

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE)	RESOLUTION NO. 22-5267
SUPPORTIVE HOUSING SERVICES TRI-)	
COUNTY PLANNING BODY CHARTER)	Introduced by Chief Operating Officer
)	Marissa Madrigal with the Concurrence of
)	Metro Council President Lynn Peterson
)	

WHEREAS, on February 25, 2020, the Metro Council referred to the Metro area voters a personal and business income tax for the purposes of funding Supportive Housing Services (“SHS”) in the Metro region (the “Supportive Housing Services Measure” or “Measure”); and

WHEREAS, on May 19, 2020, the Metro Area voters approved the Supportive Housing Services Measure; and

WHEREAS, the Supportive Housing Services Measure established a ten-year program under which Metro would allocate and oversee Supportive Housing Services funds to local government partners for the purpose of expanding, coordinating, and providing services to address homelessness within the Metro region; and

WHEREAS, in December 2020, Ordinance No. 20-1452 added a new Title XI, Chapter 11.01 to the Metro Code, which established the Supportive Housing Services Program; and

WHEREAS, Metro Code Section 11.01.170 established a Tri-County Planning Body (TCPB) to strengthen regional coordination to implement the Supportive Housing Services Program; and

WHEREAS, in January of 2022, Metro Council authorized the Metro Chief Operating Officer (“COO”) to enter into Supportive Housing Services intergovernmental agreements (“SHS IGAs”) with Washington, Multnomah and Clackamas Counties, which the COO did in February of 2022; ; and

WHEREAS, the SHS IGAs established that Metro and the three counties would collectively adopt a charter for the TCPB; and

WHEREAS, Metro, Multnomah County, Clackamas County, and Washington County collaboratively drafted a Tri-County Body Charter and reached agreement on the terms of the charter; and

WHEREAS, the SHS Tri-County Planning Body charter details the structure and process through which Metro and the counties will coordinate program implementation regionally and invest in the Regional Investment Fund; now therefore,

BE IT RESOLVED that:

1. The Metro Council adopts the Tri-County Planning Body Charter attached as Exhibit A.

ADOPTED by the Metro Council this 5th day of May 2022.



Lynn Peterson, Council President

Approved as to Form:



Carrie MacLaren, Metro Attorney

IN CONSIDERATION OF RESOLUTION NO. 22-5267, FOR THE PURPOSE OF APPROVING THE SUPPORTIVE HOUSING SERVICES TRI-COUNTY PLANNING BODY CHARTER

Date: 4/26/2022
Department: Planning & Development
Meeting Date: May 5, 2022

Presenter: Patricia Rojas, Regional Housing Director; Kristin Dennis, Metro Council Chief of Staff
Length: 10 min.

Prepared by: Patricia Rojas
craig.beebe@oregonmetro.gov

ISSUE STATEMENT

On May 19, 2020, greater Portland voters approved Measure 26-210, establishing Metro's regional Supportive Housing Services (SHS) program to address homelessness and help people find and keep safe, stable and affordable housing across the region. Consistent with the requirements of the measure, the SHS Work Plan requires the formation of a Tri-County Planning Body (TCPB) charged with the development of a *Regional Plan* designed to elevate and connect local county efforts into a regional system.

Consistent with the requirements of the measure, the SHS Work Plan requires the formation of a Tri-County Planning Body (TCPB) charged with the development of a *Regional Plan* designed to elevate and connect local county efforts into a regional system. Additionally, the measure and SHS Workplan require counties set aside 5% of their total allocation (Regional Investment Fund) for investments that advance the *Regional Plan*. The TCPB *Regional Plan* which will provide guidance and direction to the implementing partners on regional investments from the Regional Investment Fund (RIF) to support the counties and Metro in achieving SHS program alignment, coordination and outcomes at a regional level.

ACTIONS REQUESTED

- Approve the Metro Supportive Housing, Tri-County Planning Body Charter (attached to Resolution No. 22-5267 as Attachment A) as consistent with the requirements defined in the Supportive Housing Services measure, SHS Workplan and IGA.

IDENTIFIED POLICY OUTCOMES

The TCPB will provide guidance and direction to strengthen alignment and coordination at a regional level. Coordination and alignment of SHS implementation at the regional level will increase access to services, improve outcomes for service recipients, increase efficiency, reduce system gaps, and improve data collection and reporting across the region. Areas of regionalization include:

- *Regional capacity*: identify strategies to strengthen regional supportive housing capacity, including but not limited to, supporting the development and implementation of a regional model of long-term rental assistance program, aligning SHS resources with the regional affordable housing bond and other sources, and expanding system capacity for culturally specific housing and services;
- *Systems alignment*: identify strategies to coordinate and integrate housing and homeless service systems, as well as other systems serving people experiencing homelessness, including the healthcare, education, workforce and criminal justice systems;
- *Standards and metrics*: establishing systems to collect, report on and evaluate data at the regional level that demonstrates progress toward regional goals and metrics, 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.

