



SUPPORTIVE HOUSING SERVICES: LOCAL IMPLEMENTATION PLAN

March 29th, 2021

Housing Authority of Washington County

Acknowledgements

Washington County would like to acknowledge the following individuals, organizations, government departments, elected officials, and offices who provided support to Washington County's Department of Housing Services and the Supportive Housing Services (SHS) Local Implementation Plan (LIP). In addition we acknowledge the hundreds of community members that participated in and shared their insights through the Community Engagement Survey, focus groups, Washington County's Public Comment forum, and in particular those with experiences in homelessness who contributed to this local implementation plan.

Representatives from Service

Organizations:

Adelante Mujeres
APANO
Assist DBTC
Bienestar
Boys and Girls Aid
Careoregon
Centro Cultural
Coalition for Communities of Color
Coalition on Rural Housing Insecurity
Community Action
Community Engagement Liaison Services
Community Partners for Affordable Housing (CPAH) Inc.
Domestic Violence Resource Center
Ethiopian and Eritrean Cultural and Resource Center
Forest Grove Foundation
Forest Grove United C. Church
Fubon - Business
HAKI Community Organization
Home Plate Youth
Immigrant and Refugee Community Organization (IRCO)
Korean American Coalition
Lutheran Community Services Northwest
Portland
Lutheran Community Services Northwest
Portland
Micronesian Islander Community
MindSpring
Naito Public Affairs, LLC
Native American Rehabilitation Association
NW (NARA)
Native American Youth and Family Center (NAYA)
New Narrative PDX
Self Enhancement Inc.
Sequoia Mental Health
The Community Housing Fund
Unite Oregon
Veterans Administration (VA)
Vietnamese Community of Oregon
Virginia Garcia
Vision Action Network
Washington County
Welcome Home Coalition
Western Washington County Task Force
Work Systems

Local Implementation Plan (LIP) Advisory Committee Members:

Hamdi Abdullahi
Oscar Arana
Dalia Baadarani
Mohamed Bahamadi
Bridget Brooks
Maria Caballero-Rubio
Mellani Calvin
Shawn Cardwell
Karmen Chavez-Sam
Megan Cohen
Brendan Curran
Maribel De Leon
Djimet Dogo
Rachael Duke
Ignolia Duyck
Nuhamin Eiden
Kolini Fusitua
Katherine Galian

Celeste Goulding
Jacen Greene
Sheila Greenlaw-Fink
Carol Greenough
Chris Hartye
Maria Hernandez
Marcia Hille
Katrina Holland
Sarah J. Huggins Smith
Yonas Kassie
Ping Khaw
Eunice Kim
Jackie Leung
Michael Liu
Tyler Mac Innis
Jessica Mathis
Vera Matti
Erroll McCrea
Andrew McGough
Javier W. Mena
William Miller
Glenn Montgomery
Lisa Naito
Hanna Osman
David Pero
Nellie Salvador
Steve Schell
Brian Schimmel
Cole Schnitzer
Toc Soneoulay-Gillespie
Vera Stouil
Todd Struble
Rosemary "Rowie" Taylor
Nathan Teske
Amy Thompson
John Trinh
Thao Tu
Bianeth Valdez
Mariana Valenzuela
Adolph "Val" Valfre Jr.
Coi Vu
Sandi Wells
Fernanda Wilent

Washington County LIP Advisory Committee Board Liaisons:

Chair Kathryn Harrington
Commissioner Nafisa Fai

Tri-County Partners:

Multnomah County
Clackamas County
Metro

Representatives from government offices, committees, workgroups, and councils:

Beaverton School District
City of Beaverton
City of Forest Grove
City of Hillsboro
City of Tigard
City of Tualatin
Forest Grove School District
Daytime Enrichment Activities and Recreation (DEAR)
Domestic Violence Resource Center (DVRC)
Families for Independent Living
Family Bridge | Interfaith Hospitality Network
Forest Grove School District
Forest Grove United Church of Christ

Good Neighbor Center
Here Together Oregon
Hillsboro Congregational United Church of Christ
HomePlate
Housing Authority of Washington County
Housing Independence
Housing and Support Services Network (HSSN)
Job Corps
Just Compassion of East Washington County
LifeWorks Northwest
Love, Inc.
Luke-Dorf, Inc.
Lutheran Community Services Northwest
Multicultural Collaborative, Anita Yapp
Old Town Church
Open Door Counseling Center
Oregon Department of Human Services
Oregon Food Bank
Pacific University
Portland Housing Center
Project Access NOW
Project Bloom
REACH Community Development, Inc.
Recovery Association Project
Ride Connection
Rolling Hills Community Church
Safe Families for Children
Salvation Army Veterans and Families Center
Sequoia Mental Health Services, Inc.
Soldiers to Veterans
Sonrise Church
St. Anthony Catholic Church - Tigard
St. Francis Catholic Church
SW Community Health Center
The Community Housing Fund
The Salvation Army
United States Department of Housing and Urban Development (HUD)
United States Department of Veterans Affairs
Virginia Garcia Memorial Health Center
Vision Action Network
Washington County Administrative Office
Washington County Commission on Children and Families
Washington County Cooperative Library Services
Washington County Department of Community Corrections
Washington County Department of Health and Human Services
Washington County Department of Housing Services
Washington County Disability, Aging, and Veteran Services
Washington County Mental Health Services
Washington County Office of Community Development
Washington County Reentry Council
Washington County Sheriff's Office
Washington County Thrives
Western Washington County Task Force
Willamette West Habitat for Humanity
WorkSource Oregon
Worksystems, Inc.

Consultants:

AvachaTech, LLC, Todd Craven
Corporation for Supportive Housing (CSH)
Multicultural Collaborative, Anita Yap

Table of Contents

| | |
|---|-----------|
| ACKNOWLEDGEMENTS | 0 |
| EXECUTIVE SUMMARY | 1 |
| BACKGROUND | 3 |
| HOMELESSNESS IN WASHINGTON COUNTY | 3 |
| THE SUPPORTIVE HOUSING SERVICES MEASURE | 3 |
| WASHINGTON COUNTY DEPARTMENT OF HOUSING SERVICES | 4 |
| PROGRAM PRINCIPLES | 5 |
| PLAN DEVELOPMENT | 5 |
| PURPOSE AND APPROVAL PROCESS | 5 |
| RACIAL EQUITY IN COMMUNITY ENGAGEMENT | 6 |
| INCLUSIVE COMMUNITY ENGAGEMENT REPORT | 6 |
| STRATEGIES FOR CONTINUED INCLUSION IN ENGAGEMENT | 7 |
| ANALYSIS OF UNMET NEED AND INEQUITABLE OUTCOMES | 7 |
| CURRENT INVESTMENTS AND SYSTEM CAPACITY | 7 |
| ANALYSIS OF UNMET NEED..... | 8 |
| ANALYSIS OF RACIAL DISPARITIES AND INEQUITABLE OUTCOMES | 11 |
| LEADING WITH RACIAL EQUITY | 14 |
| COMMITMENT TO ADVANCING RACIAL EQUITY | 14 |
| STRATEGIES TO ADVANCE RACIAL EQUITY | 15 |
| IMPLEMENTATION PLAN | 16 |
| COMMITMENT TO SERVE PRIORITY POPULATIONS | 16 |
| COMMITMENT TO HOUSING FIRST PRACTICES..... | 17 |
| COMMITMENT TO GEOGRAPHIC EQUITY..... | 18 |
| COMMITMENT TO A REGIONAL APPROACH AND COORDINATED ACCESS | 18 |
| COMMITMENT TO ENHANCE BEHAVIORAL HEALTH SERVICES IN HOUSING AND HOMELESSNESS PROGRAMS | 20 |
| COMMITMENT TO ALIGN AND LEVERAGE OTHER SYSTEMS OF CARE..... | 20 |
| COMMITMENT TO EQUITABLE PROCUREMENT, CAPACITY BUILDING AND PAY EQUITY | 22 |
| PROGRAMMATIC PLANNED INVESTMENTS | 22 |
| PLANNED INVESTMENTS | 24 |
| OUTCOME GOALS AND PHASING INVESTMENTS | 25 |
| EVALUATION AND ACCOUNTABILITY | 28 |
| COMMITMENT TO REGIONAL OUTCOME METRICS | 28 |
| COMMITMENT TO MEASURABLE GOALS FOR ADVANCING RACIAL EQUITY | 29 |
| COMMITMENT TO PROGRAMMATIC STANDARDS AND EVALUATION | 29 |
| ONGOING LOCAL ADVISORY AND SHARED GOVERNANCE | 30 |
| APPENDICES | 32 |

