

RESOLUTION 25-5534: EXHIBIT A

Supportive Housing Services Reforms Work Plan

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INTRODUCTION

December 2025 marks the midpoint of the Supportive Housing Services (SHS) ballot measure's 10-year lifespan. The vision for a connected regional homeless services system in the Portland Metro area was, and remains, an ambitious and unprecedented project. When approved by voters across the region in 2020, no structure existed that contemplated a regional vision for delivering services to thousands of people experiencing homelessness. Instead, voters approved a high-level concept for jurisdictions to implement.

The administrative systems that govern SHS were developed in good faith among Metro, and Clackamas, Multnomah and Washington counties, where Metro is responsible for oversight and regional coordination, and counties assume authority for delivering services with non-profit partners. While these underlying systems often go unseen, they are integral to the overall performance, and ultimately, outcomes for people experiencing homelessness, voters and taxpayers.

In its first five years of implementation, Metro has learned where governance, accountability and transparency can be strengthened by streamlining oversight, identifying administrative efficiencies, and training our focus on the areas that can yield better outcomes.

It is important to note that this Work Plan is exclusively focused on Metro's role as leading the SHS regional administrative structure. It is not intended to replace the core responsibilities of county partners to design and deliver programming that meets the needs of community members experiencing homelessness. Rather, it is focused on improving the regional system through streamlining oversight, accelerating coordination, and ultimately compelling the emerging regional system to deliver better and lasting outcomes for people experiencing homelessness.

About this Work Plan

For each identified reform action, this Work Plan provides:

- Background
- High-level description of reform actions
- Key milestones and deliverables
- Timeline

This Work Plan captures specific administrative changes to the SHS Program and does not include the day-to-day work of oversight, policy and accountability that Metro Housing staff conduct. Rather, the actions contained in this work plan will enhance the ongoing work of the Metro Housing Department.

Reform actions

The reforms described below reflect Metro-led engagement conducted from January 2024 through June 2025, as well as more recent feedback from community members, jurisdictional partners, and Metro councilors.

1. **GOVERNANCE:** Consolidate the Supportive Housing Services Oversight Committee (SHSOC) and the Tri-County Planning Body (TCPB) into a single Regional SHS Policy and Oversight Committee (RPOC); expand membership and clarify decision-making
2. **REGIONAL INVESTMENTS:** Establish new framework for the Regional Investment Fund
3. **KPIs AND GOALS:** Update regional key performance indicators, introduce new key environmental indicators, and establish both new five-year regional goals and an interim regional goal
4. **DATA TRANSPARENCY:** Create new regional financial and programmatic data dashboard
5. **STANDARDS:** Codify programmatic definitions and guidelines in administrative rules

Reforms timeline: Jan 2026–June 2027

	FY 26 Q3	Q4	FY 27 Q1	Q2	Q3	Q4
1	SHSOC and TCPB sunset	RPOC and Metro Council concurrence (ongoing)				
2	Develop RIF framework and reporting tools	Finalize reporting tools; orient RPOC to RIF	Quarterly RIF reporting to RPOC and Metro Council (ongoing)			
3	Analyze endorsed KPIs and goals	RPOC consider KPIs and goals	Data prep	Reporting to RPOC and Metro Council (ongoing)		
4	Technical research	Data methodology and dashboard development		Dashboard launch	Updates (ongoing)	
5	PSH, Housing with Services rules finalized	Shelter, Housing Only, Homeless Prevention rules finalized	Outreach, Rapid Rehousing, Transitional rules finalized	All rules finalized and adopted	County implementation	

Background

From January 2024 through November 2025 Metro received clear and considerable feedback on the SHS Program from the Metro Council President's Work Group, Metro Chief Operating Officer Marissa Madrigal's Stakeholder Advisory Table, SHS's advisory committees, public opinion research, and a range of stakeholders and community members across the region and state.

Analysis of stakeholder input, partner feedback and public opinion research point to three near-term improvement priorities for SHS:

- Streamlined implementation and oversight across jurisdictions
- Improved metrics and reporting enabling transparent and accessible communication with the public
- Demonstrated efficient use of public resources

To achieve these priorities, participants in the Stakeholder Advisory Table and the President's Work Group emphasized the need for a more streamlined and coordinated regional approach, one that is focused on clearly defined outcomes and continuous improvement, and where each constituent part, from service providers to government agencies, understands its role in the larger homelessness response system. In June 2025, Metro Council decided not to move forward with a ballot proposal until participating governments collectively act to improve voter confidence in the SHS Program.