STAFF RECOMMENDATION

Staff recommends that Council adopt the Resolution.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The needs experienced by homeless populations are complex and diverse. Therefore, an approach that centers the needs of individuals is required. It is for this reason that Local Implementation Plans (LIP's) were developed at the county community level; informed by the voices of those with lived experience of homelessness and housing instability, by the experiences of Black, Indigenous and People of Color, local equity and gaps analysis. While counties must respond to the needs of individuals and dynamics in their local communities, homelessness is an issue of regional concern. Regional coordination and alignment is the path to transforming how we approach homelessness across the region and ultimately reach functional zero in chronic homelessness regionally.

Programmatic and structural requirements for regional coordination and alignment have been incorporated into every foundational document of the SHS program including the SHS measure, the SHS Work Plan and most recently the SHS Intergovernmental Agreements. Each governing document provides direction that is now included in the proposed Tri-County Planning Body Charter. The TCPB Charter was developed as an extension of the IGA development process in collaboration with representatives from each jurisdiction.

The Supportive Housing Services measure established a requirement to form a Tri-County Planning Body. Section 23 of Exhibit A to Resolution No. 20-5083 states:

- 1. Metro will annually allocate a portion of resources from its administrative costs to provide the staffing and logistical support to convene and maintain a tri-county*

homeless services planning body. This body will develop and implement a tri-county initiative that will be responsible for identifying regional goals, strategies, and outcome metrics related to addressing homelessness in the region.

2. The counties must present to the regional services oversight committee for its approval a proposal to implement the tri-county planning requirement.

3. Each county must annually contribute no less than five percent of each of the counties' share of the Supportive Housing Services Revenue to a regional strategy implementation fund.

4. The proposed governance structure of the tri-county planning body must be inclusive of people representing at least the perspectives required in Section 6(4).

5. Within one year of the adoption of the tri-county initiative plan, and as needed thereafter, each county will bring forward amendments to its Local Implementation Plan that incorporate relevant regional goals, strategies, and outcomes measures.

Additionally, by approving and codifying the SHS Work Plan, Metro Council provided additional guidance on the implementation of a Tri-County Planning Body. SHS Work Plan Section 6.2 states:

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.

Most recently, Metro Council adopted Resolution No. 22-5238, which established intergovernmental agreements with SHS implementation partners. Sections 8.3 of the SHS Intergovernmental Agreements states the following about the Tri-County Planning Body:

8.3.1 PURPOSE. Metro will convene the TCPB to strengthen coordination among the Counties and Metro in addressing homelessness in the Region. The TCPB will identify Regional goals, strategies, and outcome metrics that support Regional SHS coordination and alignment. The TCPB will approve and incorporate strategies developed and investments made by each County that reasonably accomplish the Regional goals, strategies, and outcome metrics identified by the TCPB for the Tri-

County Plan, and that the Tri-County Plan's purpose will be to support the successful implementation of each County's locally developed Plan.

8.3.2. TCPB CHARTER. Within 120 days of the Effective Date, Metro and the Counties will finalize the TCPB Charter which will describe a proposed structure, roles, and procedures for the TCPB, to be presented to the Parties' governing bodies for approval.

8.3.3. REGIONAL STRATEGY IMPLEMENTATION FUND. Each County must contribute not less than 5% of its share of Program Funds each Fiscal Year to a Regional Strategy Implementation Fund to achieve regional investment strategies. Partner may use the 5% for expenses that are consistent with the "measurable goals" described in the Metro SHS Work Plan at Section 5.2 until such time as the TCPB has developed new or different regional goals and provided the Parties with the TriCounty Plan detailing those goals. Each Fiscal Year, Partner must describe in its Annual Program Budget its investments in regional strategies during the reporting year. Partner may reimburse itself from its Regional Strategy Implementation Fund for its investments in regional strategies. Partner may collaborate with and pay other Counties from its Regional Strategy Implementation Fund to implement regional investment strategies in the Tri-County Plan.