Executive Summary

Washington County has experienced rapid growth over the past thirty years. Our rural roots have cultivated a booming agricultural industry built upon rich soil and a community of farmworkers from across the Latinx diaspora. Today these roots sustain a vibrant and growing community of Latino families and leaders who work across every segment of our community. Our spirit of innovation and ingenuity have fostered the growth of many industries – creating a strong economy and diversifying our communities. Today, Washington County proudly stretches continuously as one connected and more urbanized county, with the heart of our rural roots intact.

Our Washington County story also includes growing pains and hardship – side effects of our own success often forgotten when we tell our story. The success of industry has also contributed to economic challenges. Our growing population has outpaced housing supply creating steep housing cost increases that impact the very workers who support these growing industries –sometimes pushing low-wage workers out of Washington County altogether. Our growing school districts are proud to host one of the most diverse student bodies in the state, but we also host the highest rate of student homelessness. Our safety net systems are not strong enough to ensure the quality of life we value for all Washington County residents, not just those who can afford it.

We know we are not alone in this challenge; homelessness is a modern-day crisis spreading from beyond urban cores to economically vibrant suburban communities and rural townships across the nation. As the nation urbanizes faster than growth can accommodate, some people have been left in the cold suffering without shelter, safety, and a sense of stability. This crisis disproportionately impacts Black, Indigenous and people of color who continue to face systems of racist oppression throughout our society and public structures. The crisis also disproportionately impacts poor households who are disproportionately women, people with disabilities, seniors and children, people who identify as LGBTQ+, as well as immigrants and refugees. As we contend with the truths of the COVID-19 epidemic, laying bare the intersections of race, ethnicity, gender, age, income and access to health, opportunity, and even life expectancy, we understand that these intersections also impact access to stable housing and homelessness right here in Washington County.

Naming these truths and facing our responsibilities to equitably ensure access to opportunity for all residents gives us hope and purpose to continue building a county that reflects our community values. Voter approval of the groundbreaking Supportive Housing Services measure in May 2020 affirms our community values and calls us to action to begin building a better system of care that considers the needs of all Washington County residents. This document represents Washington County's framework for implementing the new Supportive Housing Services program that will begin in July 2021 with new revenues from businesses and individuals who will contribute a portion of their financial wellbeing to support the wellbeing of

others. Together we will embrace our roots in cultivation, diversity, and ingenuity to create a Washington County that is equitable, inclusive, just, and safe for everyone.

The Supportive Housing Services measure was envisioned and executed by a diverse coalition of community leaders from across the tri-county region, dedicated to addressing the root causes of homelessness with a system scaled to truly address the needs of those most impacted by this crisis. These community leaders identified two priority populations. The first priority is to commit program funds to serve people who experience prolonged and repeated homelessness while living with complex disabling conditions (Priority population A). Serving this population requires permanent housing and support services that ‘wrap around’ each individual to provide stability and health. The second priority is to work up-stream to prevent and resolve episodic homelessness with programs to serve anyone at risk for economic reasons (Priority population B). Finally, the SHS measure instructs us to ensure that every facet of the Supportive Housing Service program aims to mitigate racial disparities inherent in our communities and programs, by leading with race in our engagement, program design and the evaluation of our outcomes.

This document describes the inclusive engagement processes conducted to bring together broad experience and expertise to draft this framework, and the investments we will make to address homelessness with supportive housing programs scaled to functionally end chronic homelessness and create a system of care led by racial justice. Washington County, as the jurisdiction responsible for ensuring this system of care for those in need, will work in full partnership with our city, regional partners, community leaders, and community members. Our work together will be guided by our shared values and the commitments made in this Local Implementation Plan toward ambitious goals to meet our community need. These goals include the following:

- Create 1,665 supportive housing placements with permanent housing and supportive services;
- Create a shelter system that provides 250 beds of year-round, full-service emergency and non-congregate shelters that serve all parts of Washington County and connects people to housing solutions;
- Build a network of culturally specific services led by organizations of color that serve the diverse populations of our county with quality and culturally specific care;
- Create a standard of care among all service providers that is culturally responsive, based in Housing First principles, guided by people with lived experience, and informed by the best practices of trauma-informed and people-center care; and
- Demonstrate housing placement and stability outcomes that advance racial equity and functionally end chronic homelessness with year over year system improvements and regional coordination.

Together we can achieve these ambitious goals and create a Washington County that lives up to our roots and our story of success for all.

Background

Homelessness in Washington County

Washington County, like other urban counties across the nation, is experiencing a community crisis of homelessness. Thousands of household's experience homelessness in Washington County every year, and tens of thousands more are at risk of losing stable housing. Washington County residents with disabling conditions and extremely low incomes are most severely impacted by this crisis. These individuals and families often experience prolonged and repeated homelessness due to a lack of services, emergency shelters, and supportive housing. Thousands more experience episodic homelessness and housing instability, due to increased rent, lost employment, and a lack of affordable housing choices in our community. The experience of homelessness and housing stability disproportionately impacts Black, Indigenous and People of Color due to systems of racial oppression. Washington County residents who can't easily escape homelessness face extreme hardships while living outside, unsheltered in cars or couch surfing. They wait on long lists for shelter, services, and housing with very few and sometimes no access to emergency services to address immediate and basic needs. These hardships include physical, behavioral, and emotional duress and necessarily lead to sustained and complex traumas that make it harder for people to recover from homelessness and live stably in our community (see Appendix A: Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region).

The COVID-19 pandemic has exacerbated the national housing and homelessness crisis as millions have lost stable employment and now face months of unpaid rent or live in overcrowded housing to reduce monthly expenses. The pandemic presents an increased risk for those experiencing homelessness who can neither shelter at home nor recover at home if they contract the illness. COVID-19 has disproportionately impacted Black, Indigenous and people of color who experience higher rates of infection, hospitalization and death. For example, the Latinx community makes up 17% of Washington County's population but comprises 47% of COVID-19 cases in the County.¹ Furthermore, the economic fallout has disproportionately impacted families of color with lost wages and housing insecurity. The public health and economic crisis of COVID-19 has laid bare the long-standing racial disparities in our community.

