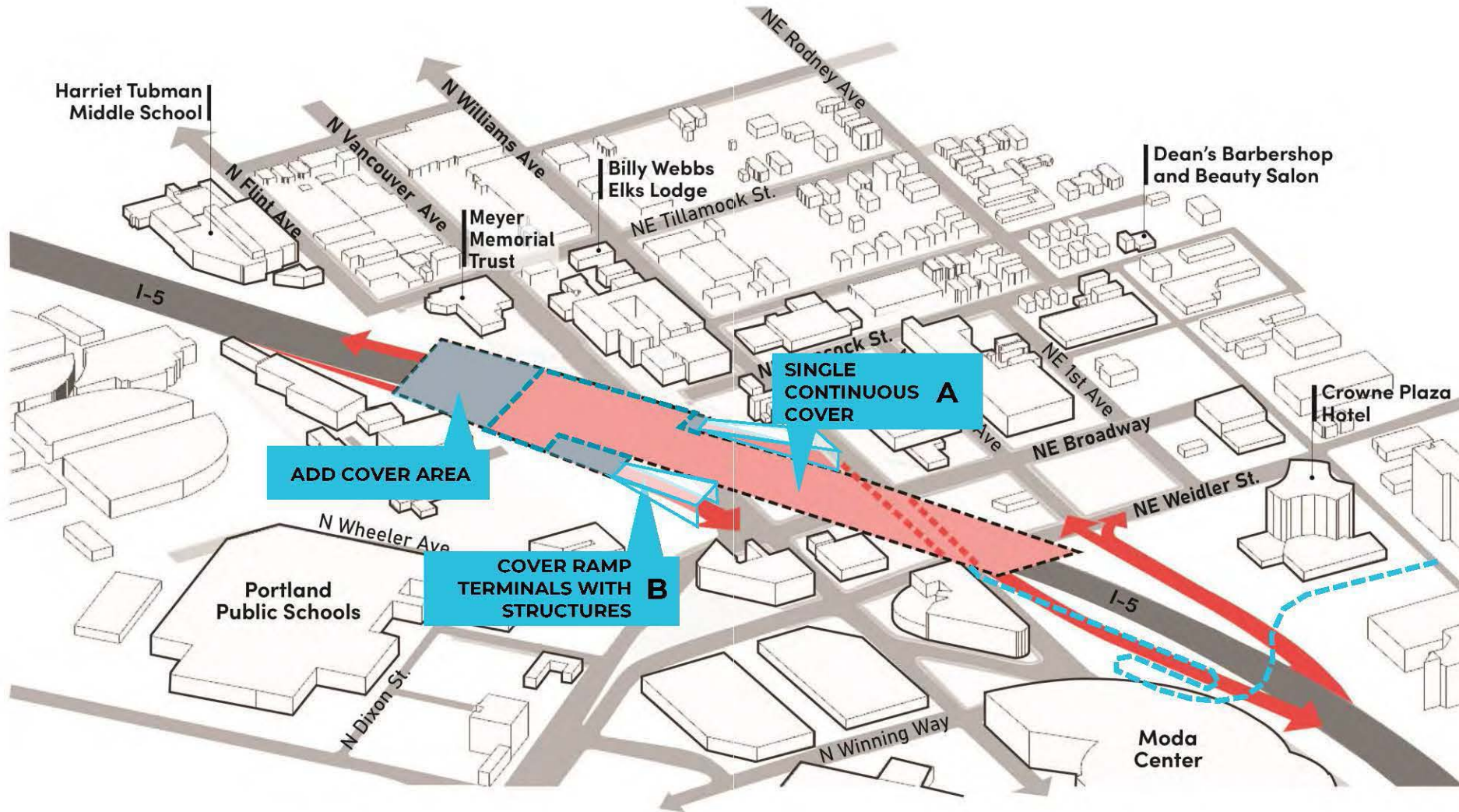






# Scenario Elements

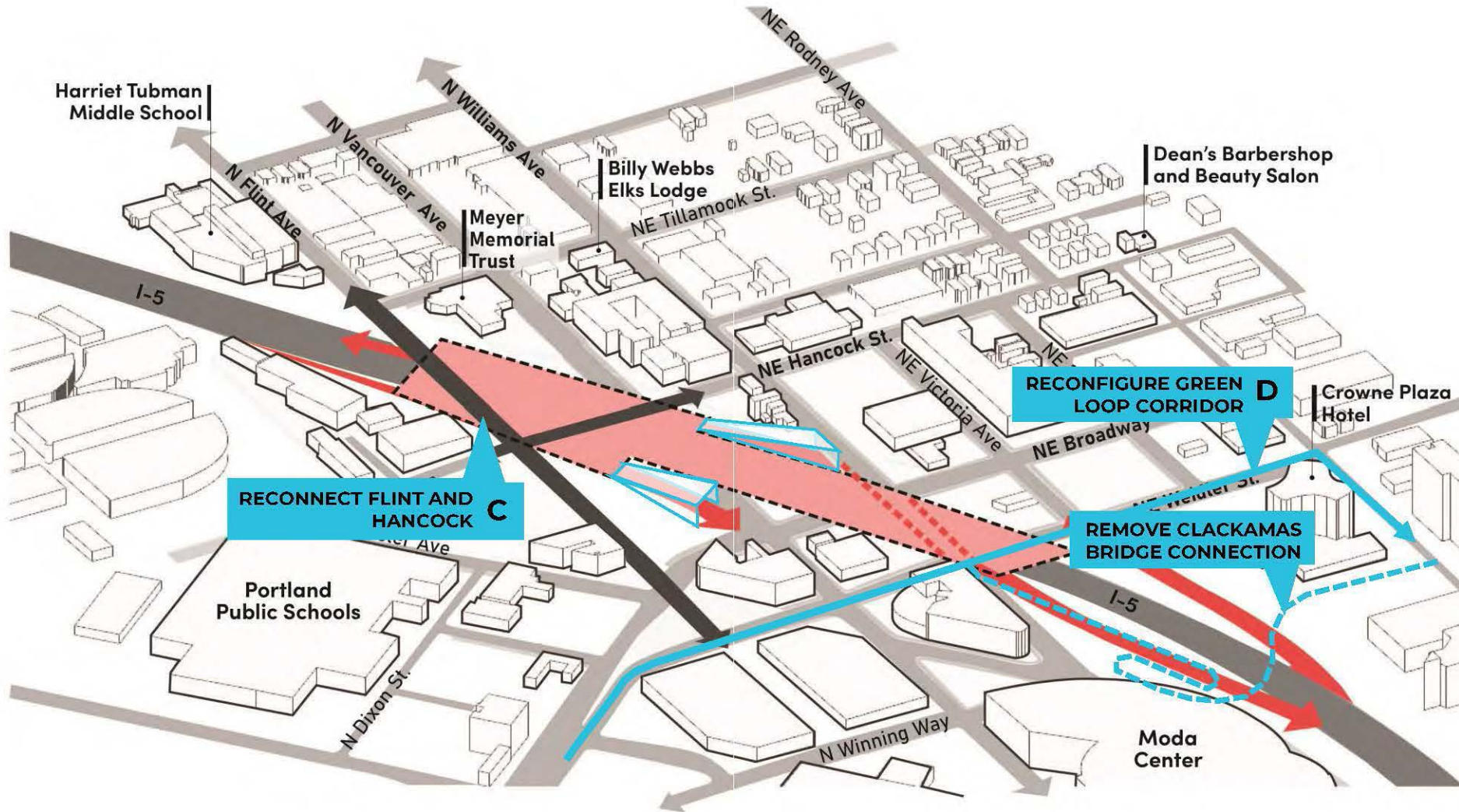
## Flint + Broadway (Concept 1)





# Scenario Elements

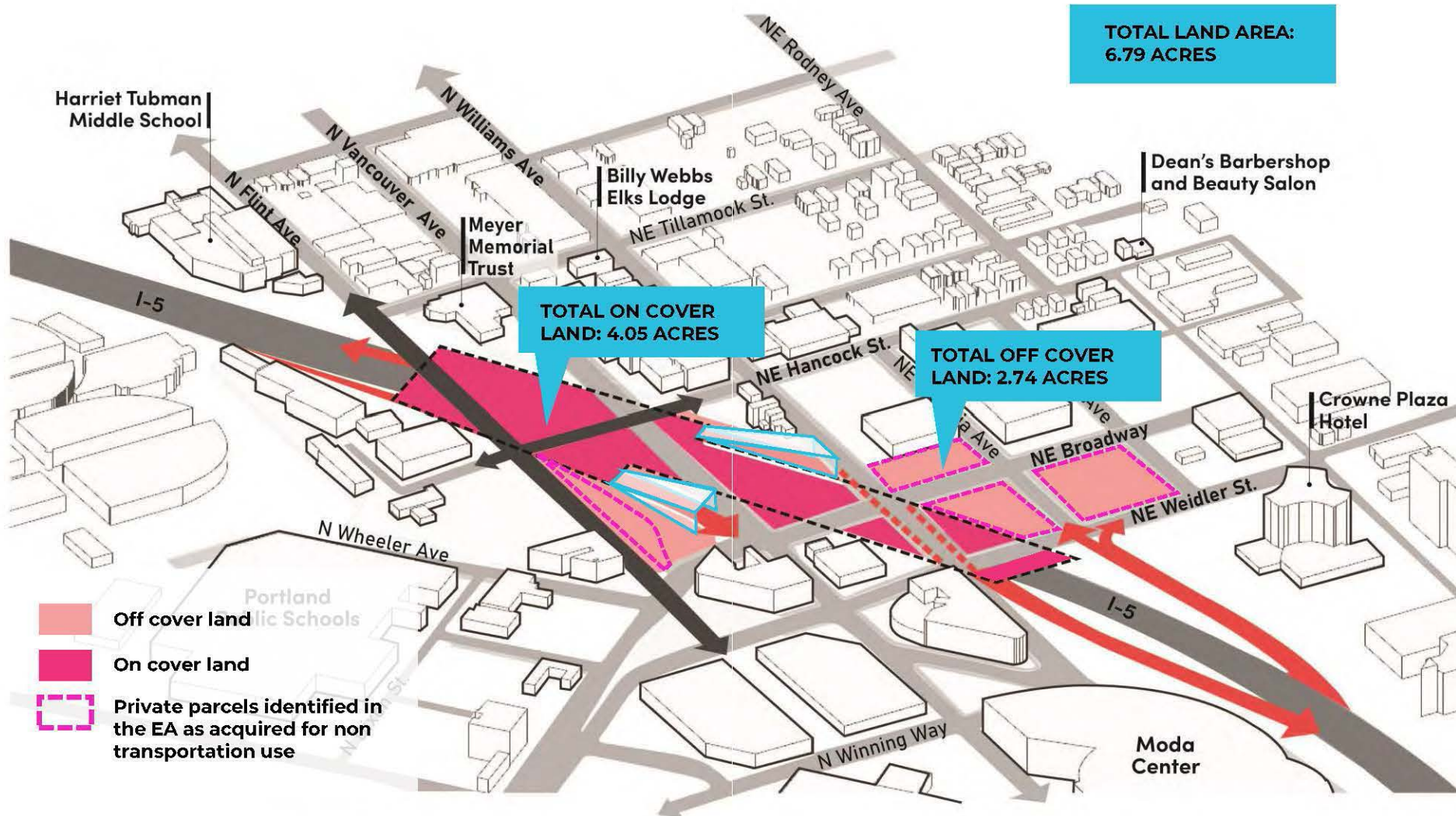
## Flint + Broadway (Concept 1)





