

IN CONSIDERATION OF:

Resolution no. 22-5238, FOR THE PURPOSE OF AUTHORIZING THE CHIEF OPERATING OFFICER TO EXECUTE INTERGOVERNMENTAL AGREEMENTS WITH MULTNOMAH, WASHINGTON, AND CLACKAMAS COUNTIES TO IMPLEMENT THE METRO SUPPORTIVE HOUSING SERVICES PROGRAM

Date: December 29, 2021

Department: Planning, Development & Research

Presenter(s) (if applicable): Patricia Rojas, Kristin Dennis and Shane Abma

Meeting Date: January 13, 2022

Length: 30 minutes

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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, affordable housing across the region.

This program brings a groundbreaking level of funding and regional coordination between Metro, Clackamas, Washington, Multnomah counties (The Counties) to scale and collectively address this region-wide challenge. In accordance with the supportive housing measure, each of the Metro area's three counties developed a Local Implementation Plan through inclusive engagement with community and local practitioners, including BIPOC communities and hundreds of individuals with lived experience of homelessness. Plans incorporated analyses of local conditions, needs, racial inequities, and included a framework for planned investments and strategies. As required for the counties to receive funding from the regional measure, these plans have been approved by the Metro Council per the recommendation of local advisory bodies, boards of commissioners and the Regional Oversight Committee.

Since the measure's passage, the visibility and impacts of homelessness have increased due in large part to the societal impacts of the COVID-19 global pandemic. Addressing this crisis in our community requires a balanced, compassionate and urgent approach in order to end homelessness for thousands of individuals while simultaneously providing increased and effective options for safety off the streets. Through local implementation plans, the SHS program incorporates a full range of proven strategies to help people experiencing homelessness, including support services such as behavioral health services and case management, a variety of emergency shelter options, with the ultimate goal of permanently ending their homelessness through safe, stable, and supported affordable housing.

Metro Code requires the jurisdictional partners to enter into an IGA with each county partner that details the roles and obligations of each party, the process by which Metro will provide effective oversight over the Supportive Housing Services program and accountability that distributed funds are appropriately and transparently spent in accordance with each County's Local Implementation Plan and annual work plan.

Local Implementation Plans for each county will be incorporated into the respective intergovernmental agreement (IGA), along with agreements concerning other matters of program implementation, transfer of funds, and ongoing oversight, accountability and management.

It is critical for the SHS IGA's to provide a pathway for successful partnership in creating a new regional system that helps prevent homelessness for thousands of individuals while ending chronic homelessness over the next ten years. In order to respond with urgency to community need yet allow the time necessary to complete a ten year agreement, Metro Council directed the COO to execute a Revenue Sharing Agreement on June 29, 2021 that allowed Metro to distribute collected tax revenue to the counties for Supportive Housing Services program implementation starting July 1, 2021. The agreement was amended and extended twice and expires on January 31, 2022.

ACTION REQUESTED

Staff request that Metro Council to take the following formal actions:

- Adopt Resolution 22-5238, authorizing the Chief Operating Officer to execute three separate intergovernmental agreements with Multnomah, Washington and Clackamas Counties

IDENTIFIED POLICY OUTCOMES

Homelessness is an issue of regional concern and requires a regional response grounded in partnership and collaboration with regional partners. By approving Resolution 22-5238, Metro, along with Multnomah, Clackamas and Washington Counties, formally come together in a ten year agreement with a collective vision and path to addressing homelessness and housing instability regionally. In keeping with promises to the public, this IGA establishes clear roles and obligations for Metro and The Counties as well as outlines governance structures, tools and processes that support Metro's role of public oversight and accountability for the success of this program. The agreement includes but is not limited to:

- Metro roles of tax collection, distribution of funds, oversight, accountability, convener

- County responsibilities to develop and execute Local Implementation Plans and demonstrate progress
- Governance structures and processes for transparent oversight and accountability
- Reporting expectations
- Yearly fiscal plans that outline how funds will be invested
- Yearly work-plans that identify programmatic goals per fiscal year
- Corrective measures and processes
- Structures and processes that promote long-term collaboration and problem solving

The execution of these Supportive Housing Services IGAs will help us assure regional implementation is guided by the following principles, which were developed by a stakeholder advisory table and are now incorporated into the SHS Work Plan adopted by Council:

- 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.

IGA's will allow The Counties to move forward with implementation through those principles and progress toward meeting the following goals for the ten-year program:

- Prioritize funding for households experiencing chronic homelessness, especially Communities of Color
- 5,000 households experiencing chronic homelessness connected to permanent supportive housing;
- 10,000 households at risk of or experiencing homelessness stabilized in permanent housing;
- Eliminating racial disparities in access to services and outcomes of supportive housing services programs;
- Reaching a milestone where there are enough supportive housing resources in the region to house more chronically homeless households each month than there are households experiencing chronic homelessness that month (also called functional zero); and

- Creating a regionally-aligned flexible rent assistance program and developing additional strategies to advance regional alignment and coordination via the Tri-County Planning Body.