The Supportive Housing Services Measure

The regional Supportive Housing Services (SHS) measure was drafted by a broad coalition of culturally specific organizations, community service providers, business leaders, housing advocates and elected officials, who worked together to address the growing crisis of homelessness in the region. The measure was created to leverage investments for the 2018 Regional Affordable Housing Bond along with other local investments and initiatives while focusing on the needs of Black, Indigenous and people of color, immigrants and refugees, and other marginalized communities disproportionately impacted by these crises. The equity-driven

¹ Oregon State Department of Human Services (DHS), District 16 (designated administrative boundary including the cities of Beaverton, Hillsboro, Tigard, and encapsulates most of Washington County).

framework aims to fully meet the needs of people experiencing chronic homelessness and significantly impact the rate of episodic homelessness with investments in supportive housing, long-term rent assistance, outreach and housing navigation services, emergency shelters, behavioral health and recovery supports, culturally specific services, and more.

On May 19, 2020, Measure 26-210 passed with 58% of voters and established the regional Supportive Housing Services (SHS) program. The SHS program will be funded with a new income tax on high-earning households and a business profits tax, together estimated to generate more than \$200 million annually for ten years. The funds will be distributed by Metro to the three counties within the Metro boundary proportionately by estimated revenue collection as follows: Washington County (33.3%), Multnomah County (45.3%) and Clackamas County (21.3%). The three counties will each develop and enhance local homeless and housing systems of care while working together to address homelessness across the region. The SHS program will be the largest per capita investment in the nation dedicated to ending homelessness with supportive housing services.

Washington County Department of Housing Services

The Washington County Department of Housing Services (DHS) will provide the infrastructure for Washington County's implementation of the SHS program in full partnership with the Department of Health and Human Services, the Office of Equity, Inclusion and Community Engagement, other departments as directed by the County Administration office. This work will be done under the direction of the Washington County Board of Commissioners.

A Road Home is Washington County's ambitious and comprehensive plan to address homelessness, which was approved by the Board of Commissioners in June 2018. As the Continuum of Care (CoC) lead agency working to implement federal investments towards ending homelessness, the department works in collaboration with more than sixty (60) culturally specific, faith-based, and community organizations to implement the strategies and achieve the goals of the plan. In 2020, DHS and our partners served 2,550 people experiencing homelessness and helped to end homelessness for 568 people (386 households) with supportive housing. Despite progress, Washington County's homeless system of care has struggled to meet the growing needs of our community as rates of homelessness have increased and racial disparities have become more entrenched throughout our community. While Washington County has risen to the challenges and the responsibilities of a federal CoC agency, prior to the passage of the SHS measure, the resources needed to serve our community were not adequate.²

² Washington County Department of Housing Services, Homeless Plan Advisory Committee, Housing and Supportive Services Network. 2020. "A Road Home: Community Plan to Prevent and End Homelessness". <https://www.co.washington.or.us/Housing/EndHomelessness/upload/A-Road-Home-2020-Homeless-Assessment-Report.pdf>

Program Principles

Washington County's program will be guided by these regionally established value statements for the SHS program:

- Strive toward stable housing for all;
- Lead with racial equity and work toward racial justice;
- Fund proven solutions;
- Leverage existing capacity and resources;
- Evolve systems to improve;
- Demonstrate outcomes and impact with stable housing solutions;
- Ensure transparent oversight and accountability;
- Center people with lived experience; and
- Embrace regionalism and local expertise.

Our work will also continue to be guided by our Continuum of Care values as described in A Road Home.

- Diversity, equity and inclusion
- Housing First
- Person-centered services and approach
- Collaboration across the continuum
- Data driven and results-based decisions
- Continuous change and improvement

Plan Development

Purpose and approval process

The Supportive Housing Services program directs each County to develop a Local Implementation Plan (LIP) that describes the needs and context of the local community, commits to the requirements of the regional program, and describes strategies that will address homelessness and racial disparities with the investments made by the program. The ten required regional LIP elements are described in full in Appendix G: Supportive Housing Services Program Work Plan.

Washington County's LIP is a high-level framework based on our County and community values, broad community guidance, and best practices developed through existing programs and partnerships. The LIP represents Washington County's best understanding of our community's needs, systems and service gaps, and our top recommendations for initial investments and programs to address these needs. This framework will allow for an iterative process to improve, hone and expand upon our strategies through further practice and community evaluation. We will continue to work with stakeholders to refine programmatic details, adjust our strategies to changing needs, and amend the Plan as needed to best serve the community.

The Washington County LIP was developed in partnership with the County's LIP Advisory Committee and at the direction of the Washington County Board of Commissioners. A final and approved draft will be presented to the regional SHS oversight committee, which will recommend the LIP to the Metro Council for approval.

Racial equity in community engagement

Washington County is committed to centering race in every aspect of the SHS program, and this work began with the LIP development. Staff worked with our partners to create an inclusive engagement process to ensure participation, perspectives and representation of underrepresented voices including people with lived experiences, communities of color and culturally specific voices. Multiple approaches were used to create inclusive anti-racist engagement practices, including:

- We identified and worked to eliminate barriers that obstruct communities of color from participating.
- We gathered and considered the best-available data disaggregated by race in partnership with community leaders of color.
- We facilitated dialogues, in-person focus groups and online surveys for individuals currently experiencing homelessness and engaged with culturally specific organizations.
- We applied an equity lens in the design and actualization of all community engagement functions. All facilitated dialogues were oriented around racial equity, with a specific emphasis on identifying needs for communities of color.
- We conducted a comprehensive review of feedback and information received through other racial equity community processes previously conducted by DHS.

Inclusive community engagement report

Under the guidance of the LIP Advisory Committee and in consultation with Multicultural Collaborative Associates, Washington County designed a comprehensive and inclusive community engagement strategy that centered the perspectives of communities of color and people with lived experience. Our outreach efforts reached an unprecedented number of stakeholders. LIP development included seventy-five (75) personal interviews, focus groups with over 360 participants representing over fifty (50) organizations, and expanded our LIP Advisory Committee to include a total of seventy-five (75) individuals spanning forty-five (45) diverse community organizations (Acknowledgements). The community engagement plan focused on learning from the following stakeholders (Appendix C: Washington County LIP Preliminary Community Engagement Findings and Recommendations):

- People with lived experience of homelessness, especially Black, Indigenous and people of color and individuals with lived expertise;
- Communities of color and culturally specific service providers with community expertise;
- Housing and service providers, including healthcare, behavioral health and recovery services;
- Other stakeholders, including business, schools and municipal governments.

Strategies for continued inclusion in engagement

DHS and our Washington County partnering departments will continue to engage community stakeholders, focusing on communities of color, to inform investment priorities, program design, systems coordination, and evaluation of all SHS programs. DHS will employ strategies that promote inclusive engagement, including:

- Scheduling community engagement activities outside of normal business hours;
- Providing incentives for participation including stipends, child-care services, translated meeting materials and interpretation/signing services, and other barrier-mitigating strategies;
- Engaging culturally specific organizations, especially small organizations and sole proprietorships, in order to understand specific organizational needs to build capacity and participate in public contracting opportunities; and
- Engaging and leveraging existing advisory committees and workgroups to respect community members’ time and capacity.
- Ensuring that advisory bodies and committees are diversely representative of our community, and the experiences of people our programs serve.
- Structuring our advisory bodies to have meaningful roles in oversight and program evaluation as well as policy advancement through a shared governance model.