In July 2025, Metro staff submitted to the Metro Council a memo outlining proposed areas for reform that were feasible in the absence of a new ballot measure and committed to developing a Work Plan for formal consideration during the fall of 2025. This Work Plan is the conclusion of that staff recommendation.

ACTION 1. GOVERNANCE

Consolidate the Supportive Housing Services Oversight Committee and the Tri County Planning Body into a single Regional SHS Policy and Oversight Committee expand membership and clarify decision-making

As the SHS Program has evolved, it has become clear that a more aligned, coordinated, and clearly defined governance framework is needed to support timely and effective decision-making that can respond to emerging regional needs while maintaining strong oversight and supporting an effective regional system of care.

Both the SHSOC and the TCPB have brought together program experts, individuals with lived experience, and regional leaders to address complex issues and strengthen the developing system. However, committee recommendations have not consistently resulted in system improvements due to inefficient processes and overlapping or unclear roles.

Communication and coordination among the SHSOC, the TCPB, and the Metro Council have also been limited, reducing transparency and alignment across regional oversight functions. The two committees operate under different bylaws, charters, procedures, and voting structures, which create operational challenges, especially when both are required to review and approve the same proposals.

Regional elected representation is limited, and elected officials who serve on the SHSOC do not have voting authority, diminishing regional visibility, accountability, and engagement in shaping SHS Program policy and oversight.

At the same time, federal and state funding for homeless services has become more uncertain, increasing the importance of SHS funding as a locally controlled resource to serve people experiencing homelessness and housing instability. These evolving conditions underscore the need to update the governance structure to better support regional responsiveness, maintain oversight, and strengthen the overall system of care.

Reform action: Metro will implement the actions outlined in Ordinance 25-1539.

In response to feedback from the Metro Council and jurisdictional and community partners, the RPOC, once established, will prioritize addressing the following system needs in addition to its core responsibilities as outlined in Metro Code and the intergovernmental agreements with counties:

- Consider and approve updated KPIs and goals
 - Includes reviewing additional metrics and policies proposed by Council President Peterson

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- Consider SHS OC recommendations
- Review TCPB regional plan that includes approved goals, implementation plans and regional investment fund strategies.
- Review spending for Populations A and B
- Initiate provider contract improvements
- Establish performance-based systems management through a continuous improvement framework
- Consider annual independent audit
- Develop Regional homeless services legislative agenda

Milestones

- **Nov-Dec 2025**
 - First reading and public hearing of committee ordinance (Dec. 4)
 - Second reading and Council vote on ordinance (Dec. 16)
 - TCPB regional plan approved
- **Jan-March 2026 - RPOC preparation; SHS OC and TCPB sunset**
 - **Jan**
 - Agenda planning session with RPOC Chair
 - Establish RPOC meeting and Metro Council concurrence schedule
 - Begin recruitment of non-elected members; jurisdictions begin appointments
 - Draft bylaws
 - Final TCPB meeting expected
 - Committee facilitation contract RFP process award
 - **Feb**
 - Council engagement on bylaws and other RPOC items
 - Continue recruitment, appointments, and development of bylaws, orientation and agenda materials
 - **March**
 - Committee membership applications provided to Metro Council President/RPOC Chair
 - Prepare resolution for Metro Council President to appoint members with approval by Metro Council
 - Finalize draft bylaws, onboarding materials, and six-month agenda map

- Final SHSOC meeting; regional report for Fiscal Year 2025 (FY25) completed and approved
- SHSOC and TCPB sunset (March 31)
- **April-June 2026 — RPOC launches**
 - **April — RPOC Meeting #1**
 - Committee ordinance takes effect; RPOC launches (April 1)
 - Metro Council approves appointed members (April 2)
 - Conduct pre- and post-meeting member engagement
 - Develop meeting agenda, materials and presentations
 - Council concurrence review after RPOC meeting #1
 - **May — RPOC Meeting #2***
 - Develop meeting agenda, materials and presentations
 - Member engagement and staff coordination
 - Council concurrence review after RPOC meeting #2
 - **June — RPOC Meeting #3***
 - Develop meeting agenda, materials and presentations
 - Member engagement and staff coordination
 - Council concurrence review after RPOC meeting #3
- **Ongoing (July 2026–July 2027)**
 - RPOC meetings and Metro Council concurrence will continue at the direction of the RPOC chair and Metro Council.