The proposed Tri-County Planning Body Charter incorporates language from each of the governing documents. The charter incorporates the following key points:

- 17 voting member committee
 - Among the 17 members will be one elected official from each participating jurisdiction
- Term limits
- Co-Chairs
- SHS regional metrics established by Metro Council
- Focus areas as outlined in the SHS Work Plan
- Committee responsibilities
- Roles and responsibilities
- Accountability
- Conflicts of interest

BACKGROUND

The Supportive Housing Services program brings a groundbreaking level of regional coordination and scale to address the region wide challenge of homelessness. The Metro Council approved county-specific Local Implementation Plans (LIP's) which provide a high-level framework for strategies and investments to guide implementation. LIP's were developed by each of the Metro area's three counties through inclusive engagement with community and local practitioners, a systems gaps analysis, and an equity analysis.

The Supportive Housing Services (SHS) Workplan adopted by Metro Council in December of 2020, establishes programmatic values and principles, a governance structure, funding

structures & processes, accountability structures and requirements for regional coordination.

Tri-County Planning Body Charter

BACKGROUND

In May 2020, voters in Multnomah, Clackamas, and Washington counties approved the [Metro Supportive Housing Services Measure 26-210 \(the Measure\)](#). Through the passage of this measure, Metro's new Supportive Housing Services (SHS) Program will aim to reduce rates of chronic and short-term homelessness and address racial disparities within the homelessness service continuum across the Tri-County region.

This program brings a groundbreaking level of regional coordination and scale to address this region wide challenge. Multnomah, Clackamas and Washington Counties developed local implementation plans (Plans) which are high level framework documents. Plans were developed through inclusive engagement that centered people with lived experience of homelessness and BIPOC communities, were informed by engagement with community and local practitioners, incorporated an analysis of local conditions and needs, and included an equity analysis to create the framework for programmatic strategies and investments. Plans were endorsed by local advisory bodies, boards of county commissioners, the SHS Regional Oversight Committee and approved by Metro Council.

The local implementation plans support a local response specific to the needs of each county. The Measure also contemplated a regional dimension of the SHS program and incorporated the Tri-County Planning Body (TCPB) to strengthen coordination and alignment of program implementation across the Metro region. The purpose of the TCPB is not to supplant the community-centered work that informed the Plans, but rather to strengthen the effectiveness of the Plans by helping the counties regionalize the appropriate aspects of the SHS program.

SHS GUIDING PRINCIPLES

Metro's adopted SHS Work Plan incorporates values developed by the SHS stakeholder advisory committee. The following values outlined in the SHS Work Plan are incorporated into all local implementation plans and guide the program implementation at all levels:

- 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
- Lift up local experience: lead with the expertise of local agencies and community organizations addressing homelessness and housing insecurity

TRI-COUNTY PLANNING BODY PURPOSE AND AUTHORITY

The Measure recognized the regional nature of the SHS program and called for the creation of a Tri-County Planning Body *responsible for developing and implementing a tri-county initiative that will be responsible for identifying regional goals, strategies, and outcome metrics related to addressing homelessness in the region*. The TCPB will be created and supported administratively by Metro. The TCPB's regional plan and ongoing role will be to guide the investments of the Regional Investment Fund (RIF) to support the counties and Metro in achieving SHS program alignment, coordination and outcomes at a regional level. To the extent aligned with the counties Plans, this may include supporting

- *Regional capacity*: strategies to strengthen regional supportive housing capacity, including but not limited to, supporting the development and implementation of a regional model of long-term rental assistance program, aligning SHS resources with the regional affordable housing bond and other sources, and expanding system capacity for culturally specific housing and services;

- *Systems alignment*: strategies to coordinate and integrate housing and homeless service systems, as well as other systems serving people experiencing homelessness, including the healthcare, education, workforce and criminal justice systems;
- *Standards and metrics*: establishing systems to collect, report on and evaluate data at the regional level that demonstrates progress toward regional goals and metrics, 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.

Additionally, the SHS Work Plan incorporated the following regional goals and outcomes. These goals are reflected in LIP's and will be incorporated into the Regional Plan to support implementation and coordination at a regional scale:

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.

TCPB RESPONSIBILITIES

1. Develop a Regional Plan for approval by the Regional Oversight Committee that incorporates regional strategies, metrics, and goals as identified in Metro SHS Workplan and the counties' Local Implementation Plans.
2. Review proposals from the counties that outline programmatic strategies and financial investments from within the Regional Investment Fund that advance regional goals, strategies and outcome metrics
3. Provide guidance and recommendations to the counties on the implementation of strategies to achieve regional goals and outcomes
4. Approve and monitor financial investments by the County Local Implementation Partner from the Regional Investment Fund
5. Provide guidance on the operationalization of SHS values at the regional level
6. Monitor and provide guidance on the implementation of the Regional Plan

COMMITTEE MEMBERSHIP

The TCPB consists of 17 members. Consistent with the SHS measure, section 6(4), membership shall represent the following perspectives (the use of the plural does not mean that more than one person representing each perspective must be on the committee, and one individual may represent multiple 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
- Representation ensuring geographic diversity

ESTABLISHING AND MANAGING MEMBERSHIP:

Metro staff will lead a recruitment process for TCPB membership. County staff will review applications and recommend candidates in collaboration with Metro staff to submit a final list of candidates for approval. Metro Council will appoint and codify the committee.