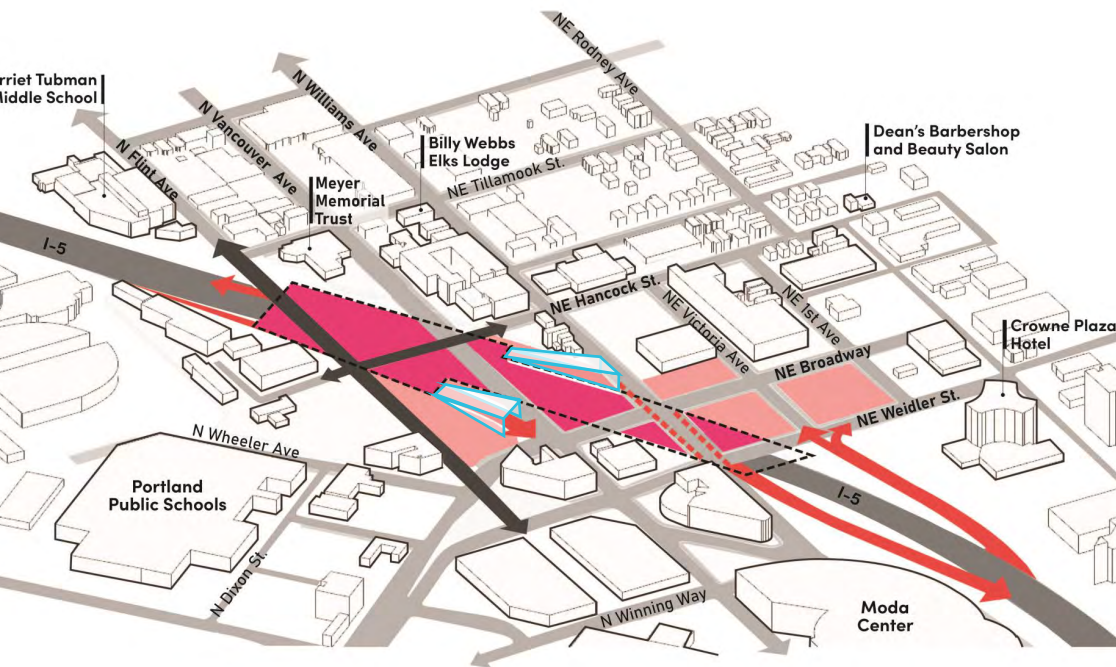
# Scenario Elements

## Flint + Broadway (Concept 1)



# Scenario Elements

## Flint + Broadway (Concept 1)



### Development Assessment Framework:

Community Wealth



Community Health



Community Cohesion



Mobility

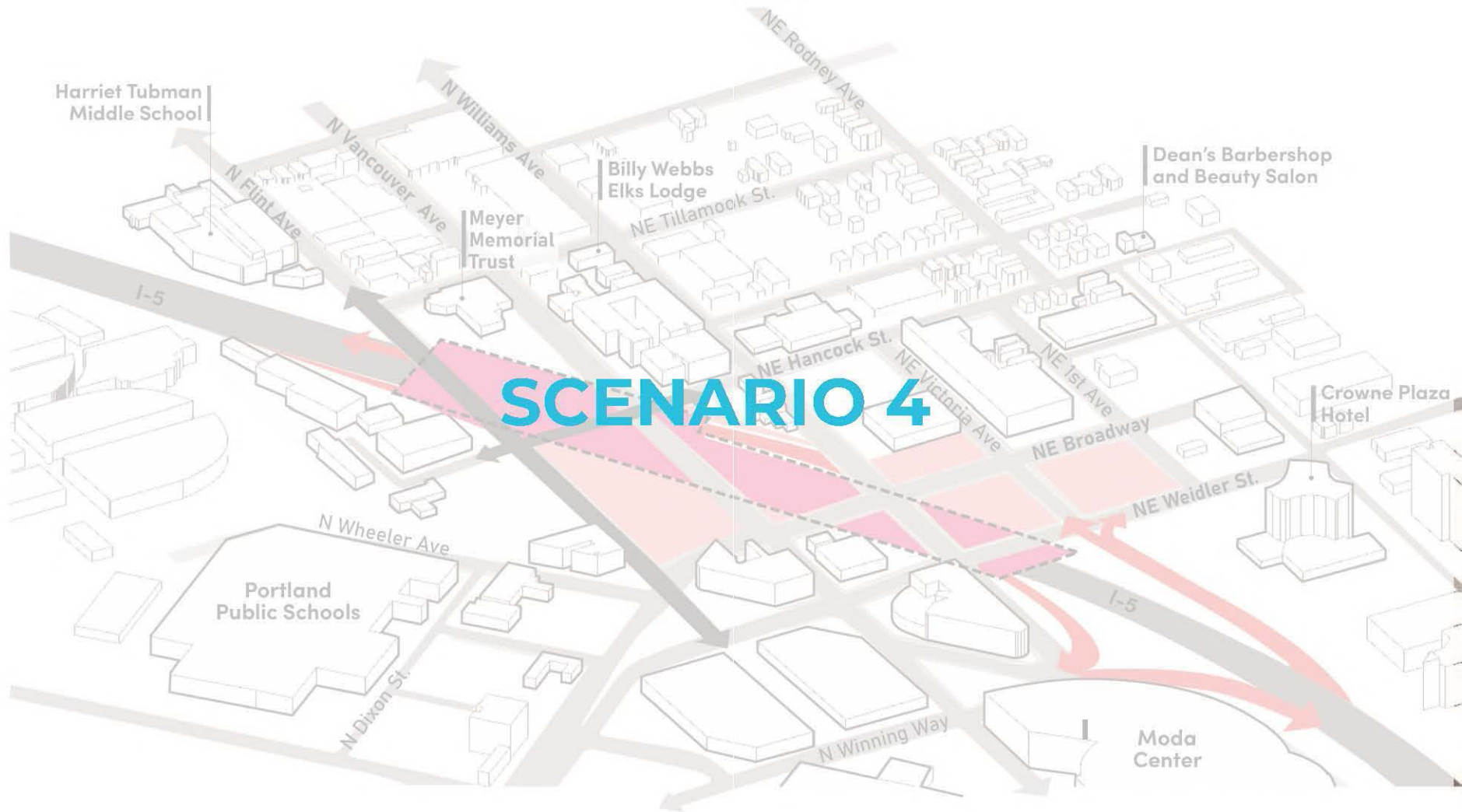


Schedule



**Total Land Area:** 6.79 Acres

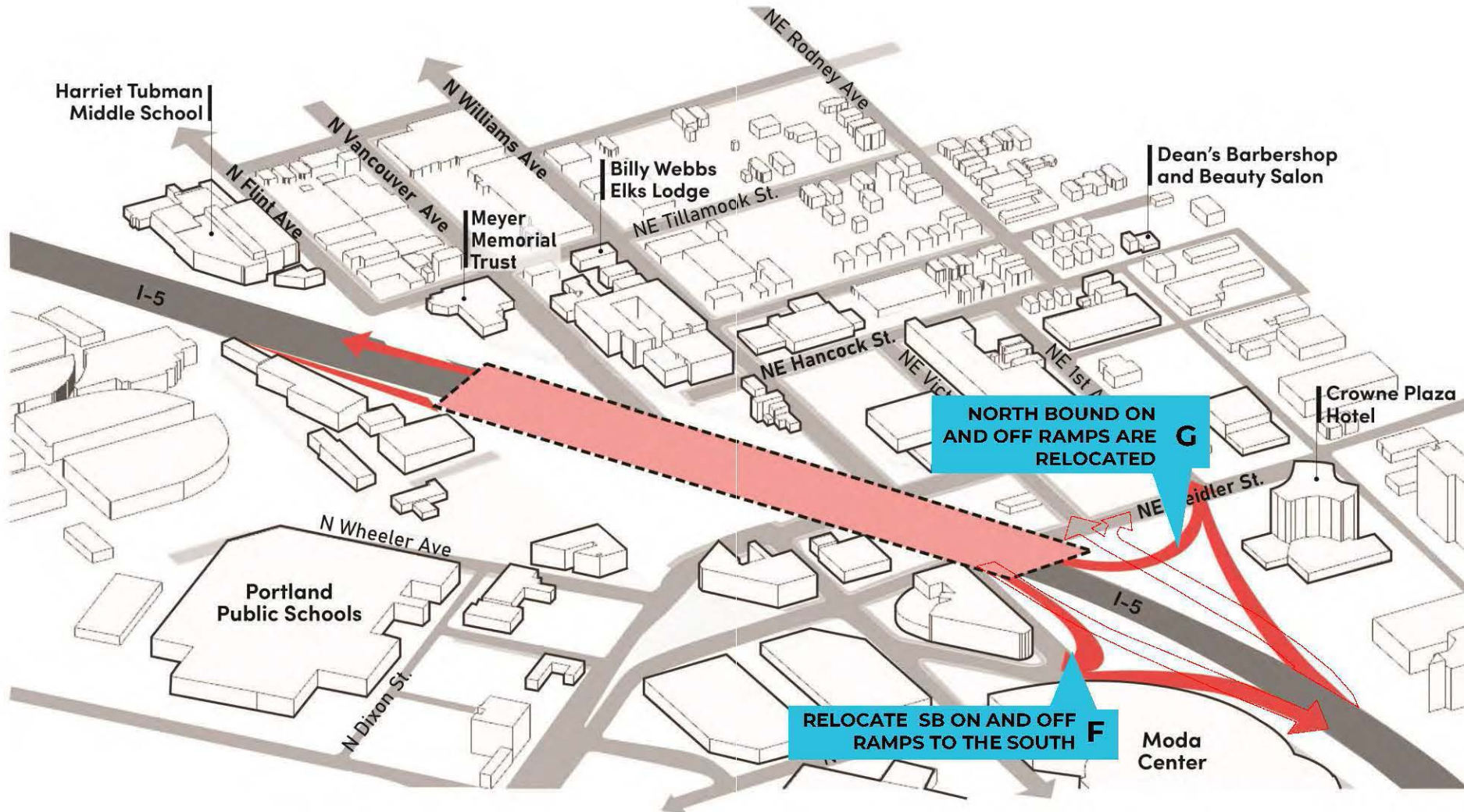
**Cost Estimate:** \$837,000,000- \$936,000,000





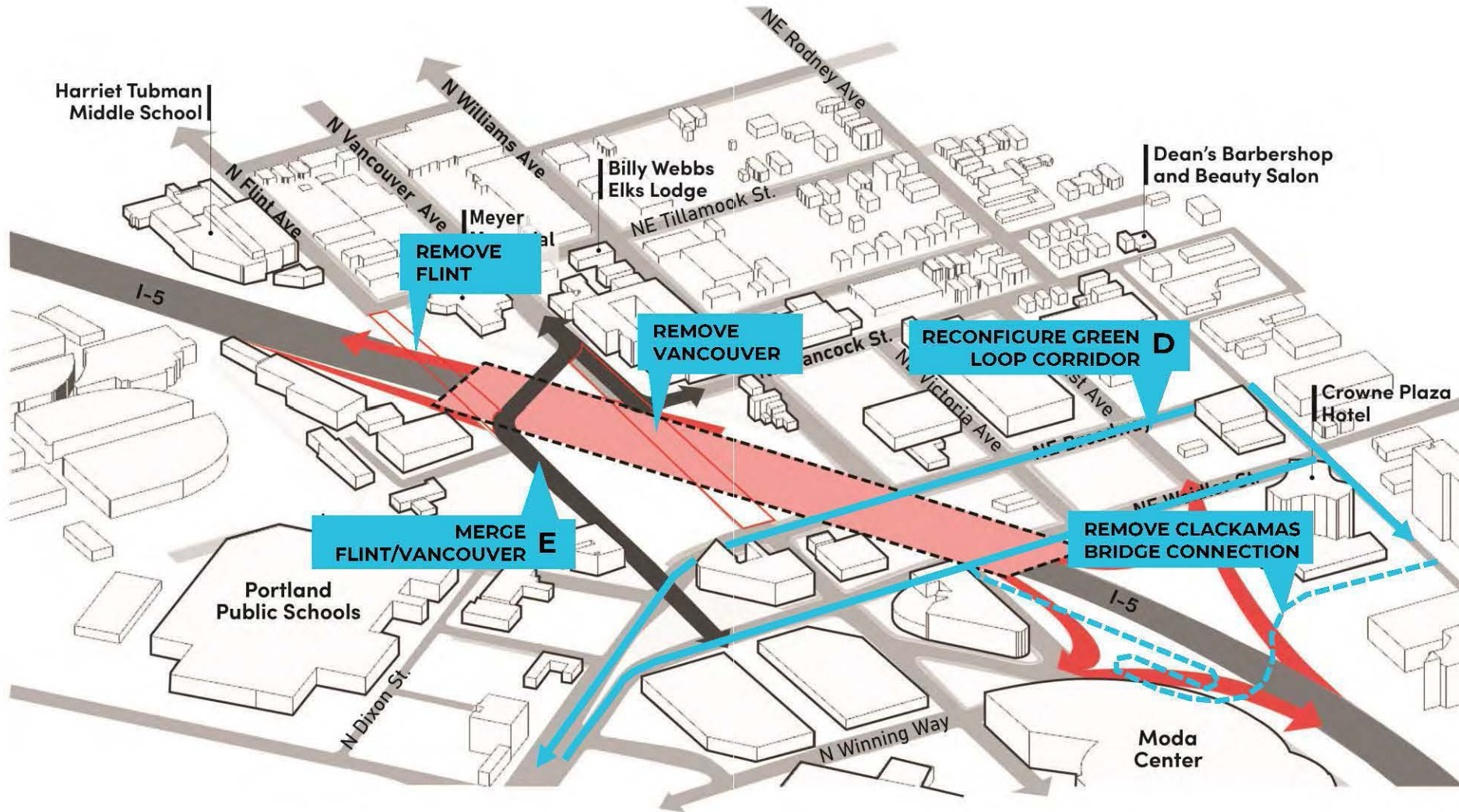
# Scenario Elements

## Center on the Cover (Concept 4)



# Scenario Elements

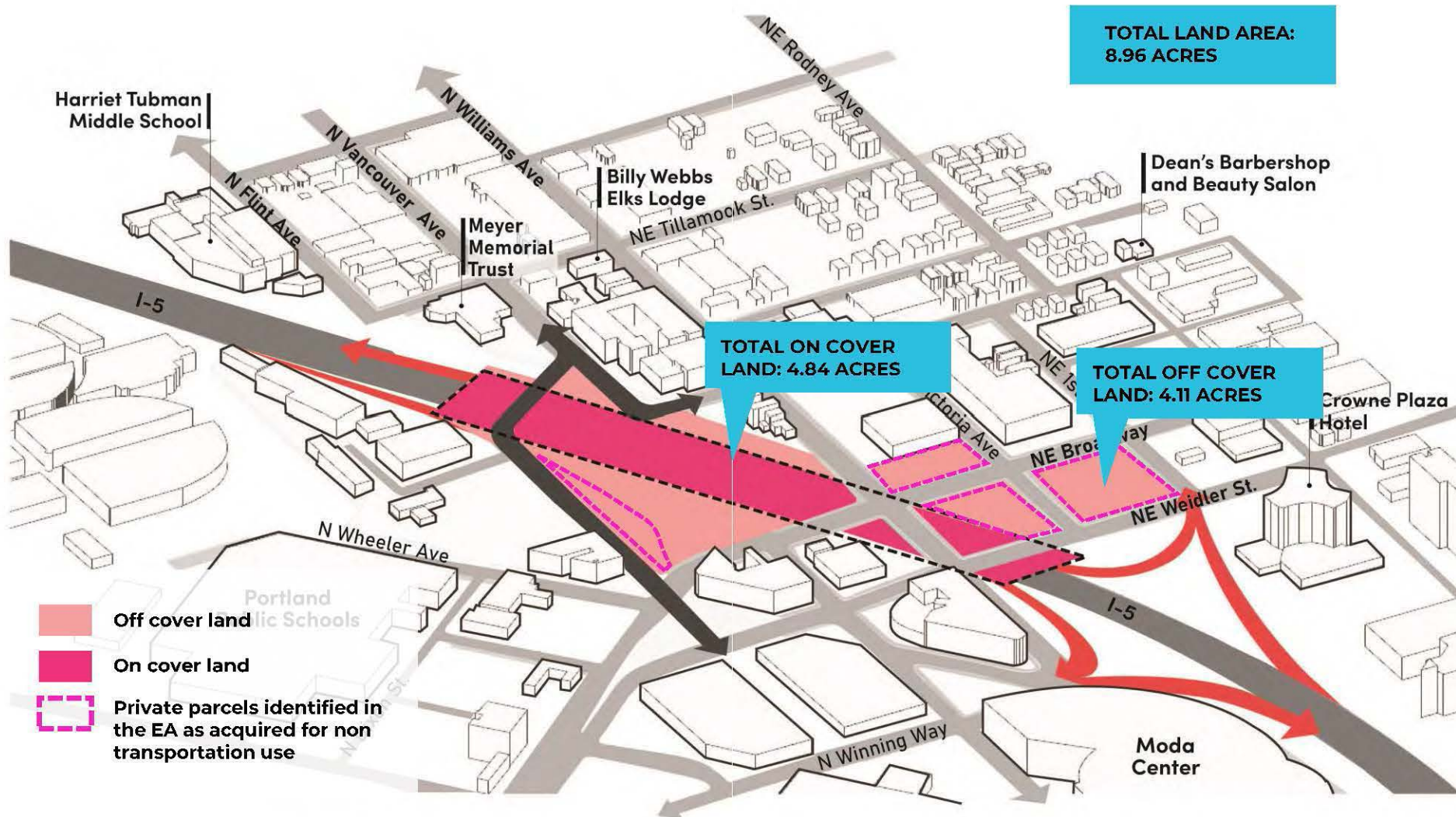
## Center on the Cover (Concept 4)