* Milestones assume a monthly RPOC meeting schedule for illustrative purposes only. The RPOC meeting frequency and subsequent Metro Council concurrence schedule will be determined by RPOC Chair and Metro Council; the milestones, deliverables and timeline sections in this Work Plan may adjust accordingly.

Deliverables

- **RPOC launch**
 - Approved bylaws
 - RPOC meeting and Metro Council concurrence schedule
 - Six-month agenda map
 - Committee orientation materials
 - Committee facilitation contract
 - Recruitment and appointment plan, and draft resolution for Metro Council
 - Committee member engagement plan

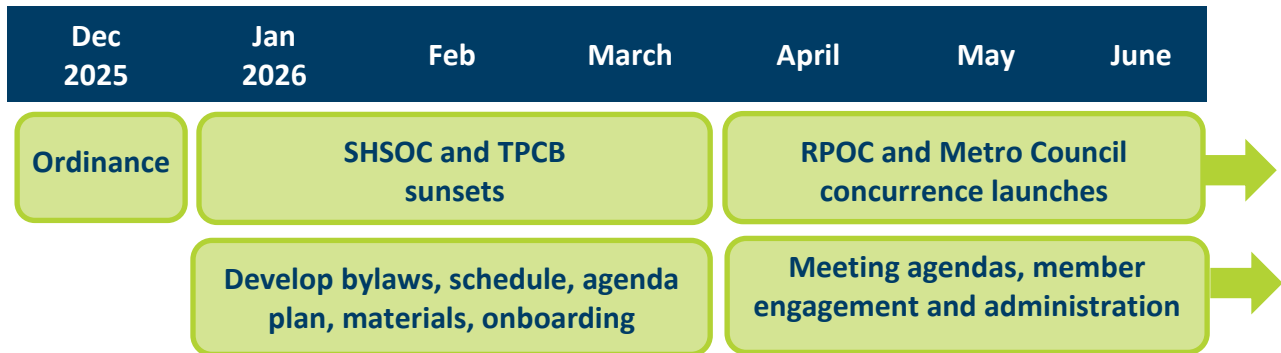
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- Agenda, meeting materials and post-meeting materials (*ongoing*)
- Council concurrence packets (*ongoing*)
- **SHS OC and TCPB sunset**
 - Approved regional plan
 - Sunset documentation for SHSOC and TCPB
 - SHSOC FY25 regional report

Timeline



ACTION 2. REGIONAL INVESTMENTS

Establish new framework for the Regional Investment Fund

Both Metro Code Section 11.01.180 and Section 8.3.3 of the IGAs require each county to annually contribute no less than five percent of each counties' share of SHS revenue to a regional strategy implementation fund.

This set-aside of funds constitutes the Regional Investment Fund, or RIF. The RIF is intended to advance regional systems-building and improvement by investing in capacity, alignment and regional standards.

However, the funding is disaggregated into three separate funds managed by each county. This unusual structure makes it challenging to fulfill the original intent of the RIF: to consistently guide investments that help the counties and Metro achieve SHS program alignment, coordination and outcomes at a regional level. The RIF expenditure approval process has been labored, inefficient and, at times, confusing.

Reform action: Metro staff will work collaboratively to develop a RIF budget framework and financial reporting tools with County implementation partners to improve transparency and effectiveness, and better support the original intent of strengthening the regional system.

Metro staff are not proposing changing the RIF fund structure at this time. The RIF will continue to be designated for regional system-based improvements; however, in extraordinary circumstances, it can also be approved and expended for other investments, as approved by the RPOC.