Analysis of Unmet Need and Inequitable Outcomes

The following analysis was structured to identify the unmet needs and racial disparities within the homeless system of care in Washington County. The analysis corroborates what the community has known for years -- our current investments are not adequately scaled to meet the community need and communities of color are overrepresented in rates of homelessness. People of color face significant barriers to accessing resources and face lower rates of success in homeless and housing programs than non-Hispanic white households. In this section we begin to identify policies and practices that create barriers for communities of color, in order to understand how we must work to reduce these barriers. This is only a high-level overview. Additional evaluation and analysis will be needed throughout implementation to continually improve outcomes for people of color.

Current investments and system capacity

The total funding for homeless and homeless intervention services in Washington County in FY18/19 was around \$13 million, growing to approximately \$14 million in FY19/20. The main funding sources are Federal funds through the CoC, State funds through Oregon Housing and Community Services (OHCS), and the Washington County general fund and Public Safety Levy.

| Fiscal Year 2018-2019 | | | |
|---|----------------|------------|----------------|
| Washington County Housing Programs | Persons Served | Households | Funding Levels |
| Supportive Housing | 543 | 383 | \$5,769,658 |
| Rapid Rehousing and Homelessness Prevention | 1,096 | 377 | \$1,963,541 |

| Fiscal Year 2018-2019 | | | |
|------------------------------------|----------------|--------------|---------------------|
| Washington County Housing Programs | Persons Served | Households | Funding Levels |
| Emergency Shelter | 573 | 231 | \$3,016,174 |
| Transitional Housing | 278 | 185 | \$2,045,234 |
| | 2,490 | 1,176 | \$12,794,607 |

Table A: Current funding levels for Washington County housing programs

These funds are invested through community and faith-based partners providing housing navigation services, emergency shelter and transitional housing, short-term and rapid re-housing housing assistance, and supportive housing programs. While the County's current investments serve thousands of people every year, the community need for homeless services and housing supports is greater than our current funding can support, and the need continues to grow.

Through Washington County's recent participation in a Built for Zero plan, we are able to engage more individuals with acute needs, especially individuals who have not traditionally been prioritized in our programs. In the first ten months of the program, 194 chronically homeless households were engaged in services and seventy-two (72) people were housed – a rate of placement success significantly higher than previous efforts.³

Furthermore, federal COVID emergency relief has allowed Washington County to scale up our emergency winter shelter system capacity, create non-congregate shelter options and distribute millions of dollars of emergency rent assistance to prevent evictions. These programs highlight Washington County's opportunity for success when increasing investments in a coordinated system to address homelessness and housing stability.

While the new SHS regional program will significantly increase our local resources and scale to meet the need throughout the region, Washington County commits to maintain current 2020/2021 local general fund commitments to homeless and supportive housing programs and continue to fully invest Federal and State allocations for these programs. SHS program funds will not replace existing resources except in the case of a significant economic decline causing loss of local general fund or federal resources.

Analysis of unmet need

To understand homelessness in our community, many different data trackers and counts are kept, though none fully reflect the unmet housing needs of our community. The department of Education tracks the number of students who experience homelessness in any given year – school districts across Washington County counted 2,754 students in the 2019-20 calendar year. While Washington County school districts are among the fastest growing in the

³ Community Solutions. "Built for Zero: A Movement for Change". <https://community.solutions/our-solutions/built-for-zero/>

metropolitan area, so is the rate of homelessness among their students, with Beaverton School District having the highest number of homeless students in the state.⁴

A Point in Time (PIT) count is also conducted regularly by each Continuum of Care (CoC) homeless service system to measure the number of people experiencing homelessness on any given day. In 2020 the Washington County homeless service system counted 618 people, including 41 families, and 149 households experiencing ‘chronic homelessness’.⁵ Chronic homelessness is defined as repeated or prolonged homelessness while living with severely disabling conditions. However, it is widely understood that Washington County’s PIT, as is the case with all PIT counts conducted across the nation, significantly undercounts the actual need and nature of homelessness in our community. This is due to a number of factors, including the fact that the PIT count does not account for the seasonality of homelessness or the incidence of short term and episodic homelessness, and that many people who meet the definition of homelessness are not counted at all because they are not on the street or in a shelter when the count takes place.⁶

The Homelessness Research and Action Collaborative of Portland State University conducted a 2019 analysis of unmet need in the metro region. This report continues to serve as our area’s most accurate data analysis of homelessness and housing instability. The complex analysis considered housing costs, families who are doubled up, households that are cost burdened, and other indicators of risk and uncounted homelessness. Their findings estimate that the actual rates of homelessness are likely much higher. They estimate that approximately 24,000 households are experiencing homelessness across the region. Of those households, an estimated 19,000 fall in and out of homelessness due to interruptions in income, limited housing options, and other economic barriers. The remaining 5,000 households are stuck in homelessness or risk prolonged and repeated homelessness, complicated by severe disabilities and lack of income.⁷

Washington County’s current programs simply cannot meet the needs of the vast majority of households who face housing instability or homelessness. Most federal and state programs are time-based, offering only one-time or short-term rent assistance, making them unable to serve

⁴ Oregon Department of Education. “PK-12 Homeless by Living Situation UHY 19-20”. <https://www.oregon.gov/ode/schools-and-districts/grants/ESEA/McKinney-Vento/Documents/PK-12%20Homeless%20by%20Living%20Situation%20%20UHY%2019-20.xlsx>

⁵ Washington County, Oregon. 2020. “Point In Time Summary for OR-506 - Hillsboro, Beaverton/Washington County CoC”. <https://www.co.washington.or.us/Housing/EndHomelessness/upload/OR506CoC-2020-PIT-All-Reports-submitted-to-HUD.pdf>

⁶ Weare PhD, Christopher. 2019. “Counting the Homeless: Improving Knowledge of the Unsheltered Homeless Population”. Goldman School of Public Policy, Berkeley, CA. <https://socialinnovation.usc.edu/wp-content/uploads/2019/12/Christopher-Weare-Counting-the-Homeless.pdf>

⁷ Zapata MA, Liu J, et al. 2019. “Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in Portland Tri-County Region”. Portland State University, Portland, OR. <https://www.pdx.edu/homelessness/sites/g/files/znlchr1791/files/2020-05/RegionalHomelessnessReport.pdf>

households that need permanent rent assistance and supportive services to achieve housing stability. Currently, the Washington County coordinated entry system is only able to help 28% of literally homeless families and individuals access permanent housing, while 62% of families who exit after receiving temporary services or shelter are stuck wading through the County’s system of waitlists or seeking help outside the county.

CSH, a supportive housing consulting firm, conducted a system capacity gap analysis for Washington County. This analysis used multiple data sources including the Homeless Management Information System (HMIS), the Point in Time (PIT) Count, jail rosters, school district data, information from the child welfare system, and data from other communities around the country. Using data from other communities helps us understand the characteristics of households at risk of experiencing homelessness and identify the needs of households who may not be included in local data. For example, data often only considers those who engage in the homeless service system, leaving a need to understand communities that don’t engage in this system at equal rates, especially communities of color, families, youth, and other high-risk, high-needs populations.

Using a proportional modeling approach, CSH created a needs assessment by replicating characteristics consistent with serving the priority populations of the program: Population A, which are households with disabling conditions that experience or at risk of prolonged homelessness; and Population B, defined as households experiencing or at risk of experiencing homelessness. This modeling provides a broad understanding of the unmet need in Washington County today.

| Categories | Population A* | | Population B* | | Total A&B |
|--|---------------|------------|---------------|------------|-----------|
| | (Individuals) | (Families) | (Individuals) | (Families) | |
| Supportive Housing | 604 | 120 | 76 | 6 | 806 |
| Long Term Rent Assistance | 604 | 120 | 617 | 350 | 1,691 |
| Short Term Rent Assistance | -- | -- | 617 | 350 | 967 |
| Eviction Prevention | -- | -- | 486 | 458 | 944 |
| Housing Placement | 393 | 78 | 672 | 236 | 1,379 |
| Crisis Response - Emergency Shelter | 437 | 64 | 358 | 119 | 978 |
| Crisis Response - Transitional Housing | 167 | 55 | 358 | 119 | 699 |

Table B: Projected needs by program in Washington County. *Population A and B defined in the previous paragraph. These service categories can not be duplicated in this presentation, because some of these services will be delivered to the same households.