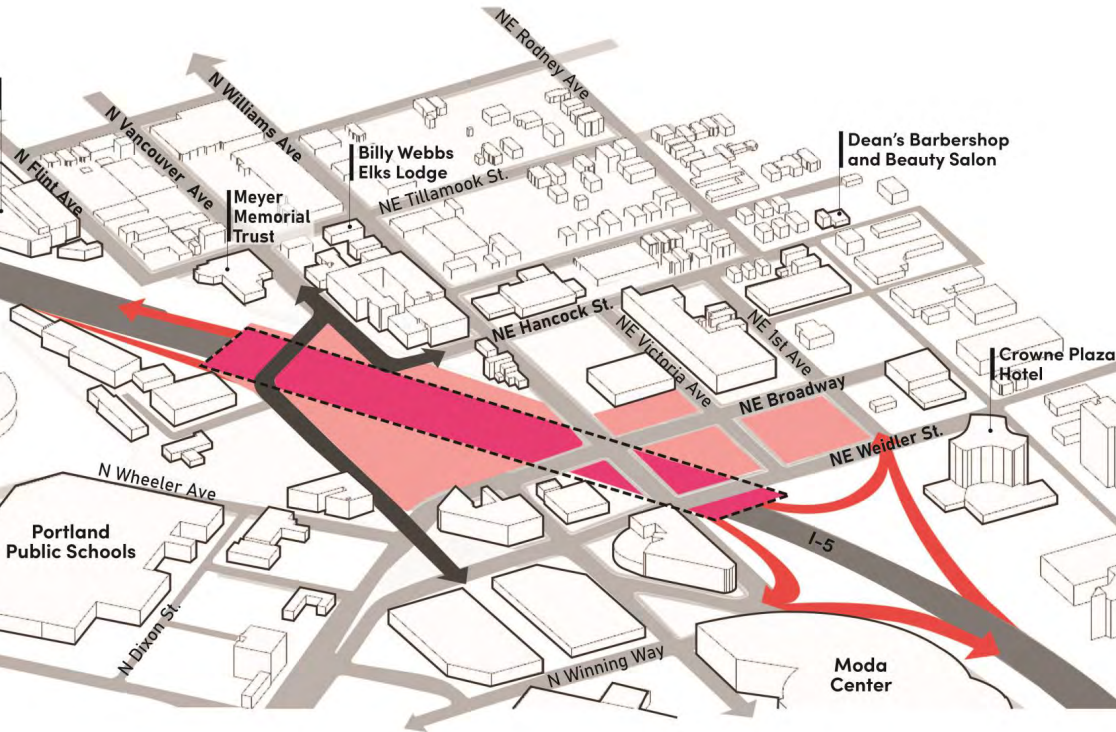
# Scenario Elements

## Center on the Cover (Concept 4)

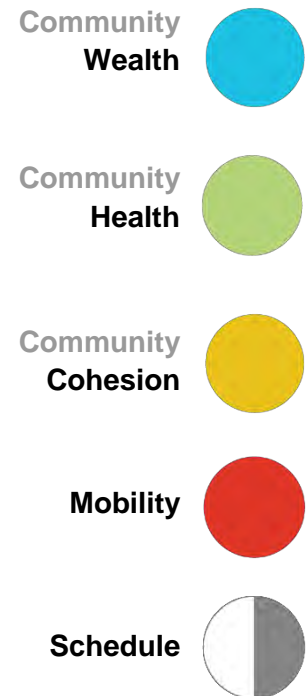


# Scenario Elements

## Center on the Cover (Concept 4)

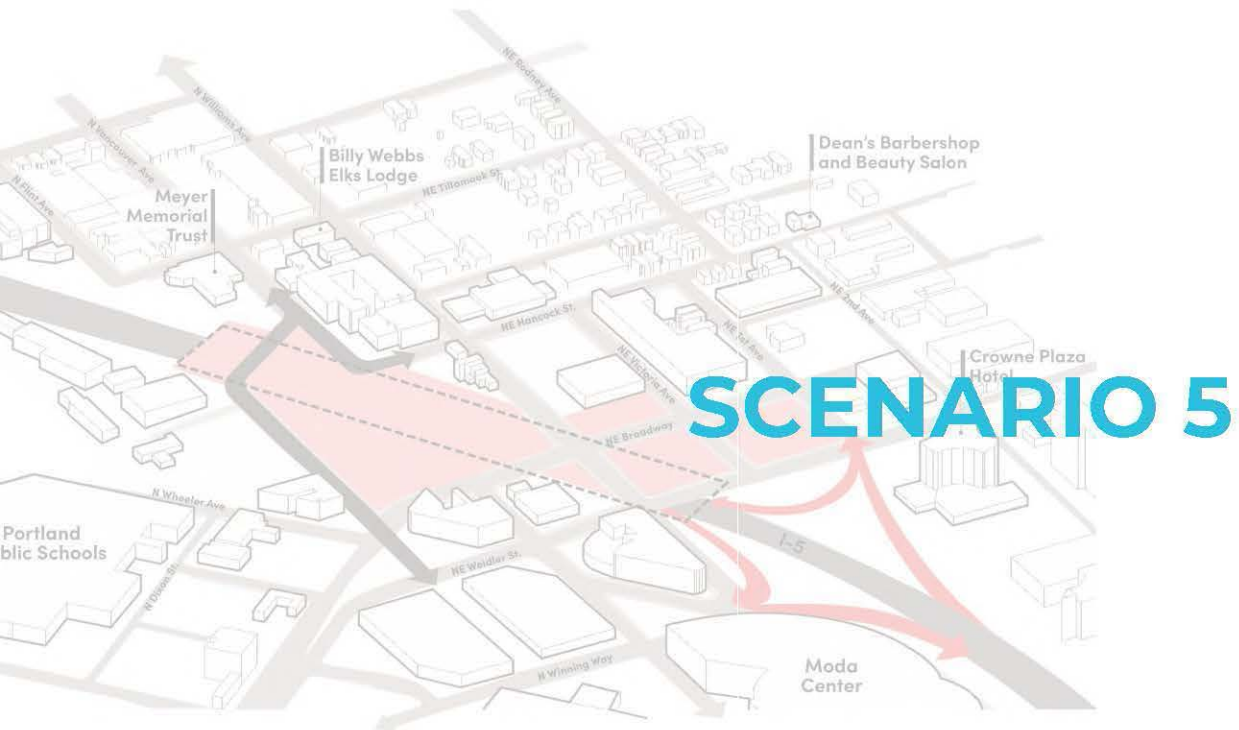


### Development Assessment Framework:



**Total Land Area:** 8.96 Acres

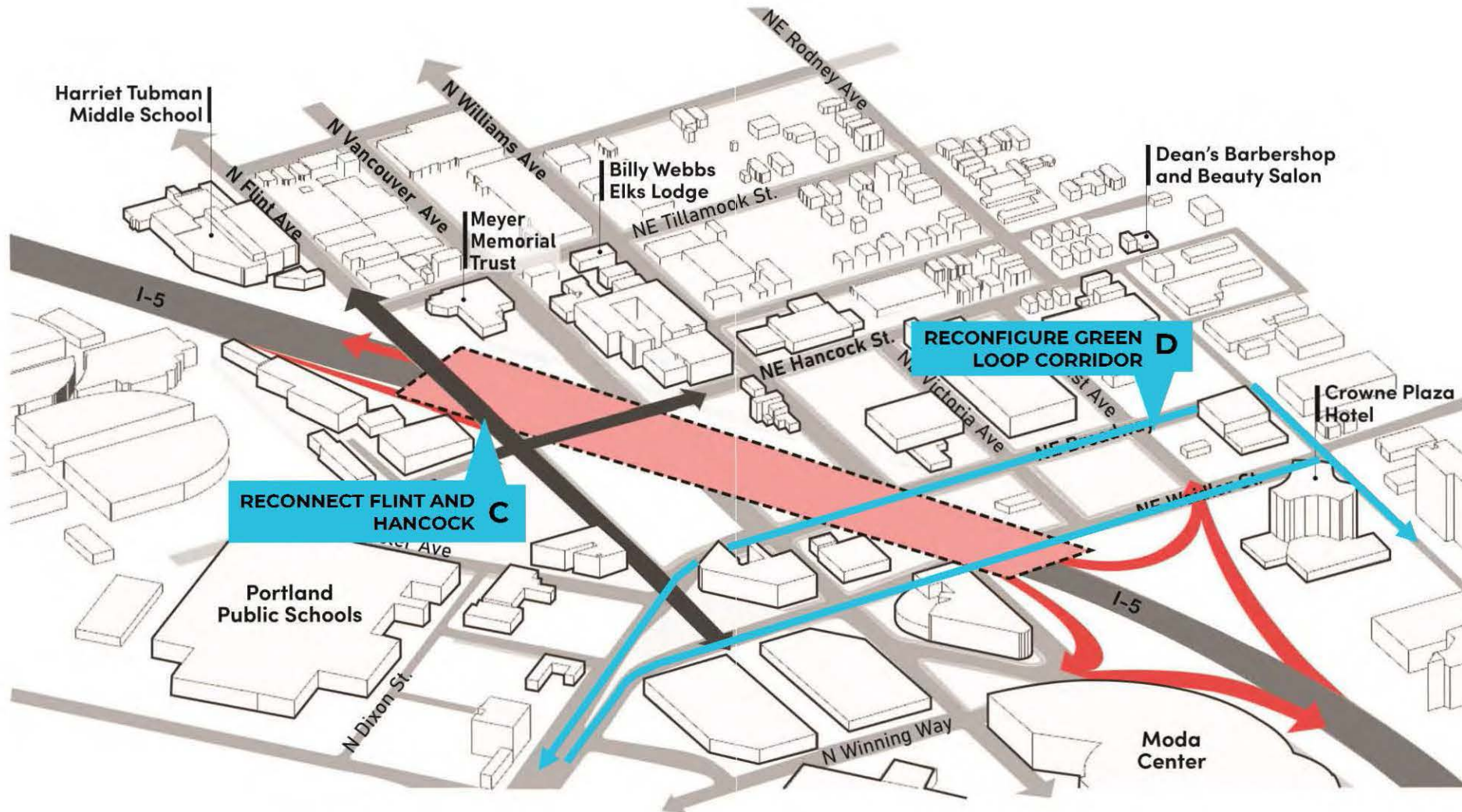
**Cost Estimate:** \$808,000,000- \$904,000,000





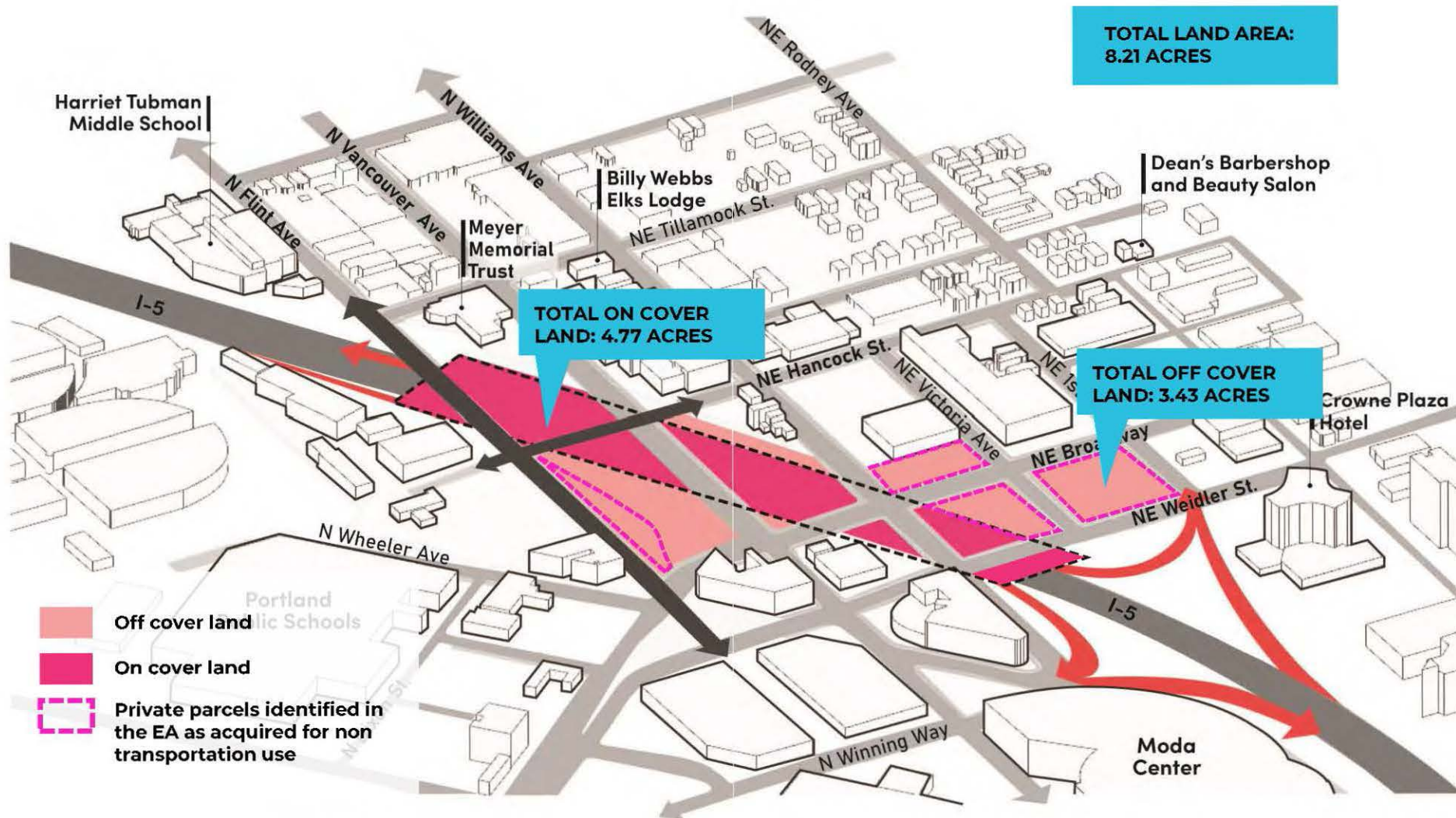
# Scenario Elements

## Restore the Grid (Concept 5)



# Scenario Elements

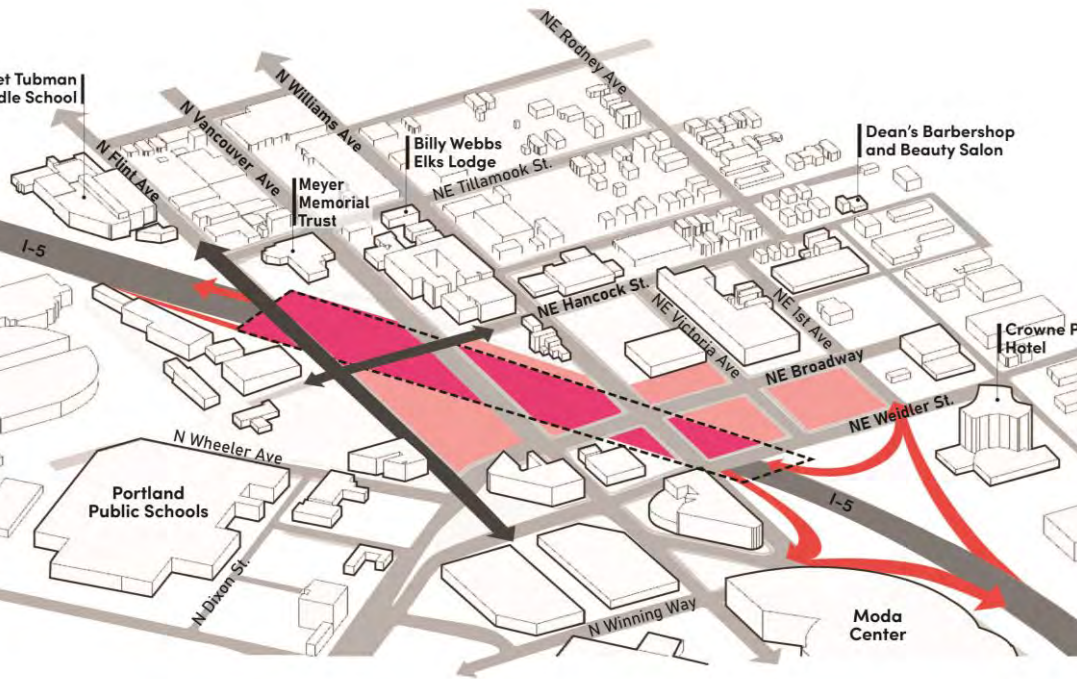
## Restore the Grid (Concept 5)





# Scenario Elements

## Restore the Grid (Option 5)



### Development Assessment Framework:

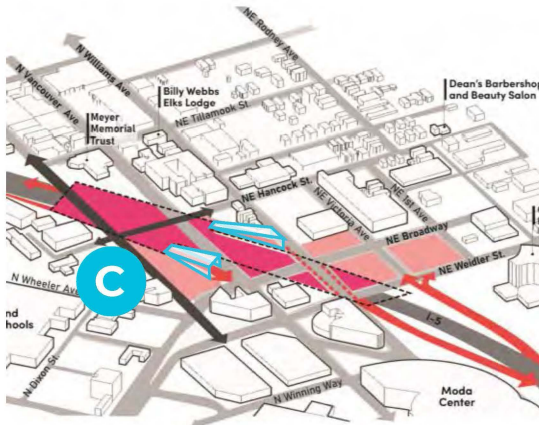


**Total Land Area:** 8.21 Acres

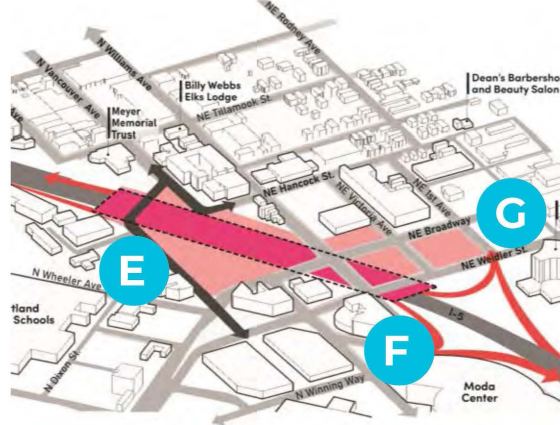
**Cost Estimate:** \$878,000,000- \$983,000,000

# Scenario Comparison

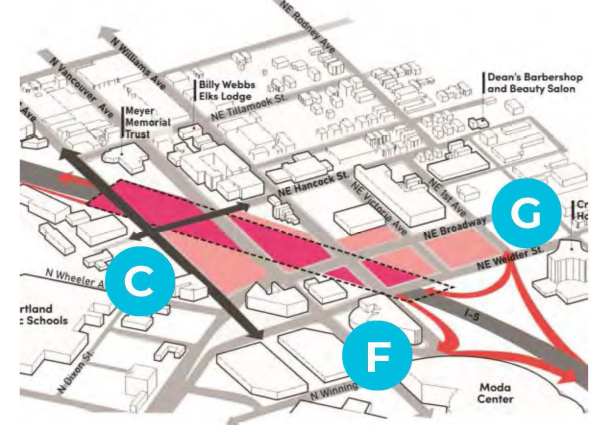
## Flint + Broadway (1)



## Center on the Cover (4)



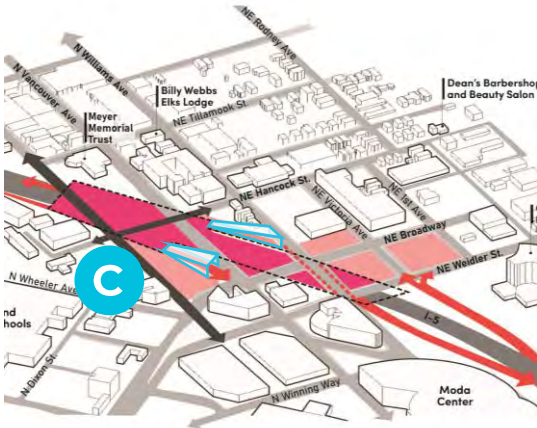
## Restore the Grid (5)



	Current RQIP Design	Flint + Broadway (1)	Center on the Cover (4)	Restore the Grid (5)
Total On Cover	2.39 ACRES	4.05 ACRES	4.84 ACRES	4.77 ACRES
Total Off Cover	1.78 ACRES	2.74 ACRES	4.11 ACRES	3.43 ACRES
Total Land	4.16 ACRES	6.79 ACRES	8.96 ACRES	8.21 ACRES
Cost Estimate	--	\$837-936 Mil.	\$808-904 Mil.	\$878-983 Mil.