Milestones

- **Jan–Mar 2026**
 - Release the RIF budgeting framework to provide County implementation partners with guidance on budgeting for RIF
 - Develop programmatic and financial RIF reporting tools
- **April–June 2026**
 - Finalize reporting tools
 - Orient RPOC to new RIF framework and reporting requirements
- **July–Sept 2026**
 - Quarterly submission of Metro staff reports and recommendations to the RPOC (*ongoing*)
 - Quarterly submission of County RIF financial reports to Metro (*ongoing*)
 - Quarterly convening of SHS leadership to compile, analyze, and review annual RIF expenditures (*ongoing*)

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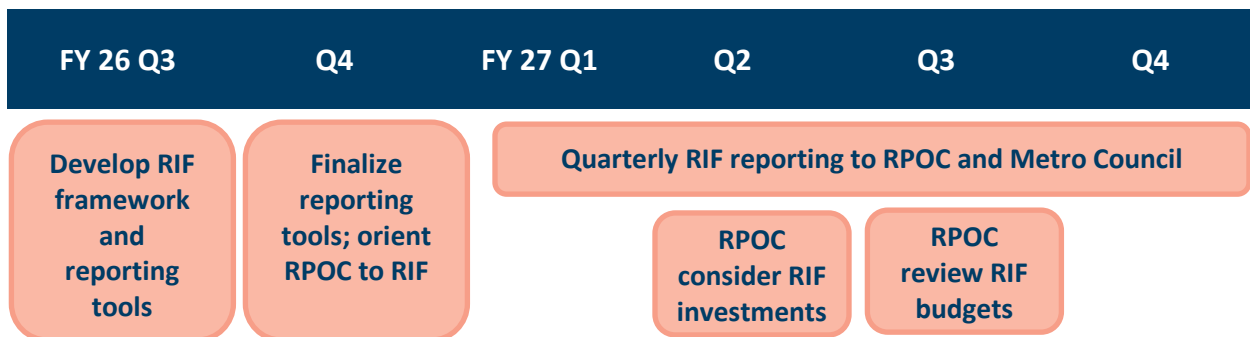
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- Review County RIF budgets for Fiscal Year 2027
- **Oct–Dec 2026**
 - RPOC consideration of additional policy or investment recommendations introduced by members
 - Annual alignment of proposed RIF changes with the fiscal year cycle
- **Jan–March 2027**
 - Review and approval of proposed County RIF budgets for Fiscal Year 2027 by RPOC and Metro Council (*annually ongoing*)

Deliverables

- Finalize and release RIF budgeting framework
- Quarterly financial and annual reporting tools
- Quarterly RIF expenditure analysis prepared by SHS leadership.
- Quarterly RIF performance report from Metro staff to the RPOC.
- Staff recommendations to maintain, expand, eliminate, or redirect RIF investments.
- Investment proposals for RPOC review, when appropriate.
- Quarterly RIF reports and recommendations submitted to RPOC and Metro Council.
- RPOC member–initiated policy or investment proposals, as needed.
- Documentation and justification for extraordinary RIF expenditures.
- Fiscal year–aligned investment proposal packages for any proposed RIF changes.

Timeline



ACTION 3. KPIs AND GOALS

Update SHS regional Key Performance Indicators (KPIs), introduce new Key Environmental Indicators (KEIs), and establish both new five-year regional goals and an interim regional goal.

Clear, measurable ways to track progress, assess effectiveness, and guide decision-making are essential for ensuring transparency in system performance and the use of public resources. They also help communicate the system's story, demonstrate progress, and build trust. Currently, SHS Program regional goals and KPIs are not sufficiently clear or focused enough to guide the system over the next five years. Without updates, efforts risk becoming fragmented, alignment across Metro and its partners may weaken, and accountability could be limited.

Stakeholders have consistently emphasized the need to better understand the context in which SHS operates and how it affects the success of funded interventions. However, KPIs and KEIs are often conflated in reporting. KPIs measure the system's direct outputs and outcomes, while KEIs reflect broader contextual factors—such as housing market conditions or rates of homelessness—that are largely outside the system's control. Without a formal approach to KEIs, the public and decision-makers may receive unclear information about system performance and regional trends. Tracking both indicators will improve communication, highlight emerging trends, and inform policymaking.

The homelessness and housing funding landscape is increasingly dynamic due to significant and sudden shifts in state and federal funding. While KPIs should remain consistent to track overall system performance over time, this uncertainty requires a proactive approach in goal setting by adopting new five-year regional goals, along with an interim goal focused on preserving existing service levels to the greatest extent possible.