The data above strongly demonstrates the significant need for supportive housing services and the opportunity to meet that need with the regional SHS program. It is important, however, to acknowledge limitations in this approach and the need for further data analysis. Specifically, the following factors should be considered:

- Current data underrepresents people who do not access services despite having a significant need and data clearly shows that the underserved populations are disproportionately communities of color;
- The modeling does not consider the analysis of unmet need for culturally specific services in Washington County for Black, Indigenous, and people of color, and other underserved groups including, immigrants, youth and adults who identify as LGBTQ+, and people with behavioral health needs; and
- The modeling does not consider the regional nature of housing instability and homelessness, as people move across county lines to seek both homeless services and housing.

Beyond the data that describes unmet capacity needs in the system, we must also consider the qualitative needs of our system. Many current programs are implemented with federal and state requirements that impose significant barriers to accessing housing and supports such as, excessive documentation requirements, strict income limitations, and other requirements that ‘screen-out’, rather than ‘screen-in’ high-needs households. Furthermore, programs present barriers to access for community-based organizations, especially culturally specific organizations, with restrictive reimbursement rates and limited training and supports for smaller and newer organizations.

To build a comprehensive system of care that is responsive to the housing needs of our community, we will need to implement new kinds of housing and services programs with new approaches to quality of care. This will include:

- 1) year-round emergency shelter access with housing navigation to connect people to housing supports,
- 2) supportive housing programs with long-term rent assistance and tailored support services,
- 3) culturally responsive standards of care requirements and trainings for all providers, and
- 4) a network of culturally specific service providers. These will all be critical investments in Washington County’s expanded system of care.

Analysis of racial disparities and inequitable outcomes

General and poverty demographic data from the American Community Survey (ACS) and demographic data from HMIS for Washington County were used to create a comparative analysis to identify racial disparities among people who experience poverty and/or are experiencing homelessness. The analysis considers these rates of homelessness and poverty by race and ethnicity for people who will be served under the SHS Population A priority (generally people experiencing chronic homelessness), and people who will be served under the SHS Population B priority (generally people who are at risk of homelessness or experience infrequent economic based homelessness).

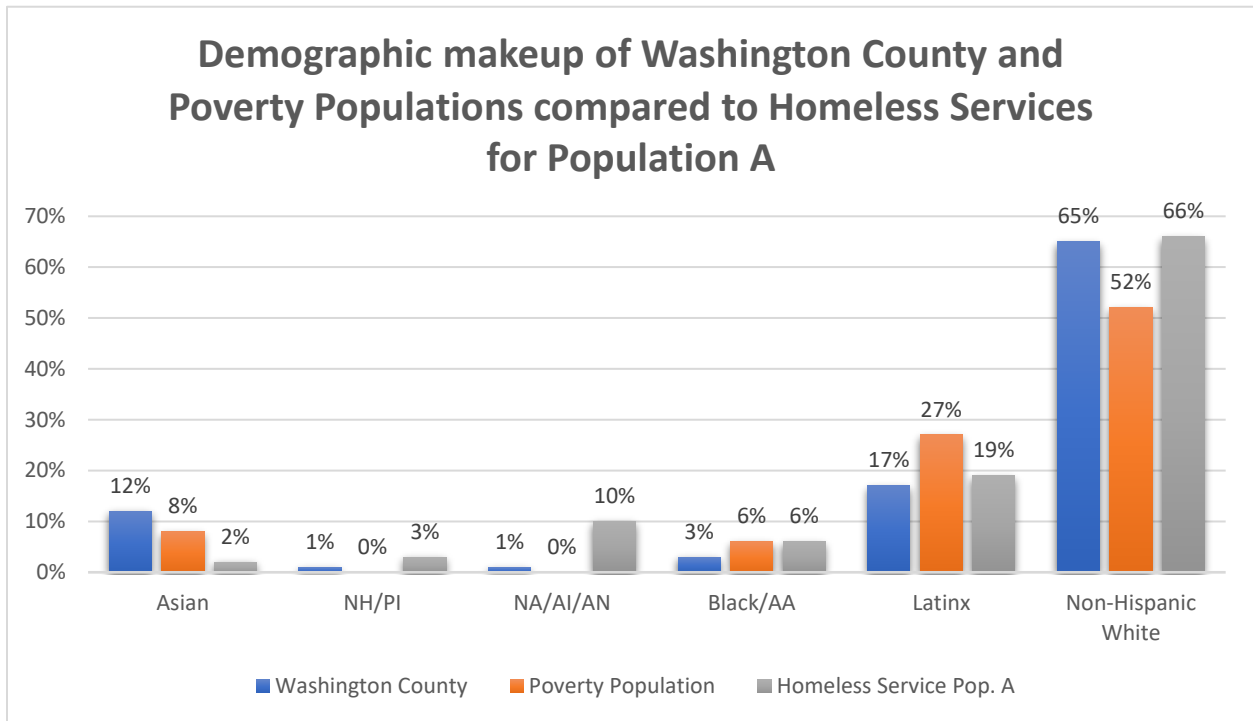


Chart 1: Racial communities as a percentage of the general Washington County population (blue), percentage of people living in poverty (orange) and percentage of people experiencing homelessness as defined by Population A (gray)