# Scenario Trade offs

## Flint + Broadway (1)



### LAND

- **Less land**
- More **active streets** for development
- Streets around new development are **less pedestrian and business-friendly** when they hold I-5 traffic from ramps

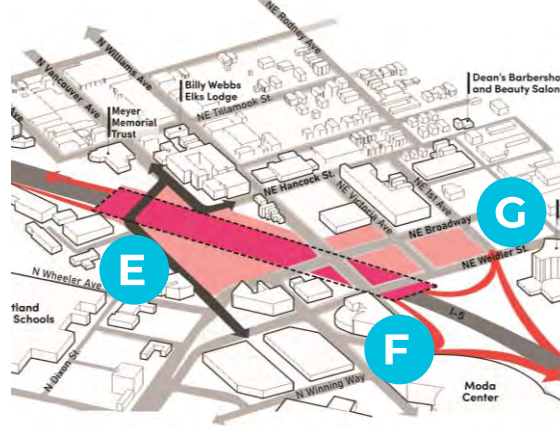
### TRANSIT

- Neutral to transit

### SCHEDULE

- **Delay: Low**, likely approved with limited EA Re- evaluation, **least risk**

## Center on the Cover (4)



### LAND

- Creates **most land** on cover
- Streets around new development are **more pedestrian and business-friendly** with less I-5 traffic

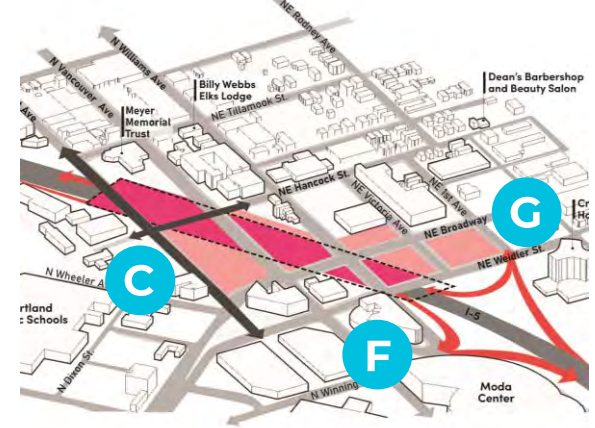
### TRANSIT

- Likely delay bus service on 4 and 44 Buses southbound

### SCHEDULE

- **Delay: Moderate to high**, likely 6-18 months, most complex process with **more risk** to completion

## Restore the Grid (5)



### LAND

- Creates **more land** and more **active streets** for development
- Streets around new development are **more pedestrian and business-friendly** with less I-5 traffic

### TRANSIT

- Neutral to transit

### SCHEDULE

- **Delay: Moderate to high**, likely 6-18 months, most complex process with **more risk** to completion



# Scenarios

## What we Heard

Some Black community members preferred **Scenario 4 and 5 to maximize development potential** on the covers

Some Black community members prefer **to maximize the speed at which jobs are provided** to the Black community by reducing schedule

*Let's look at each element individually to see if we can find a compromise.*

**Adopted Council Budget Work Session**  
*Work Session Topics*

Metro Council Work Session  
Tuesday, June 15, 2021



# FY 2021-22 ADOPTED BUDGET WORKSESSION 2

Summary Documents

Prepared by Jessica Eden, Budget Coordinator



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## Summary

This work session includes two budget notes Metro Councilors wish to have additional conversation about from the work session held June 8<sup>th</sup>, 2021. There is a single amendment discussed as it relates to one of the budget notes. Council will take no vote on these actions today and the associated amendment does not change the underlying budget resolution that is voted on by amendments on June 10<sup>th</sup> or June 17<sup>th</sup>.

## Councilor Budget Notes

### [Councilor Stacey Budget Note #1: Willamette Cove Future Funding](#)

Directs \$10 million of beginning fund balance in the Parks Bond Fund be set aside for potential allocation by Metro council to the Willamette Cove project in the future.

### [Councilor Nolan, Gonzalez & Stacey Budget Note #1: Supportive Housing Services for Winter Safety](#)

Council has a continued commitment to work with the Clackamas, Multnomah, and Washington Counties to achieve long-term permanent housing and wrap-around services. This budget note expresses Council's simultaneous commitment for Metro to provide additional tools for Counties to help meet immediate needs for emergency and winter-safe shelter. This note directs the Chief Operating Officer to provide a report by September 1<sup>st</sup>, 2021 covering a full inventory of existing and planned shelter capacity that will be available by December 1, 2021- including temporary spaces, as well as estimates of shelter demand. This note also directs the Chief Operating Officer to continue to coordinate with the Counties to conduct performance analysis and gap assessments of the Local Implementation Plan, accompanied by proactive engagement of national experts and leaders in the transition from homelessness to permanent housing.

## Associated Amendment(s)

### Parks & Nature

<ul style="list-style-type: none"><li>• <b>#414- Technical</b> Willamette Cove Future Projects <a href="#">Councilor Stacey Budget Note #1</a></li></ul>	Designates \$10,000,000 of beginning fund balance in the Parks Bond Fund is reserved for future projects at Willamette Cove. This does not change appropriation as the resource will stay in beginning fund balance. This amendment designates the fund balance.
--	--

## [Full Text Council Budget Notes](#)

## Councilor Stacey Budget Note #1: Willamette Cove Future Funding

### FY 2021-22 Council Proposals

### For Budget Note Discussion

### Budget Note Title:

Willamette Cove Future Funding

### Budget Note Narrative:

The Willamette Cove property is made up of 27 acres and approximately 3000 feet of Willamette River shoreline. For anyone that has had a chance to visit this remarkable property it's clear that there are tremendous opportunities and challenges on this site. Metro has worked with partners over the years on several cleanup efforts however contamination remains throughout the site. As the landowner Metro has a responsibility to current residents and future generations to clean up the site and make it safe for a range of passive recreational activities. Metro also has a responsibility to engage with stakeholders at the site including tribes that have historical uses at the site, community groups and neighbors.

In December 2020, the Metro Council voted to include Willamette Cove in the list of projects that would be eligible for funding from the 2019 Parks and Nature bond measure. Since that time, the Department of Environmental Quality (DEQ) has selected a cleanup plan for the upland portion of Willamette Cove that would leave some contaminated soil on-site under a cap. While the selected environmental remedy does not have universal support from the community, Metro Council recognizes that a different cleanup may have serious drawbacks including prohibitive costs, and that there are other portions of work at Willamette Cove beyond the uplands cleanup for which the costs are still unknown.

Because the extent of the costs associated with a different cleanup of the upland portion of Willamette Cove are not known in May 2021, the Metro Council directs staff to return in November 2021 and provide a report on the project and receive further direction regarding the type of cleanup the Council will authorize. To ensure adequate funds are at the Council's disposal, the Council directs the COO to reserve \$10 million of beginning fund balance in the Parks Bond Fund for potential allocation by the Metro Council to the Willamette Cove project in the future.

Councilor	# 1
Stacey	

**FY 2021-22 Council Proposals**

**For Budget Note Discussion**

Councilors	#1
Nolan, Gonzalez & Stacey	

**Budget Note Title:**

Supportive Housing Services for Winter Safety

**Budget Note Narrative:**

Under the Supportive Housing Services Program approved by voters and framed by Metro, Clackamas, Multnomah and Washington Counties have developed Local Implementation Plans, which dedicate funds to a variety of services with the end goal of ending chronic homelessness. While conventional shelter itself does not end chronic homelessness, it is a key component that all three counties included in their LIPs to address immediate, short-term safety needs for those experiencing homelessness.

While the Counties work to ramp up all parts of their strategies, Metro Council gives the following specific guidance to Metro staff for FY21-22 about the role of temporary shelter space in the first years of this program:

- (1) Council directs the Chief Operating Officer to provide by September 1st, 2021, a report to Council and a presentation for discussion at a Council work session covering information that includes at least:
  - a. An inventory of Metro properties that could be made available to Counties, Cities, social service organizations and other non-profit entities for the purpose of hosting additional temporary warm and dry, clean and secure sleeping options (or shelter);
  - b. A compilation of existing and planned capacity for warm and dry, clean and secure sleeping (shelter) within the Metro Service District owned or operated by Clackamas, Multnomah, and Washington Counties, cities within those counties and non-government organizations planned to be available by December 1, 2021. Temporary winter shelter capacity should be included in this memorandum. Metro staff will provide quarterly written reports to Council with updated shelter capacity across the region, which will be discussed at Council work sessions.
  - c. An estimate based on the most current, complete and accurate information available, of the number of people likely to have no warm and dry, clean and secure sleeping options for the '21-22 winter. This number will come to Council along with the most recent data and analysis of the total number of homeless individuals (both by HUD definition and other government metrics) within the Metro region.
- (2) Council directs the Chief Operating Officer to coordinate with Clackamas, Multnomah, and Washington Counties to conduct on-going performance analysis and gap assessments of the totality (or summation) of Local Implementation Plan program strategies in context of the collective regional need. Metro staff

will provide quarterly written reports to Council with updated analysis providing the Metro Council an opportunity to collaborate with regional partners to address identified system barriers and issues.

- (3) Council directs the Chief Operating Officer to engage national experts and leaders in the transition from homelessness to permanent housing to advise Council on the effectiveness and potential adaptability of approaches used successfully in other regions and cities to move equitably and expeditiously to permanent housing while stabilizing the health, well-being and dignity of all homeless neighbors until they too achieve permanent housing.
- (4) Annually in November, beginning with 2021, Metro Council will host a public conversation and round table, either independently or with the tri-county homeless services planning body, with regional elected leaders, service providers, community groups of and by BIPOC communities, representatives of workers, representatives of businesses, school districts, the faith community and the general public to assess the state of shelter and emergency shelter and make plans for improving the regional outcomes.

Materials following this page were distributed at the meeting.

# **Supportive Housing Services: Clackamas County Local Implementation Plan**

Metro Council Work Session  
June 15, 2021



# Clackamas County Commissioner Fischer introduction



*Clackamas County Commissioner  
Sonya Fischer*

# What are Local Implementation Plans all about?

A framework for implementation

Rooted in inclusive engagement, geared for accountability

Local plans that add up to regional outcomes



# Local Implementation Plans: Engagement & equity

## Supportive Housing Services Measure, Section 6:

*“Plans must be developed using locally convened and comprehensive engagement processes that **prioritize the voices of people with lived experience and from communities of color.**”*

*“The locally convened body that develops the...plan must include a **broad array of stakeholders** to develop the plan.”*

## Regional Work Plan, Section 5.1:

*“Plans must be created using a **racial equity lens** that ensures equitable participation, access & outcomes in all parts of the program and considers the best available quantitative & qualitative data.”*

# Local Implementation Plans: Required elements

## SHS Measure Section 6 and Work Plan, Section 5.1

- A. Racial disparity analysis
- B. Racial equity strategies
- C. Inclusive decision-making
- D. Commitment to priority populations
- E. Current investment analysis
- F. Geographic distribution
- G. Access coordination
- H. Procurement commitments
- I. Planned investments
- J. Outcomes reporting

# Supportive Housing Work Plan: Regional outcome metrics

## SHS Regional Work Plan, Section 5.2

### A. Housing stability

Especially for BIPOC communities

### B. Equitable service delivery

Expand capacity of culturally-specific programs; Service provider diversity and equity

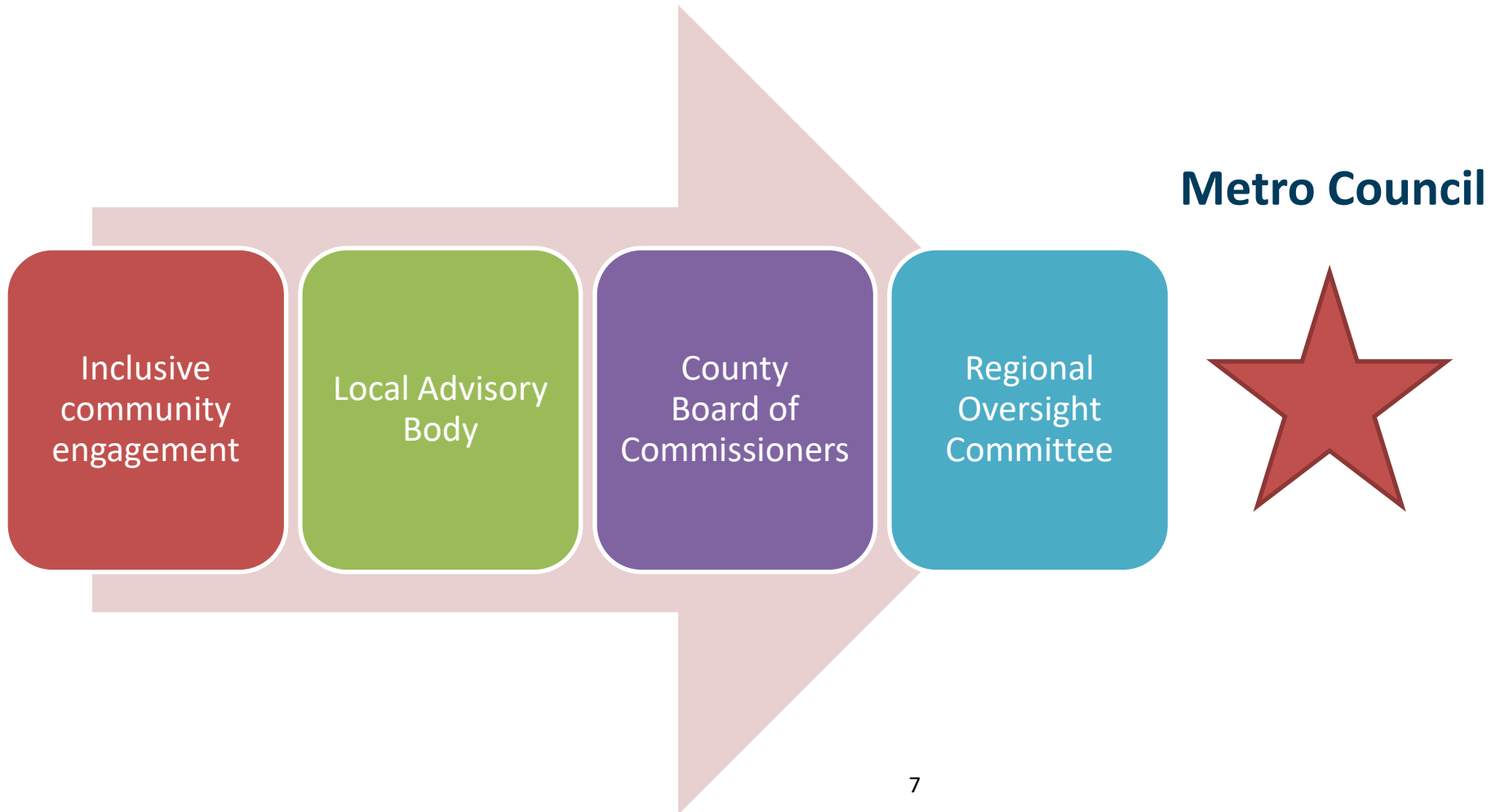
### C. Engagement and decision-making

Center BIPOC communities & people with lived experience at every stage



*Photo: Cheranda C.  
Source: Metro Regional  
Snapshots*

# Steps of review & recommendation



# Oversight Committee Recommendation

## **Unanimous LIP recommendation for Metro Council approval (May 24)**

Three considerations for Metro, county partners:

- Uniform data collection and analysis
- Assessing barriers to accessing services, especially disability-based barriers
- Alignment with mental/behavioral health system



# Clackamas County

## Supportive Housing Services Local Implementation Plan



# Background

2020

2021

August - December

Community and stakeholder  
engagement to inform  
local implementation plan

Winter

Develop Local  
Implementation  
Plan

Review and  
approval by  
Housing  
Authority Board

Spring

Metro staff  
review

Plan review and  
approval by Regional  
Oversight Committee  
and Metro Council

Summer and ongoing

First phase of Supportive  
Housing Services program

# Local Steering Committee

- Tabitha Alajmi, at large
- Bridget Dazey, at large
- Commissioner Sonya Fischer (non-voting), Commissioner Appointee
- Jeff Gage, Housing Authority Clackamas County Resident
- Jana Hak, at large
- Katrina Holland, at large
- Awaz Muhamad, at large
- Rose Ojeda, at large
- Peter Rosenblatt, Continuum of Care
- Jill Smith, Health, Housing & Human Services
- Tony Vezina, at large
- Kenzie Wige, Youth Action Board

# Clackamas County Plan development



- 34 people participated in focus groups with:
  - Spanish speakers
  - BIPOC community
- 18 listening sessions with:
  - Social & Homeless Service providers
  - Youth Action Board
  - Law enforcement agencies
  - People with disabilities
  - Emergency Medical Services Council
  - Faith-based organizations
- 30 community based organizations (HereTogether)
- 2 community meetings with general public
- 116 survey responses
- Presentations to five jurisdictions

# Current capacity

Program Type	FY19/20 Public Funding	Households Served
Supportive Housing	\$4,239,884	261
Rapid Re-housing	\$2,209,027*	159
Prevention	\$1,337,805	141
Emergency Shelter		660**
Transitional Housing	\$232,726	17

2019: Year round shelter beds: 75

CHA 2019 Literally homeless: 976 (371 unsheltered)

\* Rapid Re-housing and Prevention investments are combined in this analysis.

\*\* Emergency Shelter households served includes temporary winter shelter.

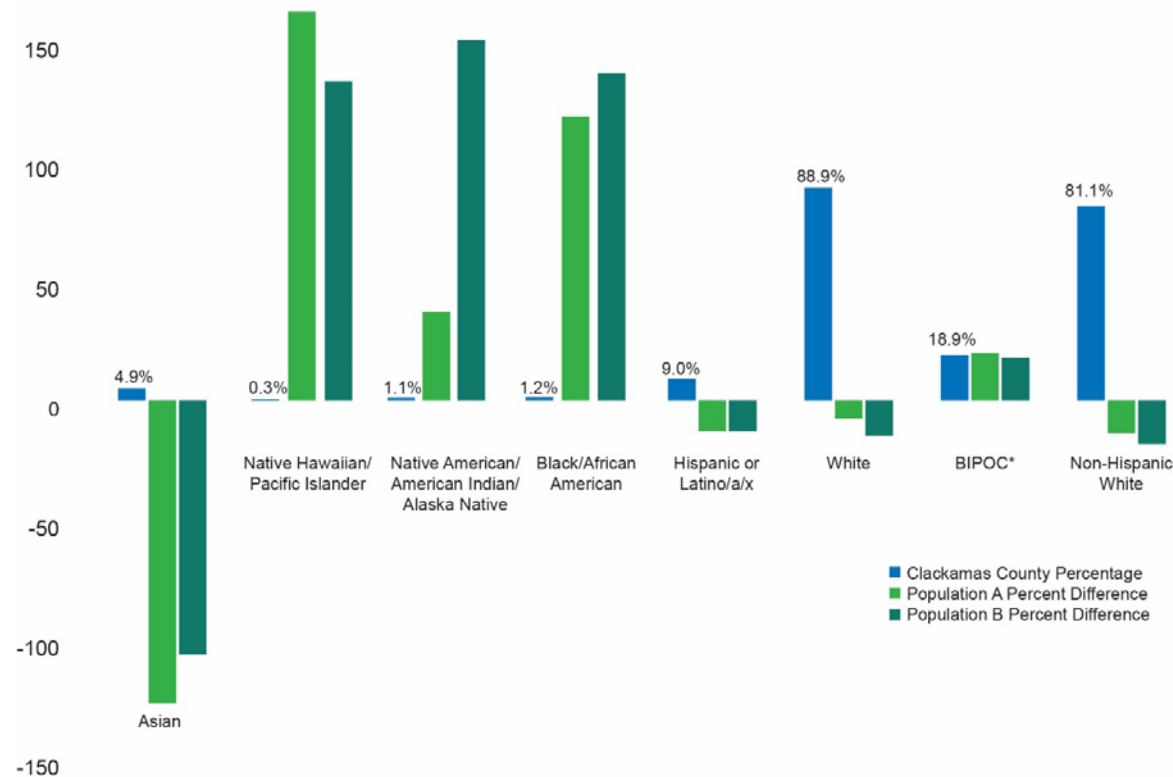
Note: This chart does not reflect all funding sources used to serve the number of households by program type.

# Gaps and needs: community engagement



- year-round shelter
- behavioral health services
- rental assistance funding
- investment in outreach
- supportive housing and programs to develop necessary life skills

# Racial Disparities in Homeless Service System



Barriers for communities of color:

- lack of culturally specific services and information
- mistrust of government systems
- unsafe and unwelcoming community
- disproportionate issues with rental screening barriers

# Strategies to advance racial equity: access



- Build trust between people experiencing homelessness and the housing services system
- Improved outreach with culturally specific community leaders & people with lived experience
- 24/7 coordinated entry - no wrong door & linguistically and culturally responsive
- Ensure language access for all
- Compensate populations with lived experience to determine what data to collect and monitor



# Strategies to advance racial equity: housing

- Commitment to housing first & housing choice
- Create Permanent Supportive Housing to address overrepresented populations
- Establish data-driven investments
- Create immediate housing





# Strategies to advance racial equity: services



- Fund culturally specific providers
- Expand culturally specific and responsive housing-based services
- Provide culturally specific behavioral health services for Communities of Color and immigrants and refugees
- Prioritize person-centered wrap around services that meet people where they are
- Provide wrap-around employment services that continue past the point of employment

# Prioritizing investments



- Increase emergency shelter capacity
- Expand and establish culturally specific services
- Expand wrap around support services
- Increase all types of outreach and housing placement services
- Expand existing, high performing, contracted programs and services primarily focused on serving population A
- Convert vouchers that are time-limited
- Increase internal capacity

# First year goals

Year one goals by housing or service type	Population A (75%)	Population B (25%)
Supportive Housing (Units)	200	--
Long-term Rent Assistance (Units)	200	50
Short-term Rent Assistance (Households)*	--	130
Eviction Prevention (Households)*	--	110
Housing Placement (Households)	125	75
Emergency Housing -Shelter/Transitional (Units)	52	13
Outreach (Households)	400	100
Housing Retention (Households)	75%	75%

*Assumes Short-term Rent Assistance will not be needed for Population A. Additionally, Eviction Prevention services are part of services with Supportive Housing for stabilization and retention*

# Allocation: Year 1

	Amount
Housing & Services for Population A & B (79%)	\$19.3M
Capacity Building for CBOs/Program Operations (11%)	\$2.7M
Administrative (5%)	\$1.25M
Regional Projects/Efforts (5%)	\$1.25M
Total	\$24.5M

Split of Housing & Services Allotment \$17.2M	Amount	Split
Population A - Housing and Services	\$14.6M	75.6%
Population B - Housing and Services	\$4.7M	24.4%

# Where we are today

- Alignment with Affordable Housing Bond
- Making Coordinated Housing equitable (based on recommendations from Coalition of Communities of Color)
- First round procurement
- Housing the whole county



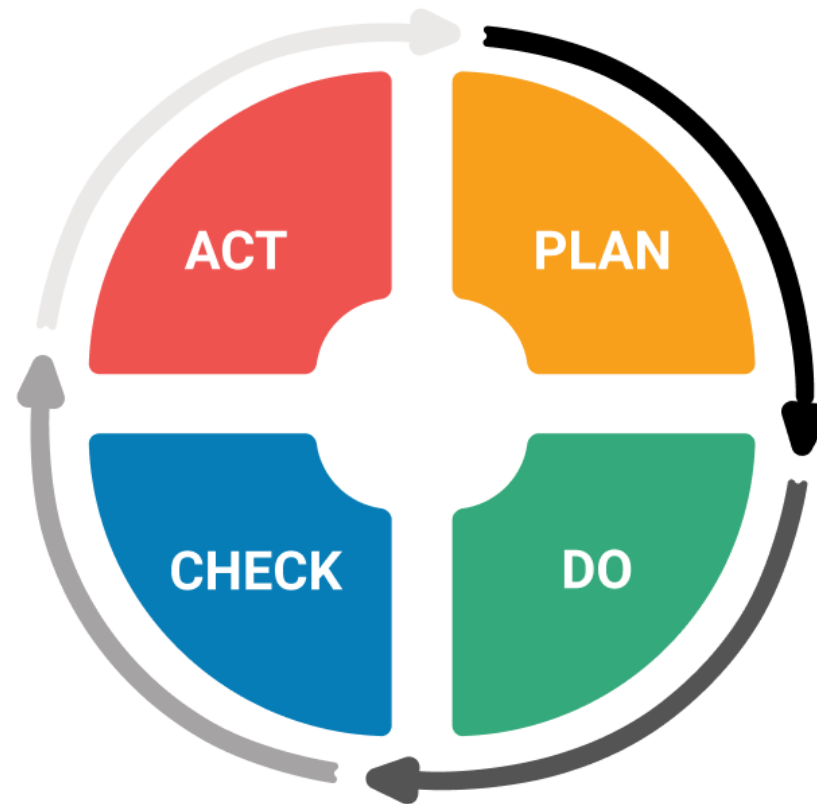


# Commitment to regional priorities



- Building Community Based Organization capacity
- Evaluating the System and Program
- Regional Long Term Rent Assistance
- No wrong door/coordinated access
- Collecting and sharing data

# Looking ahead: years two and three



# Questions

**Jill Smith**

Director of Housing and Housing Services

[JSmith6@clackamas.us](mailto:JSmith6@clackamas.us)

**Vahid Brown**

Housing Services Manager

[VBrown@clackamas.us](mailto:VBrown@clackamas.us)

If you are homeless or experiencing a housing crisis,  
call Coordinated Housing Access at 503-655-8575.





# Council Discussion

- Questions about Clackamas County Local Implementation Plan?
- Questions about Council role going forward?
- How can staff best support Council?

# Looking ahead: Launch milestones

<i>Partner</i>	<i>April/May</i>	<i>June</i>
Multnomah	<i>Council approved LIP on April 29 (Resolution No. 21-5171)</i>	June 29: Short-term revenue-sharing agreement (tentative)
Washington	<i>Council approved LIP on May 27 (Resolution No. 21-5172)</i>	June 29: Short-term revenue sharing agreement (tentative)
Clackamas	<i>Oversight Committee recommended LIP on May 24</i>	<ul style="list-style-type: none"> <li>• June 17: Council considers LIP approval (Resolution No. 21-5173)</li> <li>• June 29: Short-term revenue-sharing agreement (tentative)</li> </ul>

**July:  
Launch  
program**



**Fall:  
Tri-County  
Advisory  
Body  
formed**



*Council briefings, IGA development*

# **I-5 Rose Quarter project: Independent cover scenario recommendation**

Metro Council Work Session

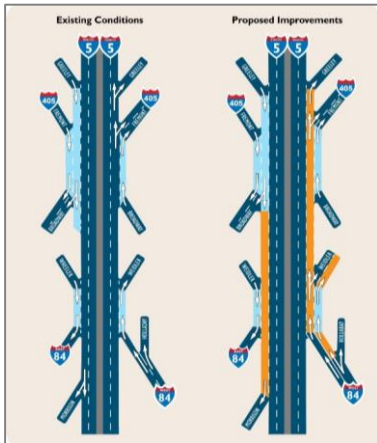
June 15, 2021

## **Our purpose today:**

Collect Council feedback on the cover scenarios for the I-5 Rose Quarter Project.

Identify questions and issues to address in the cover recommendation or in further work on the project.