Updating KPIs, adding new KEIs, and establishing clear regional goals—both five-year and interim—will help strengthen accountability and transparency, foster a more aligned and coordinated regional system, and enable the system to adapt effectively to changing conditions.

Reform action: Metro staff recommend Metro Council *endorse* the draft regional KPIs, KEIs and goals below for future RPOC consideration and approval. These proposed KPIs and goals are intended to support effective regional oversight and decision-making.

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Updated regional KPIs: *Outcomes that the regional system controls*

KPI	What is measured
Eviction preventions	<ul style="list-style-type: none"> Interventions specific to a subset of Population B
Shelter	<ul style="list-style-type: none"> Shelter utilization rates <ul style="list-style-type: none"> Individuals served, total number of shelter beds Exits to housing Other positive placement outcomes (<i>e.g. recovery program enrollment; family reunification; transitional housing placement</i>)
Housing Placements	<ul style="list-style-type: none"> Permanent Supportive Housing (PSH) Rapid Rehousing (RRH) Other housing programs
Housing Retention Rates	<ul style="list-style-type: none"> Permanent housing at six, 12, and 24 months post-placement
Regional Coordination and Alignment	<ul style="list-style-type: none"> <i>To be developed</i>

New regional KEIs: *Monitored; homeless services system does not control*

Environmental Indicator	Provides Context for
Total number of evictions	<ul style="list-style-type: none"> System inflow / outflow Eviction prevention need
Total number of people and/or households experiencing homelessness	<ul style="list-style-type: none"> System inflow / outflow Overall need
Median length of time experiencing homelessness by self-report	<ul style="list-style-type: none"> System inflow / outflow

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<p>Vacancy rates</p> <ul style="list-style-type: none">• Private market (various affordability levels)• Regulated affordable (different MFI levels)	<ul style="list-style-type: none">• Housing supply / need• System inflow / outflow
<p>Median rents</p> <ul style="list-style-type: none">• Studio, 1-bedroom, 2-bedroom, 3-bedroom units	<ul style="list-style-type: none">• Housing supply / need• System inflow / outflow
<p>Construction rates</p> <ul style="list-style-type: none">• Studio, 1-bedroom, 2-bedroom, 3-bedroom units• Private market (various affordability levels)• Regulated affordable (different MFI levels)	<ul style="list-style-type: none">• Housing supply / need• System inflow / outflow
<p>Median Income</p>	<ul style="list-style-type: none">• Housing supply / need• Overall need
<p>Number of people and/or households experiencing homelessness with specialized needs</p> <p>(e.g. older adults (65+), people with disabilities, people with substance use disorders, people with severe mental health concerns)</p>	<ul style="list-style-type: none">• System inflow / outflow• Overall need• Housing supply / need• System alignment need
<p>Housing Burden</p>	<ul style="list-style-type: none">• Median income as it relates to median rents• Housing supply / need

Proposed five-year goals (2026-2030)

Metro staff will propose goal percentage options with proposed five-year goals for RPOC consideration.

GOAL 1: Reduce the length of time people experience homelessness

- The number (or rate) of people experiencing prolonged homelessness will be reduced by X% by 20XX (or annually). (*Prolonged homelessness is defined as one year or longer, or at least four episodes of homelessness in the past three years.*)

GOAL 2: Increase efficiency and effectiveness in housing placements and service connections

- X% of people and/or households entering shelter will be connected to housing placement or other positive outcomes (*recovery program enrollment; family re-unification; transitional housing placement; etc.*).
- X% of people and/or households seeking services are connected to appropriate services within X months.
- The length of time to housing placement will reduce by X% annually.
- The rate of housing placement from streets or shelters will increase by X% annually.

GOAL 3: Ensure housing stability and retention for people placed in housing

- At least X% of people and/or households placed in permanent housing will achieve long-term housing stability (at least three years), supported by required wraparound services: treatment; healthcare navigation; job training; case management; etc.
- Less than X% of people and/or households placed or stabilized in permanent housing will return to homelessness.

GOAL 4 - Interim goal (18 months): No net loss amid shifting federal and state funding and policy landscape.