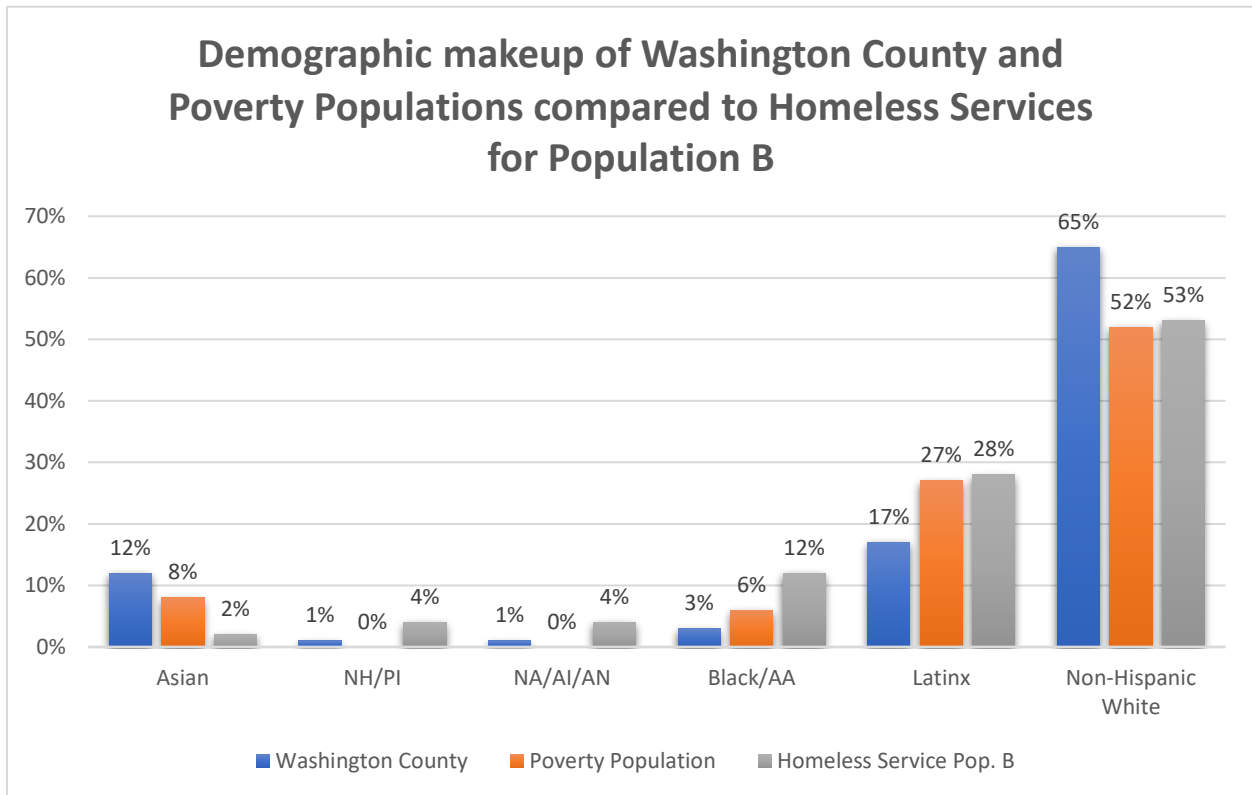


Chart 2: Racial communities as a percentage of the general Washington County population (blue), percentage of people living in poverty (orange) and percentage of people experiencing homelessness as defined by Population B (gray)

In general, the data illustrates that Native Hawaiian/Pacific Islander, Native American/American Indian/Alaska Native, Black/African American and Hispanic/Latinx households were significantly overrepresented in the homeless system as compared to their representation in the county’s overall population. For households that identified as Asian, the data displayed an underrepresentation in the homeless system for both Populations A and B. However, it is broadly understood that “Asian” does not accurately represent the variety and disparities within this demographic value. Overall, the data illustrates that a disproportionate number of those from communities of color are experiencing poverty and homelessness and that subtle variances by household type illustrate the need for additional analysis to better understand how household composition impacts housing stability and service needs.

In addition to the numerical data analysis, the community engagement process conducted for the LIP development also gathered extensive feedback and qualitative data from communities of color within the community. The following themes reflect survey answers and discussions shared by Black, Indigenous and people of color and individuals receiving homeless services in Washington County:

- People of color experience racism and discrimination from Washington County service providers.

- Communities of color, youth, immigrants and refugees, and people with behavioral health needs report avoiding services out of fear of discrimination.
- There is a significant shortage of culturally responsive services for Black, Native American, Native Hawaiian and Native Alaskan priority population.
- There is a significant lack of all housing options in Washington County, including permanent, temporary and transitional housing.
- People receiving homeless services find services and access to be confusing and unhelpful. Case managers and navigators are needed to help people connect to housing and services.
- Person-centered services with ‘Housing First’ approaches are needed throughout the system of care. Unnecessary programmatic barriers should be removed with flexible local programs.

Leading with Racial Equity

Commitment to advancing racial equity

Racism is a primary driver of homelessness. Through historical policies beginning with slavery and the Indian Removal Act of 1830, to more modern housing policies such as redlining, Federal Housing Administration loan discrimination and the sub-prime mortgage scandal, communities of color have been systematically excluded from opportunities to own property and create generational wealth. This legacy continues to shape the current landscape of housing and homelessness throughout the nation, including in Washington County. Furthermore, systemic racism is pervasive across all social structures including housing, justice, education, healthcare, and social services, impacting Black, Indigenous, and people of color at work, home, school, and everywhere in our community.

The intersections of these unjust systems often create a direct path to homelessness where new barriers prevent these same communities from being able to end their homelessness. The traumatic stress of interpersonal racism — both implicit and explicit — is passed genetically from parents to children, impacting the development process and physical and behavioral health of families for generations. The impacts of historical and current trauma, coupled with continued social and systemic racism, creates a constellation of factors that clearly restrict access to health, safety, stability and opportunity for Black, Indigenous and people of color in Washington County.

We face an incredible opportunity in Washington County to curb the colliding impacts of a housing and homelessness crisis, a global pandemic, an economic decline, and a nation entrenched in racial disparities with the SHS measure. By deploying intentional strategies to advance racial equity, while prioritizing investments for those who face the greatest barriers to housing, we can restore balance, fairness, and hope in our community. We can create direct paths to opportunity, heal traumatized families, and honor the many peoples of Washington County.

Strategies to advance racial equity

To counter the ongoing mechanisms of racism, we are committed to creating systems that prioritize the needs and experiences of communities of color. DHS is committed to advancing racial equity for Washington County residents, through implementation of the SHS program with organizational policies, strategies, and programmatic practices.

We will employ the recommendations of the Coalition of Communities of Color 2018 racial justice report for Washington County, including these specific actions based on findings compiled through extensive research with our residents and data (Appendix C: Washington County LIP Preliminary Community Engagement Findings and Recommendations).⁸ These recommendations will guide our SHS implementation and evaluation:

- **Cross-Sectoral Change:** Recognize and address institutional racism “...across systems of immigration, education, economic, development, housing, health, incarceration and racial profiling”.
- **Democratic Government:** Emphasize the “...importance of diversity, equity, and inclusion by including all communities of color in decision-making”.
- **Cultural Specificity:** Increase allocation for the provision of culturally specific and trauma-informed services “...especially in education, social services and healthcare”.
- **Education:** Recognize education is the “...pathway for economic empowerment, an important basis of community building and cultural identity development among youth” and work eliminate disparities in outcomes for students of color.
- **Equitable Economic Empowerment:** “Ensure pay equity, opportunities for career advancement, workforce development and a safe and welcoming environment for employees of color” and work to dismantle discriminatory practices.
- **Political Representation and Civic Engagement:** Ensure inclusion and representation by supporting Communities of Color “to run, vote, be elected, and be appointed to decision-making positions at all levels of power”.
- **Community Building:** Resource and support communities of color to “build community and connections to counteract isolation” in a county that celebrates “its multiracial and multiethnic population”.
- **Research Justice:** “Communities of color are experts in their own lives, possessing experiential, historical, and cultural knowledge...and should be partners in research design, data collection, data ownership, and data analysis as experts in their experiences”.

Furthermore, DHS embraces Metro’s Strategic Plan to Advance Racial Equity, Diversity and Inclusion and have incorporated their key objectives into our expanded list of approaches to advance racial equity in the SHS program implementation. These strategies include:

⁸ Coalition of Communities of Color. 2018. “Leading with Race: Research Justice in Washington County”. Portland, Oregon: Coalition of Communities of Color. <https://www.coalitioncommunitiescolor.org/research-and-publications/leadingwithrace>

- Convening and supporting regional partners to advance racial equity by recognizing that homelessness is a result of historical and current racial injustice;
- Establishing advisory structures representative of racial, ethnic, and gender diverse perspectives to inform the continued development and improvement of our supportive housing system of care;
- Engaging communities of colors meaningfully with collaboration that move towards the elimination of structural racism, leading with race;
- Advancing racial equity through resource allocation by prioritizing culturally specific service provision to meet the diverse needs of Washington County residents experiencing homelessness and housing instability;
- Promoting and creating safe and welcoming support services, housing programs and community spaces by establishing a culturally responsive standard of care required for all providers, including organizational equity plans;
- Developing procurement processes with racial equity at the core, including capacity building investments for culturally specific organizations to become full partners in meeting the service provision;
- Hiring, training and promoting a racially diverse workforce by retooling recruitment and promotion practices with an equity, diversity, and inclusion focus.⁹

Implementation Plan

Driven by a commitment to lead with racial equity, DHS developed this LIP in broad partnership with the community. This included extensive community engagement, community advisory discussions, and an in-depth analysis of current investments, unmet needs, and inequitable outcomes in Washington County. These commitments will guide our SHS investment strategies with an investment plan responsive to our community's needs and scaled over time to demonstrate clear outcomes in ending homelessness and advancing racial equity across Washington County.