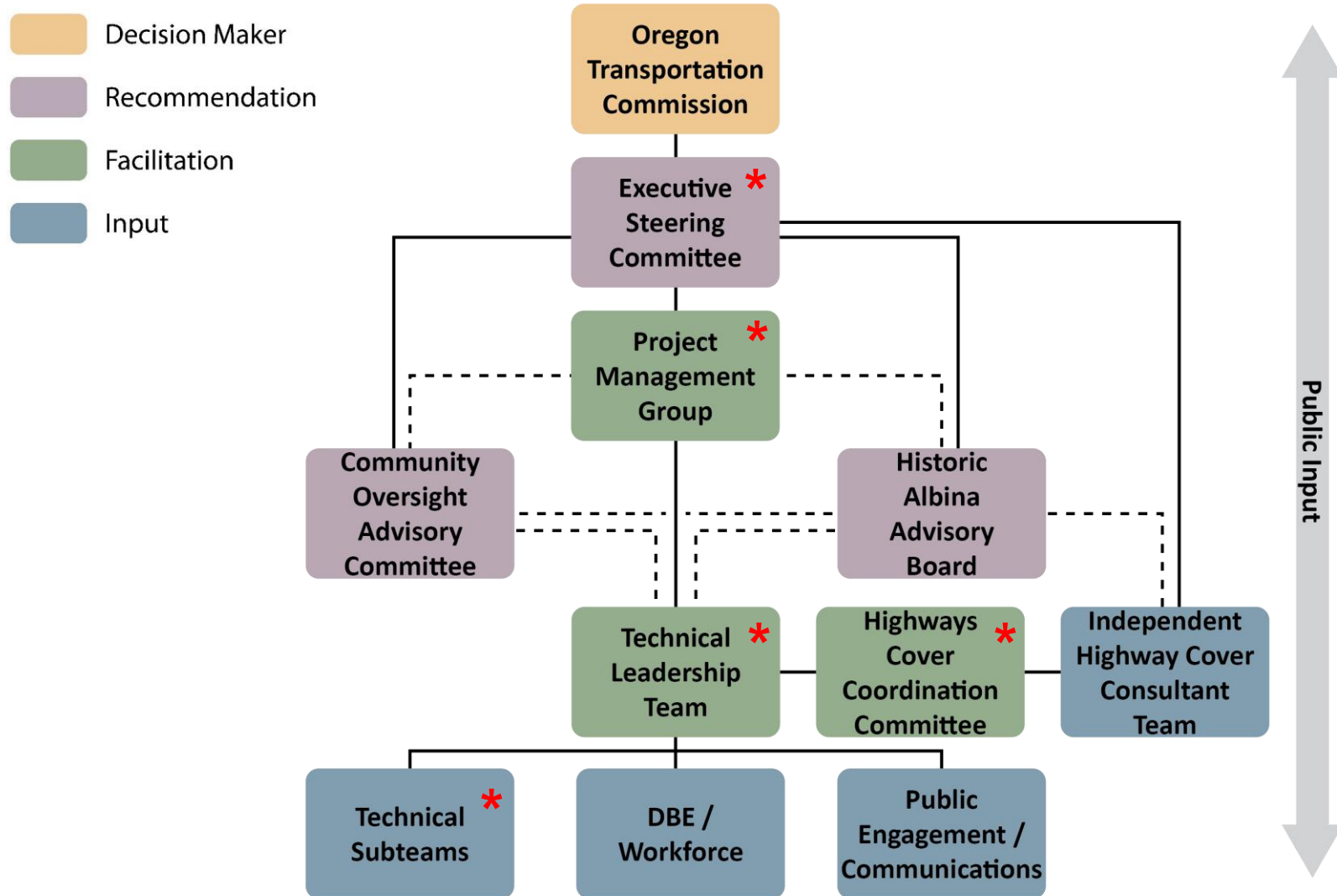
# Rose Quarter Improvement Project



Source: Oregon Department of Transportation

- Auxiliary lanes and shoulders on Interstate 5 between Interstate 84 and Interstate 405
- New bicycle and pedestrian crossings
- New bicycle and pedestrian facilities and improved intersections on surface streets in the Rose Quarter
- **Highway covers that may provide new open space and/or development opportunities**

# Organizational structure



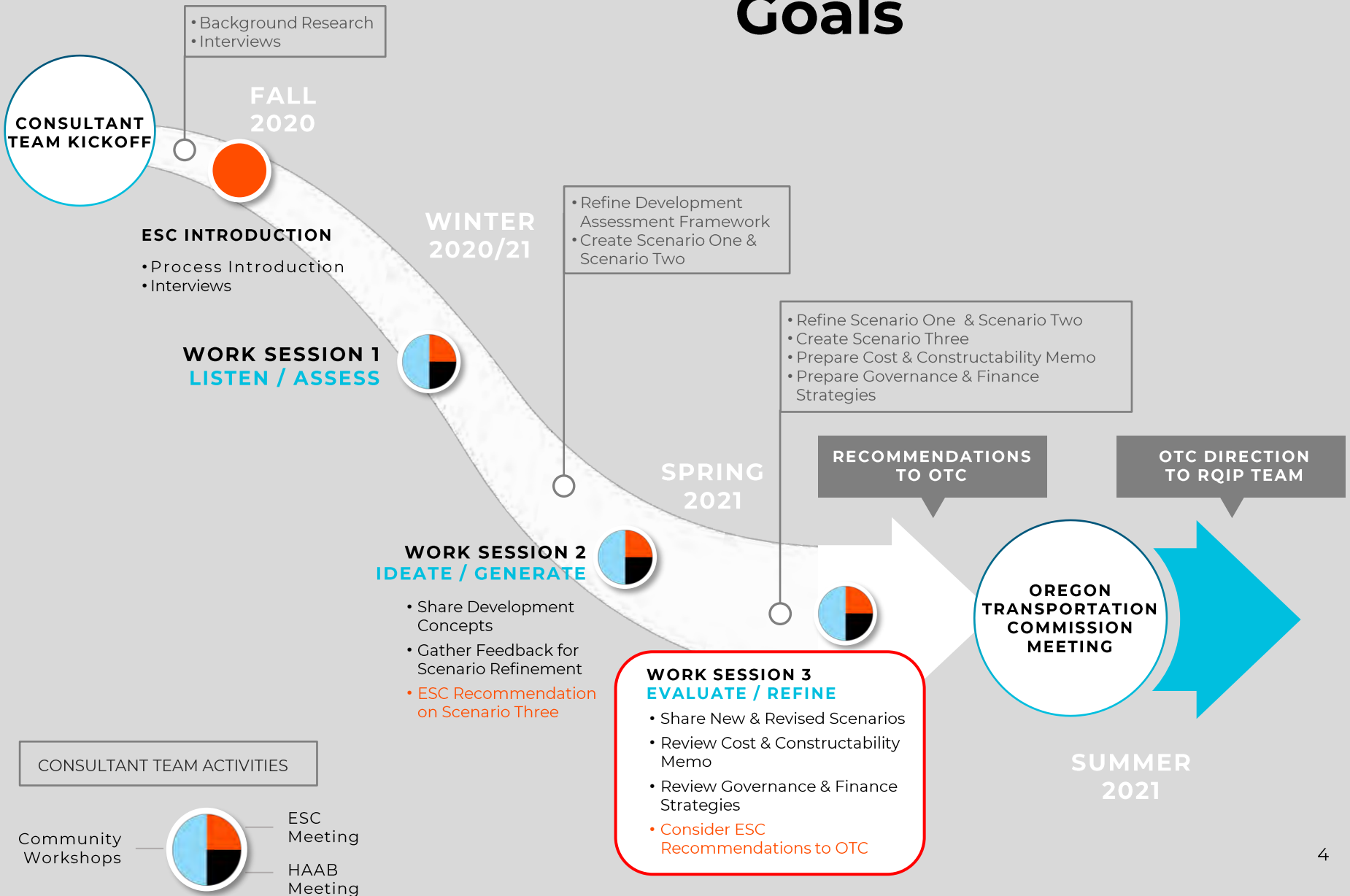
\* Group with active Metro participation

# Council values, outcomes, and actions

Value	Key outcomes	Key actions
Advancing racial equity and committing to restorative justice	<ul style="list-style-type: none"><li>• <b>Commit to restorative justice</b></li><li>• <b>Improve connectivity, air quality, and safety</b></li><li>• <b>Restore wealth to historic Albina community</b></li></ul>	<ul style="list-style-type: none"><li>• <b>Coordinate with Albina Vision</b></li><li>• <b>Conduct an independent highway cover design process</b></li><li>• Maximize DBE contracting</li></ul>
Increase multi-modal mobility and implement congestion pricing to reduce greenhouse gas emissions	<ul style="list-style-type: none"><li>• Implement congestion pricing</li><li>• <b>Improve mobility for all modes</b></li><li>• Support reliable goods movement</li></ul>	<ul style="list-style-type: none"><li>• Implement congestion pricing ASAP</li><li>• Align project with I-5 tolling program and corridor planning efforts</li></ul>
Engaging stakeholders through a transparent and inclusionary decision-making process	<ul style="list-style-type: none"><li>• <b>Conduct creative and intentional engagement</b></li><li>• <b>Clarify how community input informs decisions</b></li><li>• <b>Clear communication and power-sharing with public agency partners</b></li></ul>	<ul style="list-style-type: none"><li>• Clarify roles, process, and authority of project committees</li><li>• <b>Develop an agreement with partner agencies re: continued collaboration</b></li></ul>

Outcomes and actions that are relevant to the ICA are in **bold**.

# Purpose and Goals





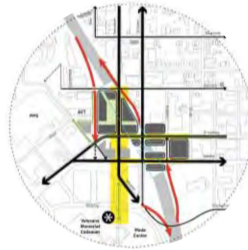
# Scenarios



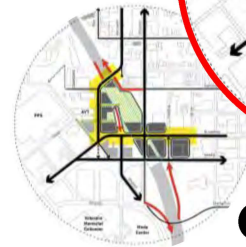
EA



**Concept 1**



Concept 2



Concept 3



**Concept 4**

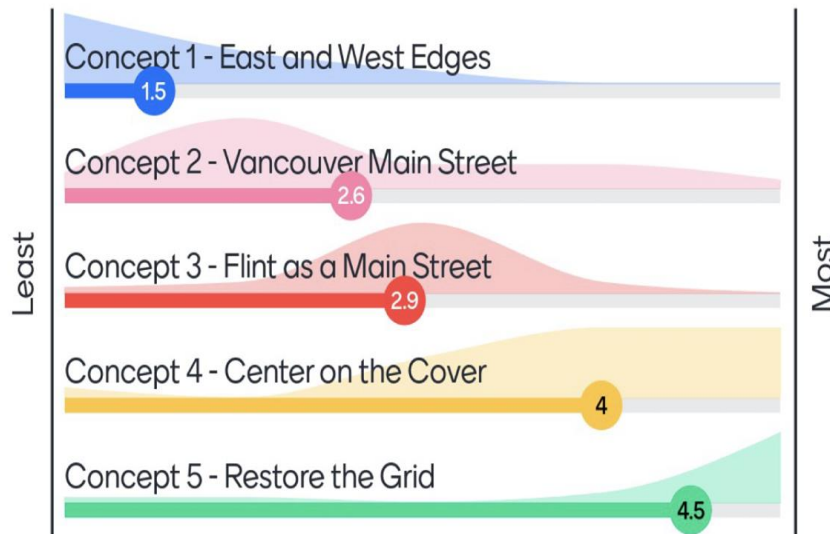


**Concept 5**

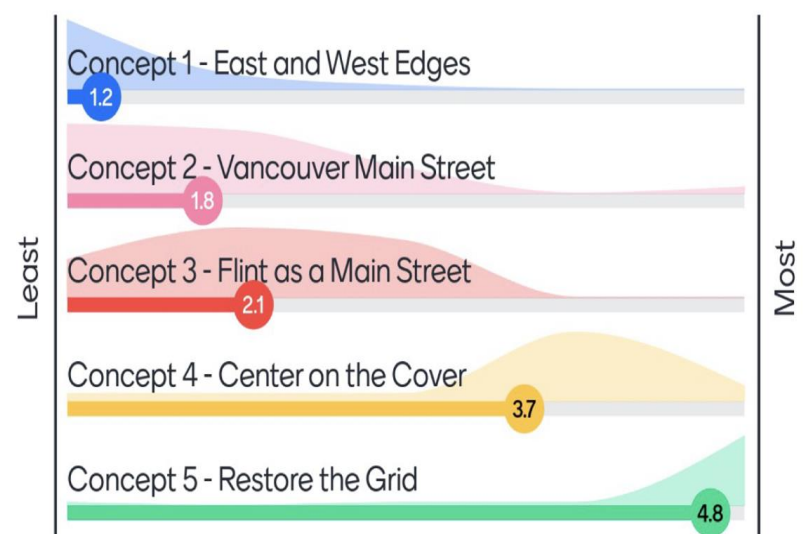
# Community Workshop

## Live Poll Results

### April 15 Polling Results 19 Participants



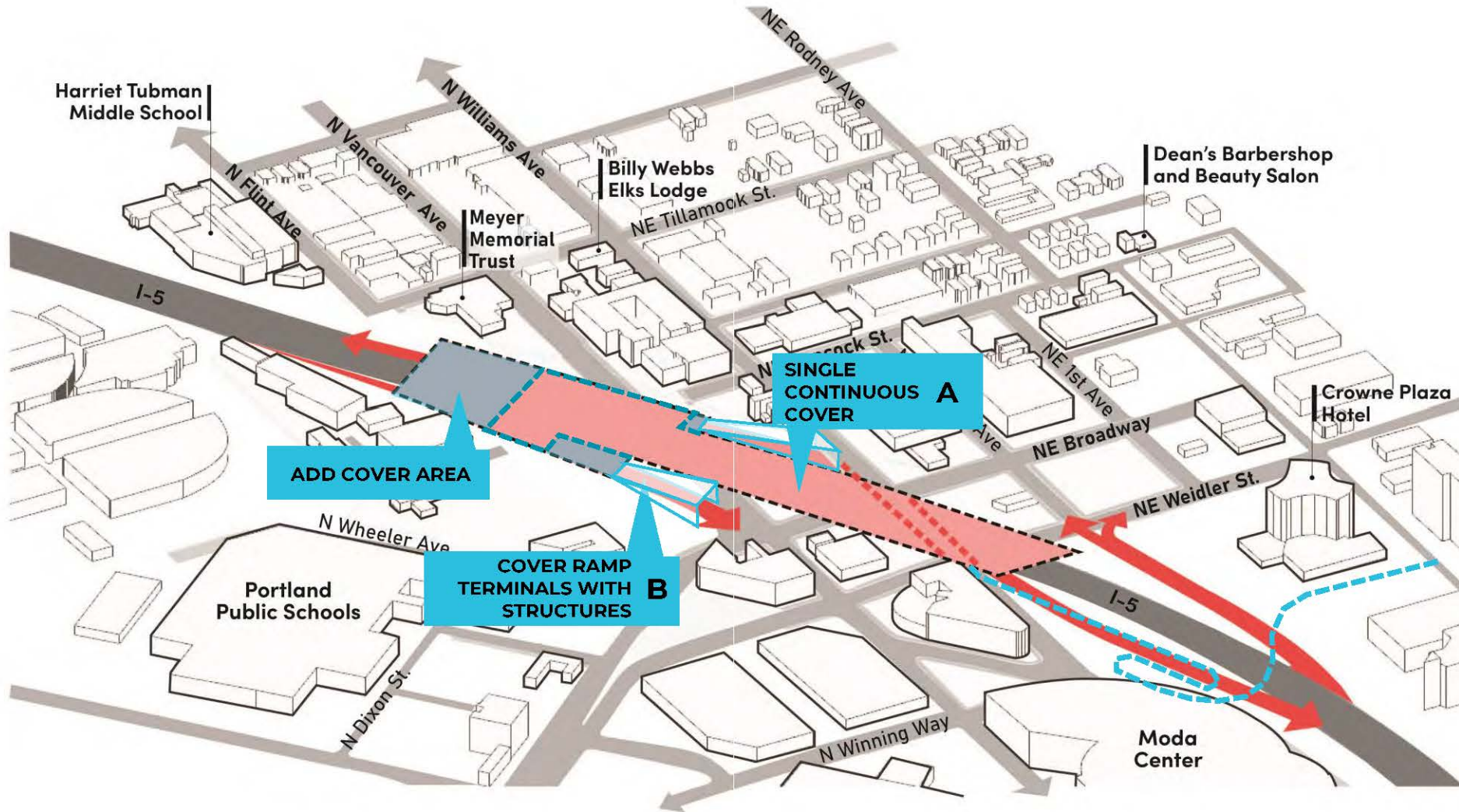
### April 17 Polling Results 28 Participants



Rank each concept in terms of how much they maximize community benefits and provide restorative justice to the Black Historic Albina Community.