- Ninety percent housing retention in SHS-funded housing.

Additional metrics

Incorporating feedback from Metro Council President Peterson, Metro staff propose returning to Metro Council by June 30, 2026, with additional KPIs or policy recommendations based on the areas outlined below:

- Median waiting time for placement into services following an outreach connection

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- Individualized plans for success for every participant in the system; individualized gaps analysis
- Define success for each population (Populations A and B)
- Criteria for successful exit strategies by population
- Criteria for stability

Milestones

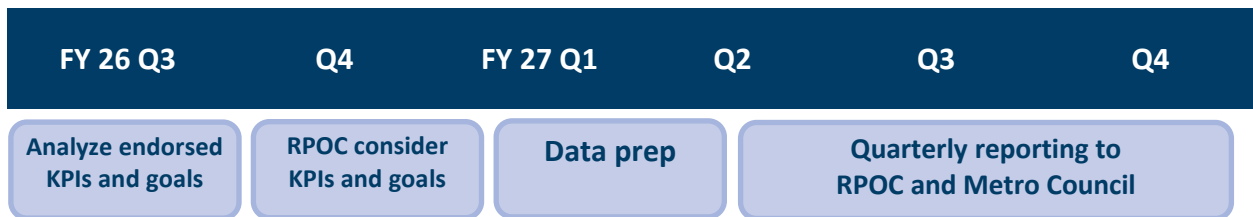
- **Dec 2025:** Metro Council *endorsement* of new regional KPIs and goals through SHS Reform Work Plan resolution
- **Jan–March 2026**
 - Completion of initial Metro staff analysis of draft KPIs and goal
 - Draft updated data reporting templates
- **April–June 2026**
 - RPOC consideration and recommendation to Metro Council to adopt regional KPIs and goals
 - Follow-up feasibility analysis if RPOC proposes changes to current draft KPIs and goals
 - Completion of updated reporting templates
- **July–Sept 2026**
 - Completion of follow-up feasibility analysis, if needed
 - Start of data collection and reporting to RPOC and Metro Council

Deliverables

- Approved SHS Reform Work Plan resolution with endorsed draft regional KPIs and goals
- Analysis report of draft KPIs and goals for RPOC and Metro Council consideration
- RPOC approved KPIs and regional goals
- Updated feasibility analysis report on approved KPIs and goals
- Updated reporting templates for goal and KPI tracking
- Reporting on KPI and goals data submitted to RPOC and Metro Council

Timeline

The timeline to develop and approve regional KPIs, KEIs, and goals by the RPOC and Metro Council may impact the regional dashboard development. Final regional KPIs, KEIs, and goals may impact displayed data, contextual research needed, how information is presented and project timelines.



ACTION 4. DATA TRANSPARENCY

Create new regional financial and programmatic data dashboard

Reliable and accessible data is essential. It enables decision-makers to understand system performance, identify gaps, monitor progress toward shared goals, and allocate resources more effectively. It also strengthens public trust by making program outcomes visible and understandable, helping communities see how SHS investments translate into results.

Throughout the two-year SHS reform engagement process, regional leaders consistently emphasized the need for greater transparency and clearer access to regional data. While Metro currently hosts a dashboard on its website, it has remained largely static due to previously limited access to county-level data and limited staff capacity.

New HMIS data now gives Metro access to metrics that were previously unavailable—such as time spent in SHS programs or the percentage of shelter entrants who receive SHS housing placements. However, the success of this effort will depend on strong data governance, including a clear data framework and robust validation processes, potentially guided by updated regional KPIs and goals. With strong data governance and validated methodologies, the SHS regional dashboard can complement and strengthen the overall regional system.

Reform action: Metro will build upon existing dashboards to make regional data, KPIs, financial data, and progress accessible and interactive for regional leaders and the public.