This process will be replicated in the recruitment, selection and appointment of future members.

TERMS OF SERVICE

Eight 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. Nine 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.

EXPECTATIONS OF MEMBERSHIP

- TCPB meetings will take place on a monthly basis through June 30, 2023. Starting July 1, 2023, the meeting schedule will be revisited and adjusted as necessary on an annual basis.

- Regular attendance is required. Members may miss up to two meetings in each fiscal year. A member may be removed from the TCPB if a third meeting is missed within a fiscal year.
- Members are expected to apply SHS values in their participation on the TCPB.

CHAIRPERSON(S) ROLE

Chairperson(s) 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. Chairperson(s) will not be an elected official or staff person from the Counties.

ELECTED MEMBERS

Jurisdictional elected members of the TCPB will participate as a general member, and transfer knowledge and communication directly to their respective jurisdictions. One representative from each of the following jurisdictions will serve on the committee as voting members:

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

TCPB JURISDICTIONAL LEADERSHIP TEAM

The jurisdictional leadership team (JLT) will be composed of staff from of the Counties and Metro. Membership includes but is not limited to:

- Program staff
- Elected official staff or government relations (as needed)
- Legal staff (as needed)
- Finance staff (as needed)

JLT Responsibilities include:

- Develop the content for agendas and meeting materials in collaboration with co-chairs
- Respond to direction and guidance provided by the TCPB
- Lead the development of policies and strategies to advance regional coordination for consideration by TCPB
- Participate in subcommittees as necessary
- Act as liaison to jurisdictional leadership
- Provide leadership and stewardship on the implementation of the Regional Plan

METRO COUNCIL AND STAFF ROLE

- Metro staff will provide ongoing staffing, facilitation, and logistical support to convene the TCPB and support its planning and coordination efforts.
- Metro staff will convene and participate in the JLT meetings
- Metro staff will provide implementation and fiscal updates to the Regional Oversight Committee and Metro Council as part of the quarterly reporting process
- Metro Council will appoint the TCPB membership
- Metro Council will provide oversight and accountability to assure consistency between implementation and the Tri-County Plan.
- Metro Council will approve the TCPB charter and any future amendments

COUNTY BOARD AND STAFF ROLE

County/Local Implementation Partners will:

- Develop proposals that effectively meet the regional goals, strategies, and outcome metrics identified by the TCPB in the Regional Plan
- Within one year of the adoption of the Regional Plan, and as needed thereafter, each county will bring forward any necessary amendments to its

Local Implementation Plan that incorporate relevant regional goals, strategies, and outcomes measures

- County staff will participate in the TCPB jurisdictional leadership committee
- County staff will provide fiscal and programmatic Regional Plan updates as part of the quarterly reporting process
- Each County will administer a separate Regional Strategy Implementation Fund equal to 5% of the annual program funds and invested in furtherance of the Tri-County Plan.
- County boards of commissioners will approve the TCPB charter and any future amendments




ACCOUNTABILITY

All TCPB 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.

DECISION MAKING

Decision Making Method: Modified consensus is the goal for decision making; we achieve this by using the *Thumb vote* method described in the chart below. Each member may cast one vote per decision. Following the process outlined below, the majority vote decides the decision.

THUMB VOTE CHART	
	<p>A thumb up vote means “Yes. I support the decision and support moving forward with the proposed action.”</p>
	<p>A sideways thumb vote means “Yes. I support the decision, but with hesitation or caution; I support moving forward with the proposed action.” The voter is given the opportunity for more discussion if needed.</p>
	<p>A thumb down vote means “No. I oppose this decision and have significant concerns about moving forward with the proposed action.” The voter is given the opportunity to explain their concerns and propose an alternative solution.</p>

This charter will be reviewed on an annual basis and updated as necessary. Amendments to this charter may be made with the approval of the governing boards of Multnomah, Washington and Clackamas Counties and Metro Council.

Relevant Contextual Documents

1. SHS Measure
2. IGA
3. LIP’s

History of Charter Revisions

DATE	CHARTER REVISION	COMMENTS

