

IN CONSIDERATION OF RESOLUTION NO. 21-5173, FOR THE PURPOSE OF
APPROVING THE CLACKAMAS COUNTY LOCAL IMPLEMENTATION PLAN FOR THE
REGIONAL SUPPORTIVE HOUSING SERVICES PROGRAM

Date: May 27, 2021
Department: Planning & Development
Meeting Date: June 17, 2021

Presenter: Patricia Rojas, Regional
Housing Director;
Length: 10 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.

The Clackamas County Board of Commissioners approved its Local Implementation Plan for Metro consideration on April 13, 2021. Following a unanimous recommendation from the Regional Oversight Committee on May 24, and a Metro Council work session discussion on June 15, the Metro Council is asked to approve the Clackamas County Local Implementation Plan.

ACTIONS REQUESTED

- Approve the Clackamas County Local Implementation Plan (attached to Resolution No. 21-5173 as Exhibit A) as consistent with the requirements defined in the Supportive Housing Services measure and work plan.
- Direct Metro staff to incorporate the plan into an intergovernmental agreement with Clackamas County for program implementation. The agreement will return to the Metro Council and Clackamas County for adoption before Supportive Housing Services funds are disbursed to the county.
- Acknowledge considerations (Exhibit B) attached by the Oversight Committee to its recommendation of the Clackamas County plan, and direct Metro staff to work with

the County and other Local Implementation Partners to address them in implementation.

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 accepts the Regional Oversight Committee recommendation that Clackamas County's Local Implementation Plan meets regional requirements described in the measure and program work plan, directs staff to incorporate the plan into an intergovernmental agreement with the County and directs staff to work with local implementation partners to address the considerations attached by the oversight committee to its recommendation.

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 recommends that Council adopt the Resolution.

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 programming. 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.

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

- Resolution No. 21-5173
- Exhibit A: Clackamas County Local Implementation Plan for the Supportive Housing Services Measure, as recommended by the Regional Oversight Committee
- Exhibit B: Regional Oversight Committee Recommendation and Considerations