Milestones

- **Oct 2025–Jan 2026**
 - Complete technical research and finalize technical approach with Metro IT
 - Complete analysis of endorsed draft KPIs and goals
- **Feb–July 2026**
 - External engagement on displayed data with County implementation partners, Metro Council, RPOC and others as needed
 - Complete contextual data and national benchmark research
- **Feb–Nov 2026**
 - Validate and finalize data methodologies and validation systems
 - Complete regional partner validation and negotiations
 - Establish internal data collection processes

- **Aug–Dec 2026**
 - Complete technical build (backend, accessibility, branding)
 - Complete user testing, county review, and Council engagement
 - Finalize dashboard design after feedback
- **Dec 2026**
 - Publicly launch dashboard with communications and trainings
- **Jan 2027–ongoing**
 - Update and maintain dashboard, as needed (ongoing)

Deliverables

- Final dashboard including design and technical elements
- KPI and goals analysis memo
- Technical research summary (integration, automation, design, etc.)
- Finalized technical plan with IT
- Contextual data and national benchmark research summary
- Final data methodology and validation documentation
- Internal data collection process documentation
- Power BI dashboard (backend completed, accessible, branded)
- User testing and county review summary
- Launch communications materials and training resources
- Dashboard maintenance and update procedures

Timeline

The dashboard development timeline may depend on approval of updated KPIs and goals, as these will have a large impact on what data is shown, contextual research is needed, and how information will be presented. Project timelines may shift based on Metro Council and RPOC approval of the new KPIs and goals, feasibility studies and implementation needs.

FY 26 Q3	Q4	FY 27 Q1	Q2	Q3	Q4
Technical research	Data methodology with Counties, technical engagement, dashboard development		Dashboard live, comms, trainings		Updates and maintenance

ACTION 5. STANDARDS

Codify programmatic definitions and guidelines in administrative rules

Establishing consistent, clear definitions, program principles, and standards across program types is a recognized best practice among homelessness response system funders, implementers, and service providers, ensuring equitable service delivery and effective coordination.

Metro previously issued guidance to County implementation partners through memos and emails, which resulted in varying interpretations and inconsistent implementation. Under the current governance structure, program standards and definitions require joint agreement between Metro and County implementation partners. However, Metro can implement administrative rules for certain areas of SHS, and County implementation partners agree that using administrative rules will help establish clear expectations.

Developing these administrative rules is a critical component of good governance, public stewardship, and regional leadership. Rules translate policy goals into concrete, actionable standards, ensuring programs are implemented consistently, fairly, and in alignment with regional priorities. They support accountability for public resources, provide predictable guidance for service providers, and strengthen coordination across counties, reinforcing Metro's role in guiding the region while respecting local implementation.

Metro is committed to developing administrative rules in close collaboration with County implementation partners, ensuring that their expertise, feedback, and operational realities help shape standards that are practical, equitable, and effective across the region.

Reform action: Metro will implement administrative rules that establish regional standards and definitions to support and strengthen consistent practices across all SHS programs in the three counties.

Metro anticipates developing administrative rules for the following SHS-funded program types:

1. PSH
2. Rapid rehousing
3. Housing only
4. Transitional housing
5. Shelter
6. Homelessness outreach
7. Homelessness prevention

Milestones

- **Oct–Dec 2025**
 - Draft of overarching framework and County review completed
 - Overarching framework submitted to SHS leadership for County review
 - Draft PSH administrative rules completed and submitted for County review
 - Focus groups scheduled for all non-PSH program types
- **Jan–March 2026:**
 - Introductory sections of framework submitted for County review and finalized
 - PSH administrative rules finalized
 - Housing With Services rules finalized
- **April–June 2026**
 - Shelter rules finalized
 - Housing Only rules finalized
 - Homelessness Prevention rules finalized
- **July–Sept 2026**
 - Homeless Outreach rules finalized
 - Rapid Rehousing rules finalized
 - Transitional Housing rules finalized
 - Consolidated administrative rules submitted for County review and finalized
- **Oct–Dec 2026**
 - Develop County partner implementation plan
 - Final rule adoption process
- **Jan–July 2027**
 - County implementation of adopted administrative rules

Deliverables

The development of all administrative rules will include focus groups and County reviews and feedback periods.

- Overarching Administrative Rules framework
- Initial and final PSH rules
- Initial and final Rapid Rehousing rules
- Initial and final Housing Only rules
- Initial and final Housing with Services rules
- Initial and final Shelter rules

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- Initial and final Homelessness Outreach rules
- Initial and final Homelessness Prevention rules
- Initial and final Transitional Housing rules
- Final consolidated administrative rules for adoption

Timeline