# Scenario Elements

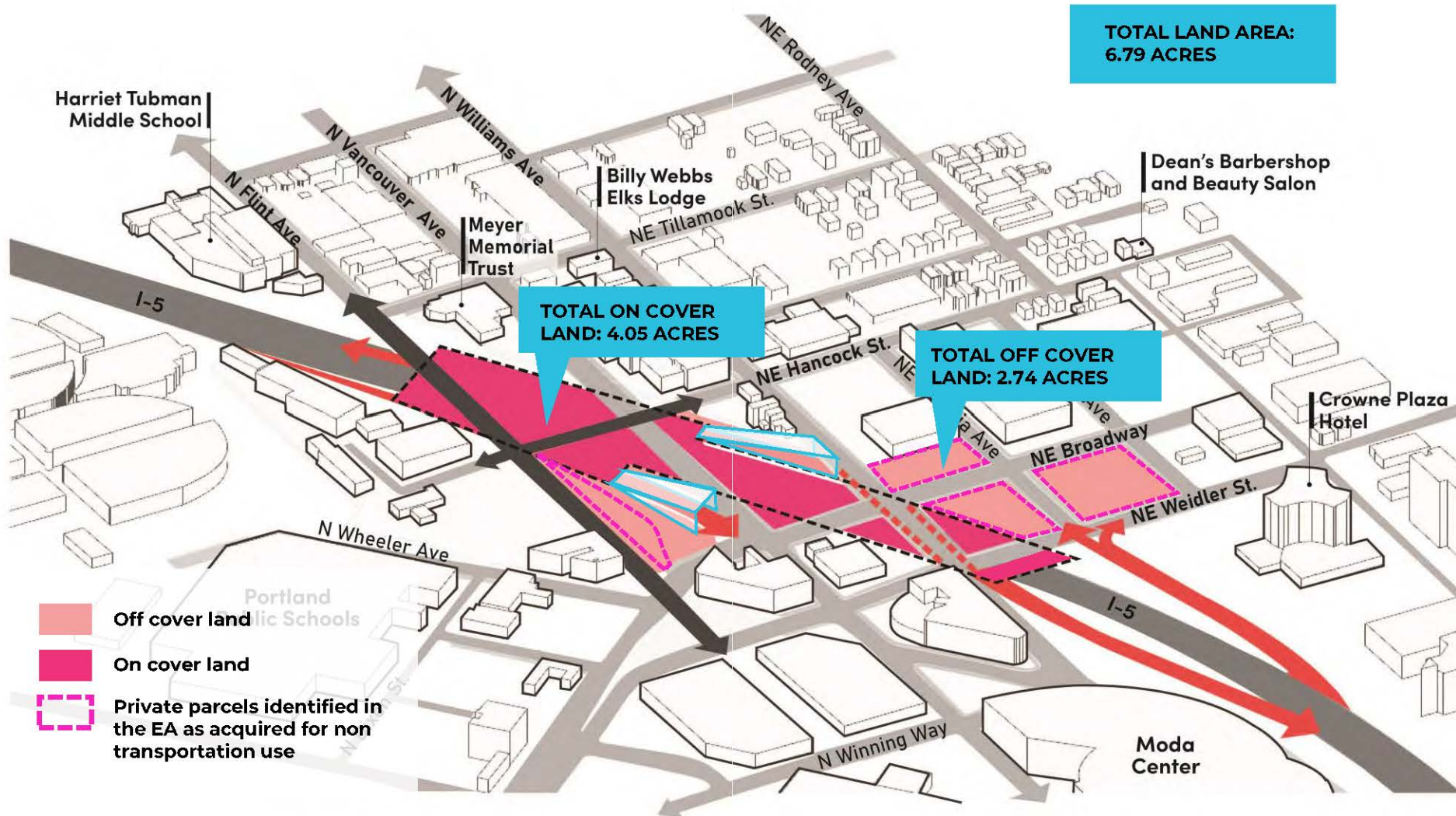
## Flint + Broadway (Concept 1)





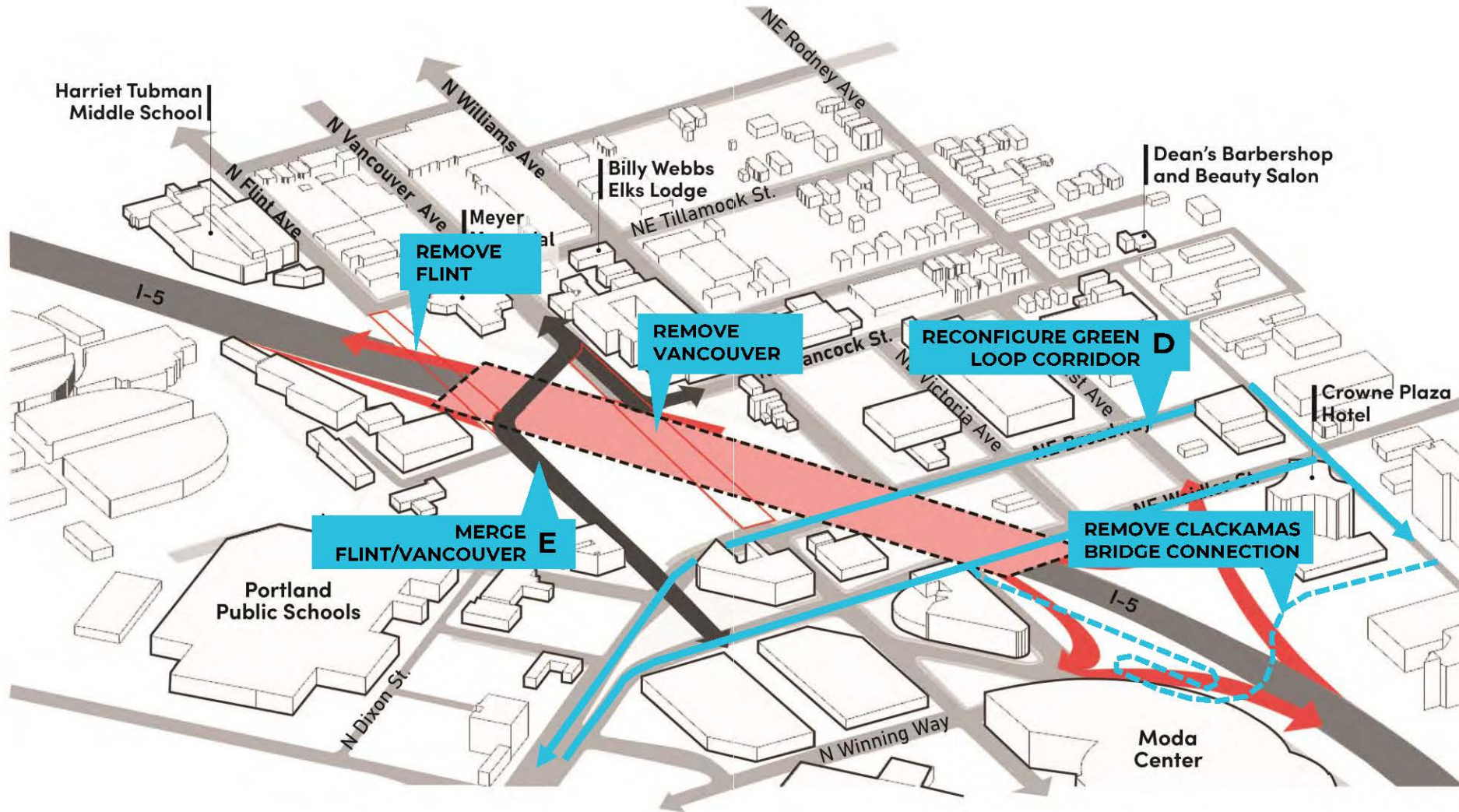
# Scenario Elements

## Flint + Broadway (Concept 1)



# Scenario Elements

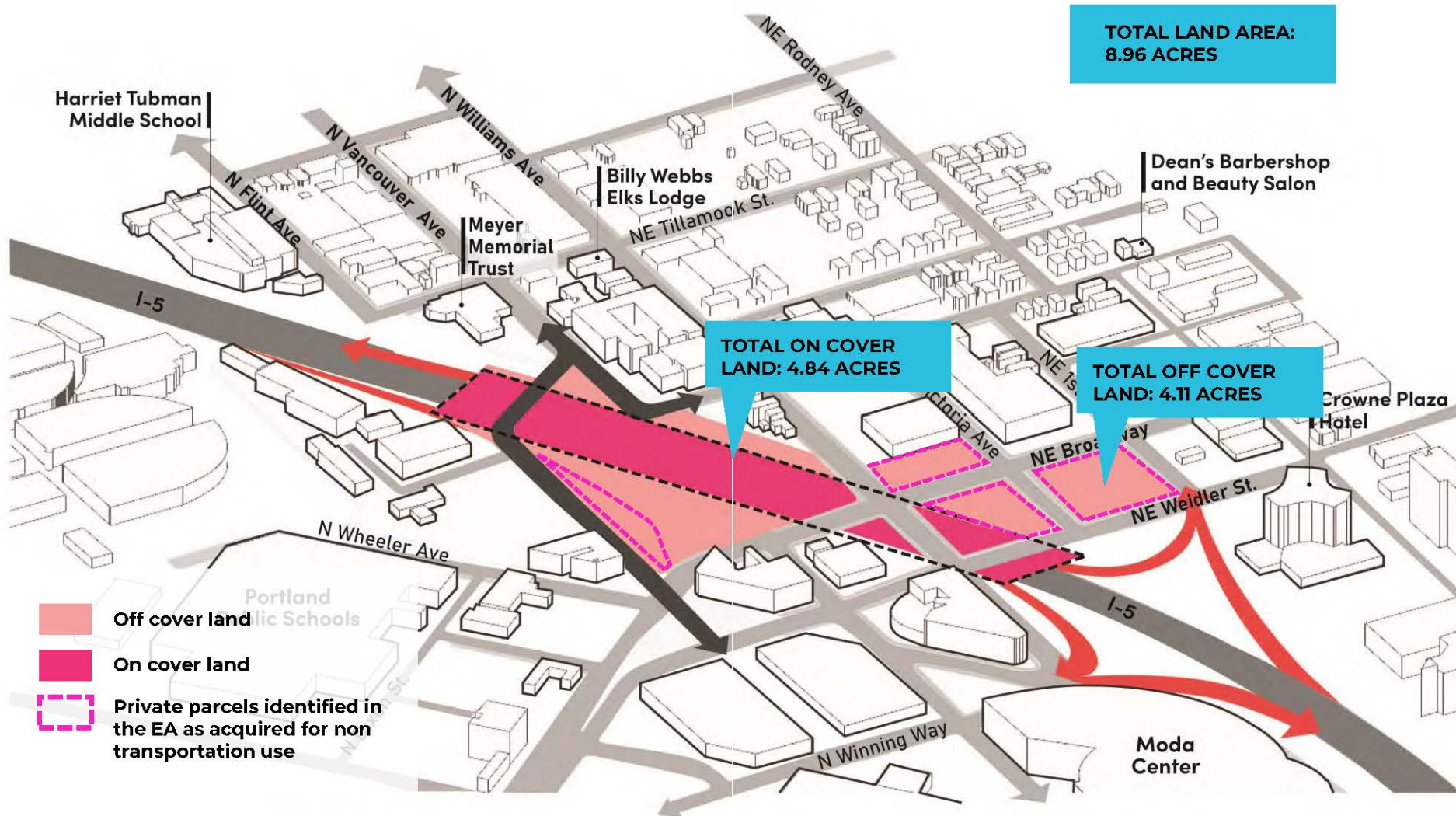
## Center on the Cover (Concept 4)





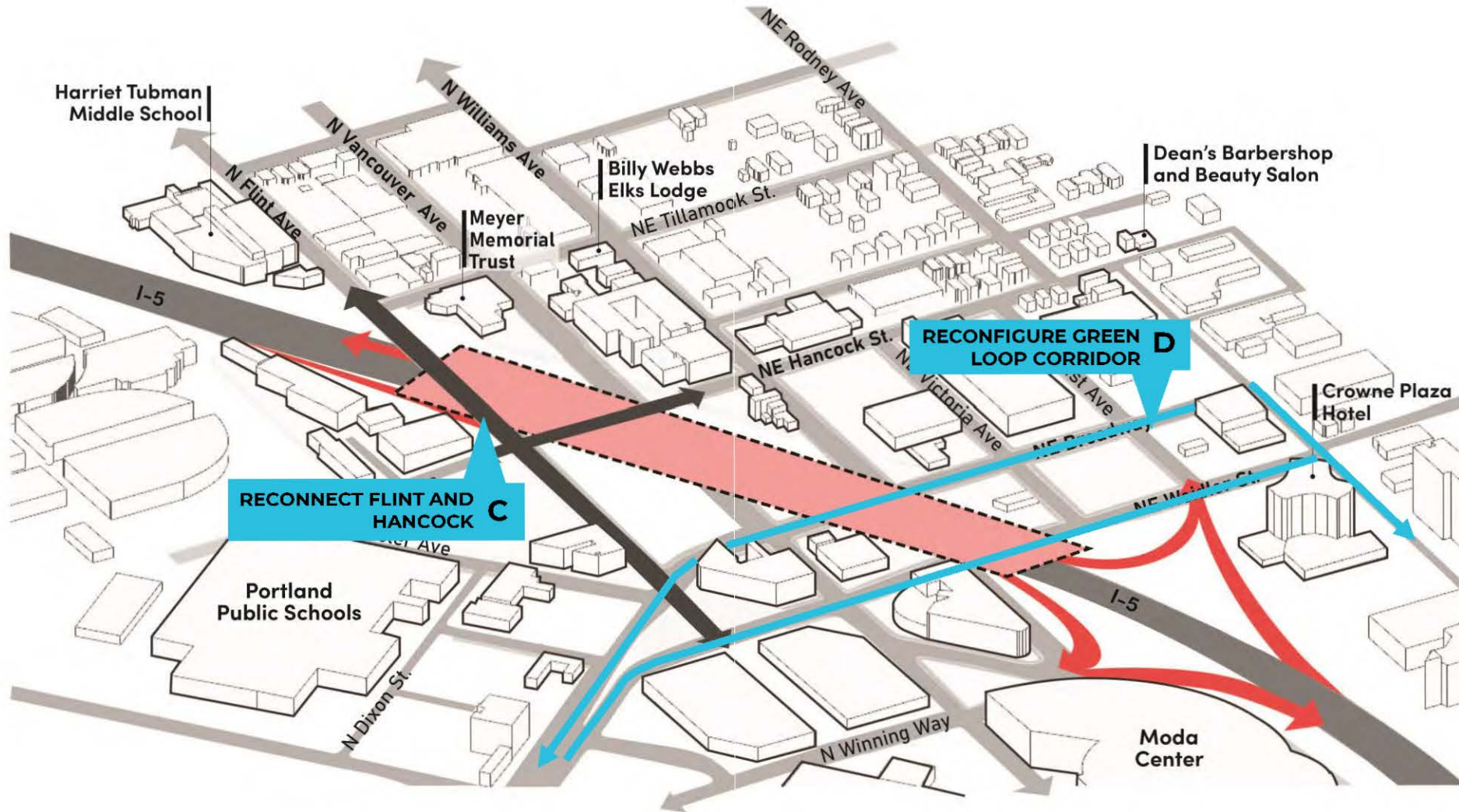
# Scenario Elements

## Center on the Cover (Concept 4)



# Scenario Elements

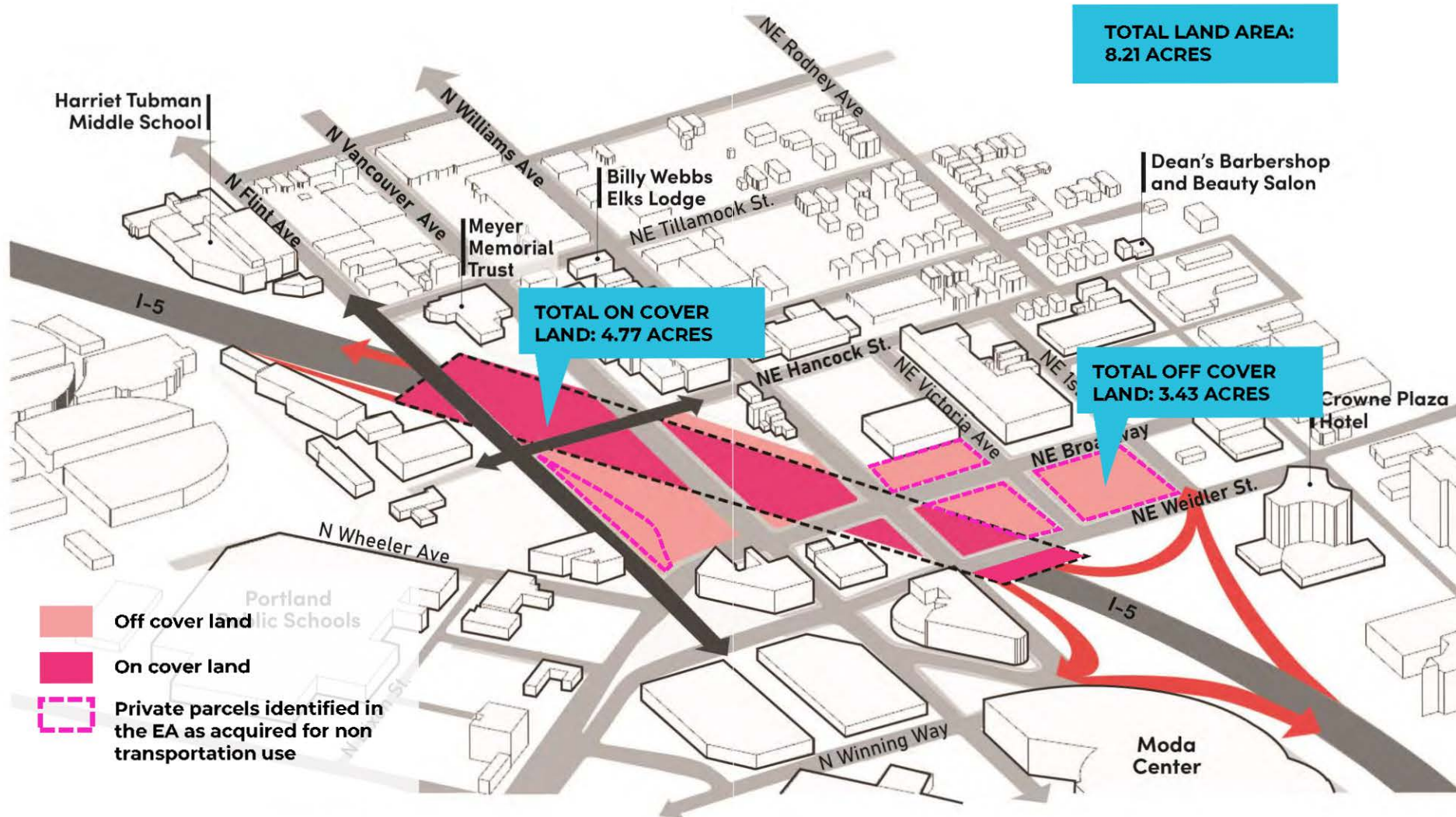
## Restore the Grid (Concept 5)