Commitment to serve Priority Populations

Seniors, children, people of color, people who identify as LGBTQ+, women, persons with disabilities, youth exiting foster care, people with criminal records, victims of domestic violence, unaccompanied homeless youth, and people living with certain chronic health conditions are disproportionately represented in our homeless population and most at risk of chronic homelessness. Our programs must be intentionally structured to serve community members with culturally responsive care.

To best serve the needs of our community, Washington County commits to funding programs that serve priority populations of the region. Planned investments will be distributed across programs that serve:

⁹ Oregon Metro. 2016. "Strategic Plan to Advance Racial Equity, Diversity and Inclusion".

<https://www.oregonmetro.gov/sites/default/files/2017/10/05/Strategic-plan-advance-racial-equity-diversity-inclusion-16087-20160613.pdf>

- Population A, defined as people with extremely low income; and one or more disabling conditions; who are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness; and
- Population B, defined as people experiencing homelessness, or have substantial risk of experiencing homelessness.

As defined by the measure, 75% of Washington County program investments will be dedicated to meeting the housing and service needs of Population A, while 25% of the program investments will be dedicated to housing and services that address the needs of Population B. The goal of this distribution is to build a system of care that fully addresses the needs of people experiencing or at risk of prolonged homelessness, while also investing ‘upstream’ in programs that end and prevent economic-based or episodic homelessness. Washington County will continually analyze homelessness data and program outcomes with our partnering counties. The three counties will work together to achieve regional ‘functional zero’ in chronic homelessness with a system that can fully support the needs of Population A. When this program goal is achieved and housing solutions are immediately and readily available for anyone facing chronic homelessness, resources will be rebalanced to increase investments in housing and services that address the needs of Population B.

Commitment to Housing First practices

Housing First is a widely accepted best practice for homeless service programs and is based in the belief that housing is a basic human need that should be addressed first and serve as a platform from which people can pursue other health, economic, and personal needs and goals.

An essential tenet of Housing First programs is the reduction and elimination of barriers to accessing housing and services – barriers that disproportionately screen out Black, Indigenous and people of color from accessing housing. Washington County commits to establishing low-barrier documentation requirements for any program eligibility requirements. This practice will include allowing individuals to self-report information, such as income and assets. Low barrier and self-reporting documentation practices will increase access for communities of color and people who commonly face barriers to these programs.¹⁰

In addition to Housing First and instituting low-barrier practices, Washington County programs will embrace other approaches proven to best serve people who have experienced prolonged homelessness and marginalization by society. These practices include ‘trauma-informed care’, ‘motivational interviewing’, and ‘stages of change’ theory. These approaches will be included in our culturally responsive standards of care and trainings developed to support and guide service provisioning across programs.

Washington County and its partners recognize the importance of providing low-barrier programs that meet people ‘where they are at’ to begin building paths to housing and stability.

¹⁰ National Alliance to End Homelessness. 2016. “Housing First”. <https://endhomelessness.org/resource/housing-first/>

Commitment to geographic equity

The SHS program will fund services and housing opportunities for people experiencing homelessness anywhere in the County, in alignment with our other Continuum of Care and Housing Authority programs. Investments must be made within the Metro service boundary of Washington County; however, anyone experiencing homelessness is eligible for services in the program, no matter where they may sleep at night. Furthermore, extensive engagement and data analysis demonstrate that Washington County's current homeless and housing programs do not adequately serve all parts of the County. Our community experiences 'service deserts' in parts of the County, and particularly in Forest Grove and Tualatin, where communities of color live. Data also demonstrates a relationship between poverty and racial discrimination in certain parts of the County. These areas will need focused investments in services to protect and meet the needs of residents most impacted by homelessness, housing stability, and racial disparity (Appendix D: Racial Disparities and Strategies in Washington County).

To address geographic inequities, Washington County commits to the following strategies throughout implementation of the SHS program:

- Increase outreach and engagement to underserved areas of the County, especially where immigrants, refugees and low-income communities of color reside;
- Increase services to areas of the County that lack transportation options;
- Co-locate services to expand geographic distribution of services efficiently, and especially at cultural community centers;
- Partner with local cities and non-profits to address service deserts in Washington County, particularly in culturally specific programs and in areas where communities of color live; and
- Partner with Clackamas and Multnomah Counties to deploy strategies to address geographic inequities across the region.

Commitment to a regional approach and coordinated access

Washington County commits to full partnership with Clackamas and Multnomah Counties to build a strategic regional response and coordinated service system to better serve people experiencing homelessness throughout the region. While PIT count data demonstrates that the homeless crisis is disproportionately concentrated in the city of Portland, we know this data is limited and does not fully capture the lived experiences and true rates of homelessness in Washington County or the rest of the region.

Furthermore, data and feedback from our community clearly illustrate that people experiencing homelessness must travel across jurisdictional boundaries to meet their housing, service, and employment needs. A Tri-county report conducted by CSH in 2018 found that more than 2,600 people experiencing homelessness were served in more than one metro area county between 2014 and 2016. This is especially true for Washington and Clackamas county households who

must travel to Multnomah County where there are more resources and services for people experiencing homelessness.¹¹

The regional SHS program will distribute resources to the three participating counties according to estimated revenue collection (Washington County (33.3%), Multnomah County (45.3%) and Clackamas County (21.3%)), not according to the current rates of homelessness or housing need. As such, and because a regional system is needed to respond to this regional crisis, Washington County commits to an investment plan that will serve people experiencing homelessness in the region proportionate to our share of the regional funding. For example, as the region aims to build a system of 5,000 supportive housing placements for people who have experienced chronic and prolonged homelessness, Washington County will contribute to 33.3% of the region's supportive housing capacity with 1,665 placements.

To build a regionally coordinated system of care, a regionally coordinated system of data and program access will be necessary. The three counties each facilitate their own federally required Coordinated Entry Systems (CES). In Washington County, we use Community Connect to support, track, and manage data for all households served through our homeless system. Each county's system of care is unique. Some county systems include waiting lists for shelters and supportive housing; each system uses a different prioritization and assessment tool and each system is known to create barriers to serving different populations in need. People of color are significantly underrepresented in all of our data systems, an indication of the racial disparities in accessing our Community Connect system. Collaboration and systems analysis are needed to improve access to Community Connect for Washington County and in partnership with the CES systems used by Clackamas and Multnomah Counties. DHS is committed to building a regionally coordinated CES structure that works across county lines to improve service and outcomes, while also improving our Community Connect system to better serve Black, Indigenous and people of color who seek shelter, services, and housing throughout the region.