In the first program year (July 2021-June 2022), The Counties expect to:

1. Expand shelter capacity by at least 900 beds
2. Connect 2,400 people to permanent housing, including:
 - 2(a) 1,300 chronically homeless households to supportive housing
 - 2(b) 1,100 households at risk of or experiencing homelessness to rent assistance and services
3. Prevent 1,000 households from eviction/becoming homeless
4. Grow the network of services providers, especially culturally specific providers
5. Integrate behavioral health services into outreach, shelter and housing programs

STAFF RECOMMENDATIONS

Staff recommends Metro direct the COO to execute the intergovernmental agreements.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

With the passage of Measure 26-210, the voters of the Greater Portland region entrusted Metro, Washington, Clackamas and Multnomah Counties to work together in addressing the region's housing and homelessness crisis. This housing crisis, which took decades and a global pandemic to create, will require an unprecedented level of regional collaboration and coordination to address. The Supportive Housing Services program creates the opportunity for coordinated regional investments in proven solutions at a scale that, for the first time in our community, meets the need and collective problem solving to address gaps and maximize opportunities. The most effective and efficient path to addressing the housing crisis will be through leveraging regional strengths.

As a regional government, Metro brings the strength and experience as a regional funder, convener and coordinator for this new program. Metro has a track record of successfully convening, funding and coordinating efforts of regional concern across local governments. The Counties bring decades of experience and established mechanisms for service delivery to populations experiencing homelessness and extreme housing instability. The counties also bring leveraged resources and established relationships with hundreds of non-profits across the region, many of which are culturally specific, and have trusting relationships with the communities across the region this program will serve.

Metro and The Counties have come together and negotiated an intergovernmental agreement that leverages these strengths, provides a pathway for Metro to provide transparent fiscal and programmatic oversight and accountability, and assures the effective implementation of the SHS program.

The SHS IGA reaffirms Metro's roles in oversight and accountability and provides structures, tools and processes to execute that commitment transparently and effectively. The IGA memorializes a governance structure that includes the SHS Regional Oversight Committee (SHSROC) which is charged with assuring public funds are used appropriately and that implementation is consistent with the strategies and values in the Local Implementation Plans as approved by Metro Council.

Counties have established first-year goals and will provide yearly work plans moving forward that establish programmatic goals for that fiscal year that advance LIP goals. Additionally, the IGA requires The Counties to provide yearly spending plans that communicate how each county plans to invest SHS tax revenue to accomplish the goals set in the yearly work plan. The measure requires that counties provide annual reports that demonstrate progress towards goals and use of public funds as stated in LIP's. The IGA establishes an additional requirement of quarterly reports that communicate progress towards yearly goals and fiscal reporting on SHS expenditures. These reports will be reviewed by staff to ensure progress is being made towards yearly goals and mitigate potential issues that may emerge as early as possible. Reports will also be shared with the SHSROC and Metro Council. The IGA establishes Corrective Action Plans as a tool for Metro and county staff that creates a process and timeline for correcting issues as they emerge. Mediation and arbitration are additional tools established in the IGA to help the parties resolve challenges in rare circumstances should they arise.

Partnership among the implementing jurisdictions will be critical to the success of this program. The IGA establishes pathways to cross-jurisdictional collaboration in program implementation. An Executive Committee of staff across the implementing jurisdictions will be formed to regularly collaborate and coordinate program implementation and mitigate issues as they arise. The IGA incorporates the Tri-County Advisory Body to support implementation coordination and alignment at a regional level. The Counties are required to implement and invest in regional strategies consistent with a regional plan developed by that body.

The 10 year SHS IGA creates the foundation for successful program implementation by The Counties and effective oversight and accountability that is transparent to the public.

BACKGROUND

In May 2020, voters approved Measure 26-210 to "prevent and reduce homelessness in Washington, Clackamas and Multnomah counties."¹ The Metro Council has directed that implementation partners must have an approved Local Implementation Plan in order to receive Supportive Housing Services funds. Metro's adopted Supportive Housing Services work plan (Resolution No. 20-1548) further defined 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

¹ [Ballot Measure 26-210](#) as it appeared on ballots in the Multnomah County May 2020 Primary

proposed use of funds in accordance with the purposes of the regional Supportive Housing Services Program."

Council's direction established Local Implementation Plans as high-level frameworks that set 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 were 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.

County partners developed their plans between fall 2020 and winter 2021. As required, the 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.

By spring of 2021 all Local Implementation Plans had been approved locally, by the Supportive Housing Services Regional Oversight Committee and by Metro Council. By July 2021, program funding was made available to county partners and programming officially began.

This program brings a groundbreaking level of regional coordination and scale to address the regionwide challenge of homelessness. The LIP investment strategies create a path for our region to simultaneously address emergent life and safety needs of thousands of people while creating pathways out of homelessness and into permanent housing for thousands more. The plans call for significant expansion of immediate and long-term strategies for safety on and off the streets, including shelter, outreach and housing program expansions.

ATTACHMENTS

- Resolution 22-5238