# Scenario Elements

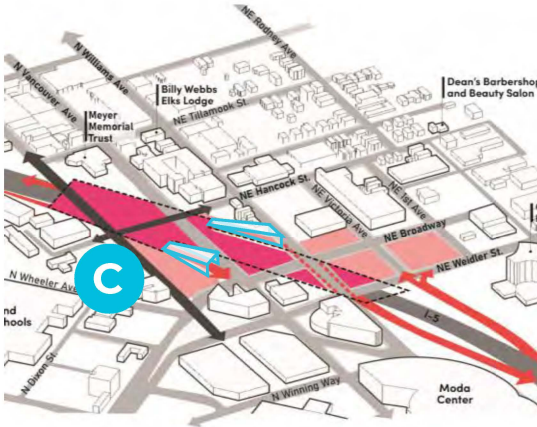
## Restore the Grid (Concept 5)



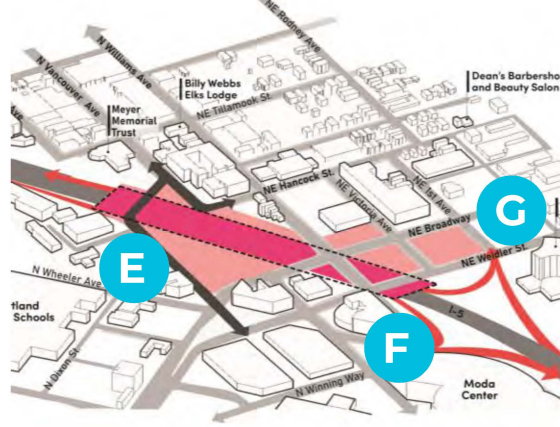


# Scenario Comparison

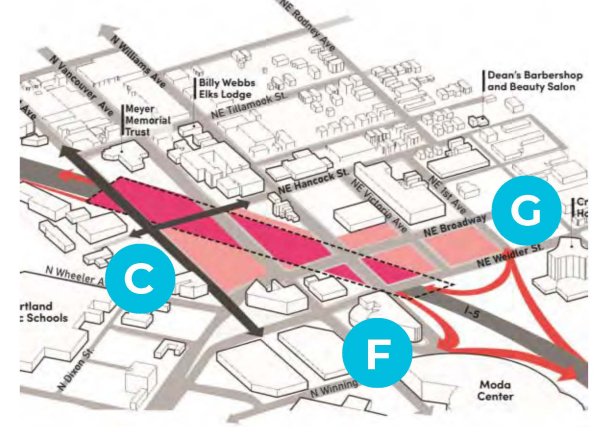
Flint + Broadway (1)



Center on the Cover (4)



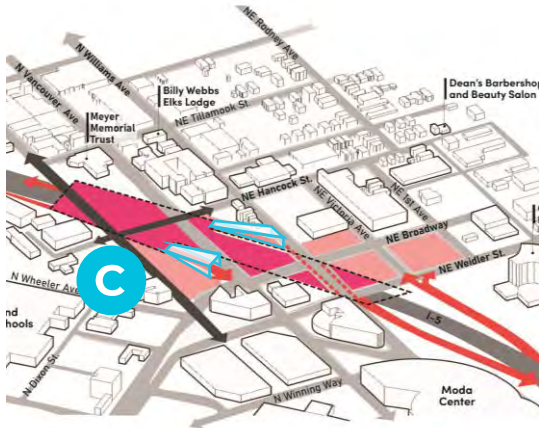
Restore the Grid (5)



	Current RQIP Design	Flint + Broadway (1)	Center on the Cover (4)	Restore the Grid (5)
Total On Cover	2.39 ACRES	4.05 ACRES	4.84 ACRES	4.77 ACRES
Total Off Cover	1.78 ACRES	2.74 ACRES	4.11 ACRES	3.43 ACRES
Total Land	<b>4.16 ACRES</b>	<b>6.79 ACRES</b>	<b>8.96 ACRES</b>	<b>8.21 ACRES</b>
Cost Estimate	--	<b>\$837-936 Mil.</b>	<b>\$808-904 Mil.</b>	<b>\$878-983 Mil.</b>

# Scenario Trade offs

## Flint + Broadway (1)



### LAND

- **Less land**
- More **active streets** for development
- Streets around new development are **less pedestrian and business-friendly** when they hold I-5 traffic from ramps

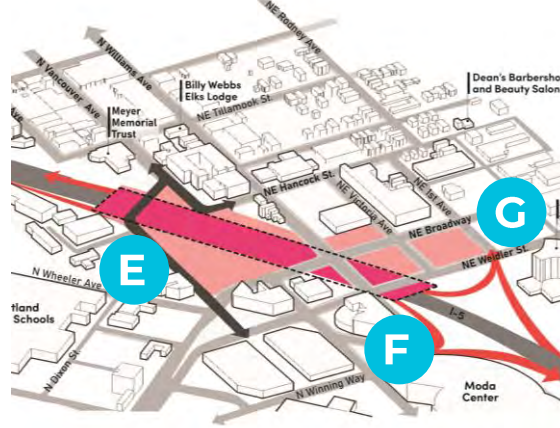
### TRANSIT

- Neutral to transit

### SCHEDULE

- **Delay: Low**, likely approved with limited EA Re- evaluation, **least risk**

## Center on the Cover (4)



### LAND

- Creates **most land** on cover
- Streets around new development are **more pedestrian and business-friendly** with less I-5 traffic

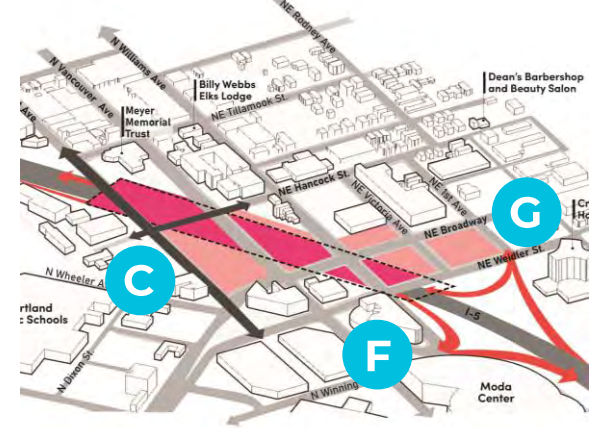
### TRANSIT

- Likely delay bus service on 4 and 44 Buses southbound

### SCHEDULE

- **Delay: Moderate to high**, likely 6-18 months, most complex process with **more risk** to completion

## Restore the Grid (5)



### LAND

- Creates **more land** and more **active streets** for development
- Streets around new development are **more pedestrian and business-friendly** with less I-5 traffic

### TRANSIT

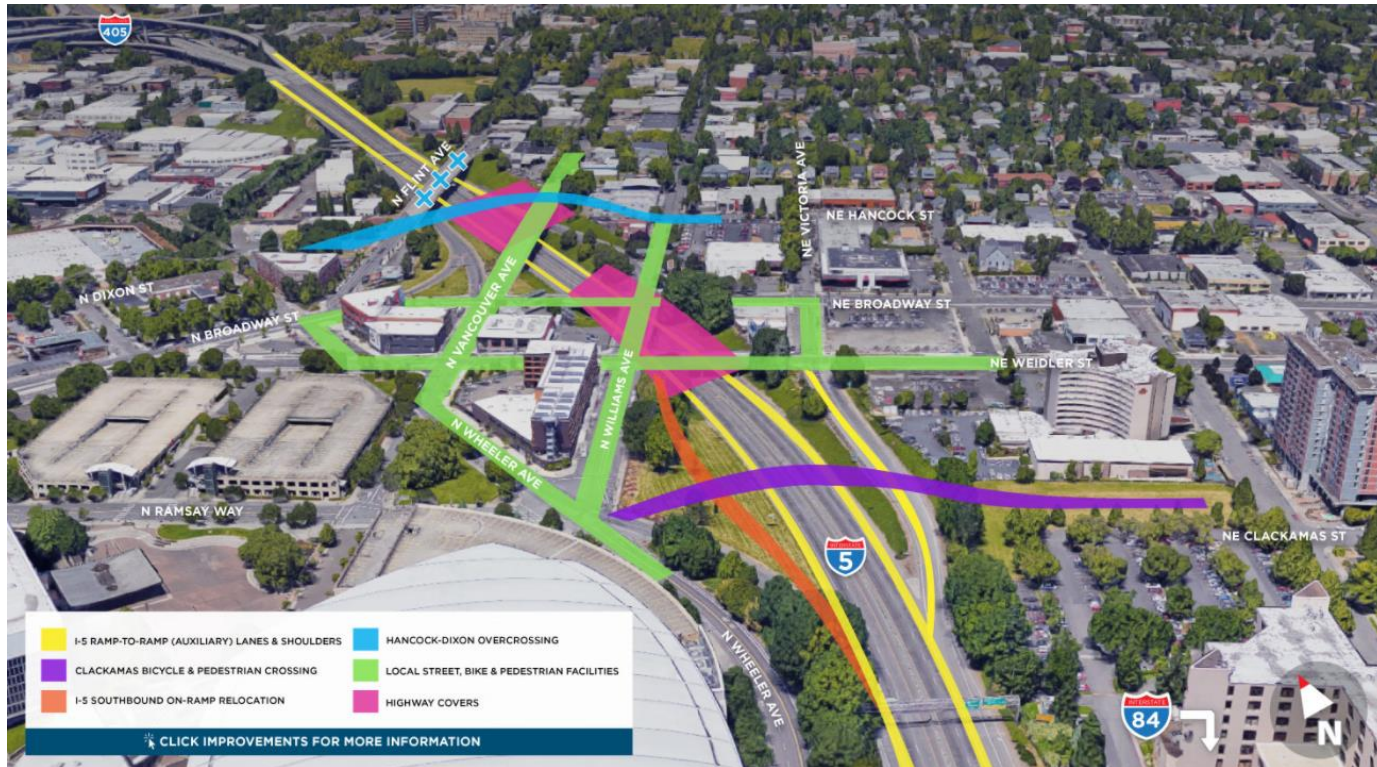
- Neutral to transit

### SCHEDULE

- **Delay: Moderate to high**, likely 6-18 months, most complex process with **more risk** to completion



# Next steps



Source: Oregon Department of Transportation

- **June 22:** Historic Albina Advisory Board meets to recommend a preferred ICA scenario to the ESC
- **June 28:** ESC recommends a preferred ICA scenario to the OTC
- **July 15:** OTC meets to consider ESC's recommendation
- **Late 2022:** ODOT releases 30% design

# Remaining questions

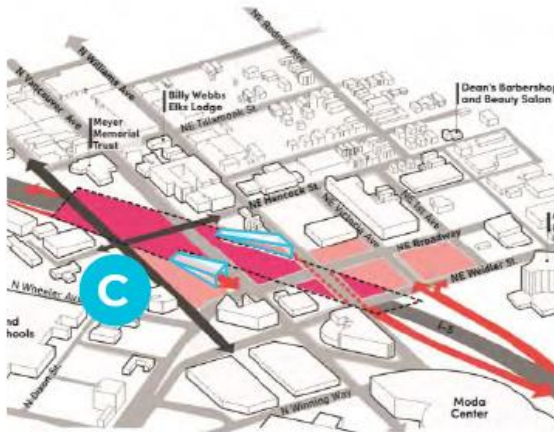
Metro still has questions for ODOT and the ICA team, including:

- What are the traffic impacts to the I-5 mainline and the surrounding surface streets associated with each ICA scenario?
- How would a narrower freeway cross-section affect the cost and constructability associated with each ICA scenarios?
- Is the development envisioned on and around the cover in the ICA scenarios viable given the assumed limits on building heights?
- How do we minimize transit delays and ensure that transit is given priority as it moves through the project area?

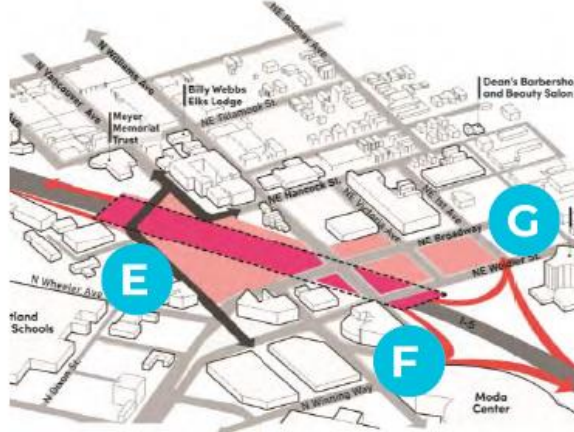
# Questions for Council

- Which cover scenario best meets Metro Council's I-5 Rose Quarter Improvement Project Values, Outcomes, and Actions?
- Does Council have recommendations on how development on the covers should be further designed, governed, or financed?
- Are there other steps that staff should take to address Council's Values, Outcomes, and Actions as the Rose Quarter Improvement Project continues to move forward?

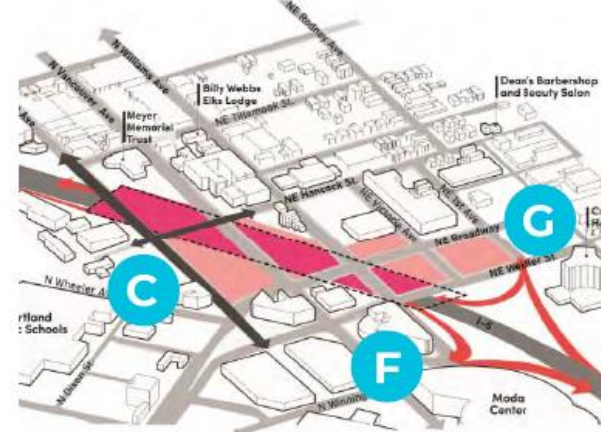
**Flint + Broadway (1)**



**Center on the Cover (4)**



**Restore the Grid (5)**



**oregonmetro.gov**



# Budget Notes and Amendments

- Councilor Stacey Budget Note #1: Willamette Cove Future Funding
  - Technical Amendment #414: Willamette Cove Future Projects
- Councilor Nolan, Gonzalez and Stacey Budget Note #1: Supportive Housing Services for Winter Safety