In addition to our local advisory bodies, a tri-county advisory body will be established to further advise and develop a regional system for data coordination and access to services. The advisory body will also consider additional opportunities to coordinate our programs and investments for optimized outcomes and community benefit. Washington County will contribute to these and additional coordination efforts, including:

- Building partnerships and programs with the healthcare system such as the Regional Supportive Housing Investment Fund's (RSHIF) Kaiser 300 program, to leverage investments and better served people experiencing homelessness with significant healthcare needs;
- Coordinating investments in capacity building for culturally specific organizations and trainings to build out culturally responsive services across the system of providers;

¹¹ CSH, Context for Action. 2019. "Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness". https://d155kunxf1aozz.cloudfront.net/wp-content/uploads/2019/03/Metro_SupportiveHousing_Report_WithAppendices_March_Final.pdf

- Establishing consistent definitions, standards of care and evaluation practices to improve service provision, outcomes, and supports for our community partners; and
- Developing a regionally consistent policy framework and implementation of long-term rent assistance for the benefit of all users of the program.

Commitment to improve behavioral health services in housing and homelessness programs

Behavioral health and peer support services are critical to meeting the housing needs of people experiencing homelessness or at risk of homelessness. Investments to enhance and align behavioral health programs with homelessness and housing services will be a critical investment approach in Washington County's SHS programs. People experiencing homelessness do not have adequate access to trauma informed behavioral health services that provide treatment options with a Housing First approach. The SHS program will consider and invest in strategies that bring flexible, client-centered behavioral health services to housing and homeless services programs, especially with the skills and expertise of peer recovery specialists and culturally specific services. Community-based behavioral health connectors and peer supports will work with housing navigators, shelters providers, and resident services staff to coordinated housing plans and health care supports. These workers will connect people to the mental health care, addiction treatment, or recovery services suited to their needs, and responsive to their desire for service.

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

Commitment to align and leverage other systems of care

The homelessness and housing systems in Washington County interact every day with other service systems in the County. DHS will work to design programs in partnership with other Washington County departments and systems of care across the County that serve people experiencing homelessness. Working together, we can make our investments more cost effective, improve the quality of care, and serve more Washington County residents in need. These partnering departments and systems will include, but are not limited to:

- Department of Health and Human Services, especially behavioral health, intellectual and developmental disabilities, aging and seniors programs
- Department of Community Corrections;

- Oregon Health Authority, Health Share of Oregon, Trillium Community Health Plan and other Medicaid and healthcare systems;
- Community Development and Affordable Housing investments; and
- Worksystems, Portland Community College, Individual Development Account (IDA) programs and other education, employment and wealth building programs.

Innovating across systems of care will require years of building new partnerships and learning from mistakes and best practices. DHS began building these new partnerships and outlined the following opportunities to leverage our programs with other systems of care:

- **Leverage the Kaiser Metro 300 program** that will house over 100 people experiencing homelessness with high-needs homeless to ensure permanent housing stability when that programs funding expires with SHS long-term rent assistance and support services as needed to ensure permanent housing stability.
- **Partner with the Department of Health and Human Services** to ensure households experiencing homelessness served with limited duration COVID 19 programs are connected to SHS programs and are protected from returning to unsheltered homelessness again.
- **Fund community behavioral health connectors and peer support services** with SHS funds, to help connect people experiencing homelessness with the behavioral health supports that foster their stability in housing and improve behavioral health and well-being over time.
- **Create housing navigation positions** imbedded in behavioral health care and other medical facilities that frequently serve people experiencing homelessness including the Hawthorne Center and the future Center for Addiction Triage and Treatment.
- **Partner with the Department of Health and Community Corrections** programs working to address homeless camp health and safety violations to ensure outreach workers are available to connect campers to housing and shelter options.
- **Leverage affordable housing capital investments**, especially through the affordable housing bond, with funding opportunities for affordable housing owners who choose to partner by providing supportive housing programs and referral access. Funding will include increased operations costs for resident services and on-site staff as well as project-based rent assistance contracts with the long-term rent assistance program.
- **Build upon successful IDA programs** modeled through the Housing Authority to households save towards wealth building opportunities such as college, employment expenses and homeownership by investing a portion of their rent into a matched savings account.

Opportunities to align and leverage investments across systems of care will require significant planning prior to program implementation. This includes considerations regarding data management, reporting of outcomes, staffing, and budgeting. However, the opportunities to align and the benefits of alignment are clear; DHS is committed to investing in this innovative work to realize the potential of community benefit through these and other programmatic opportunities made possible through SHS investments.

Commitment to equitable procurement, capacity building and pay equity

In alignment with the values of the SHS program and strategies for advancing racial equity, Washington County will center equity, transparency, and community engagement as the core principles of our procurement and contracting practices as we build a homelessness and supportive housing system of care to meet the needs of our diverse community. This work will especially consider supports to reduce barriers for culturally specific and smaller organizations, helping to ensure their success in partnering with the County.

As a first step, Washington County has partnered with Clackamas and Multnomah Counties to create a centralized procurement process. This process will be used to recruit a regional pool of qualified technical assistance advisors to support capacity building work early in SHS implementation, especially for culturally specific and culturally responsive providers. Washington County will continue to deploy equitable procurement standards including these strategic approaches:

- Establish supportive, transparent and equitable procurement standards;
- Recruit and support service providers that demonstrate a commitment to serving Black, Indigenous and people of color with experience providing culturally specific and/or linguistically specific services;
- Coordinate with Multnomah and Clackamas Counties for the procure services when possible, to reduce application burden on partner organizations;
- Recruit new service providers to provide support in Washington County, while supporting small local organizations to also participate in SHS service provision; and

Ensuring livable wages for those who work on the front lines of Washington County's system of care is critical to our programmatic success and upholding our values. Outreach workers, housing navigators, resident service coordinators, and front desk staff are the backbone of our system. These workers build relationships, bust barriers with outside-the box ideas, and show true empathy for others. They are the staff that make our system of care possible and successful. Compared to other positions in the system, these workers are also disproportionately people of color and people with personal experience of housing instability. To ensure equitable wages for front-line staff, Washington County is committed to:

- Establishing service contracts that accurately estimate and compensate the full scope of work so that workers can be compensated equitably;
- Conducting pay equity analyses of all service providers to ensure front-line employees receive livable wages and professional support; and
- Advocating for just wages and adequate compensation for front-line workers in other systems of care, including Medicaid.

Programmatic Planned Investments

Washington County's SHS implementation plan aims to build a county-wide system of care that connects all people with services and supports that lead to housing stability and equitable outcomes. The supports needed must be responsive to a broad array of community and

individual needs. The Washington County SHS system of care will include coordinated and strategic investments in the following general program areas:

- **Shelter and transitional housing:** Emergency winter and year-round shelter operations, including non-congregate and alternative shelter options. Programs will vary to meet diverse community needs and align with outreach and navigation programs to connect people to housing and services.
- **Outreach and navigation services:** These programs will help people access services and housing that is appropriate to meeting their needs. Using person-centered, relationship building and Housing First approaches, these programs will work to end homelessness as quickly as possible. Case workers will connect people to housing, health care, educational opportunities and more.
- **Housing barrier costs and short-term rent assistance:** These financial and legal supports help people overcome any barriers to accessing or keeping housing. This include rental application fees, security deposits, first and last month's rent, utility fees, and debts that are barriers to accessing housing. Short-term rent assistance is flexible time-based rent support for one month or up to two years, helping people with financial need to get back into housing quickly (rapid rehousing) or prevent homelessness from occurring (eviction prevention).
- **Regional long-term rent assistance (RLRA):** For people with extremely low incomes, permanent rent support is often needed to ensure housing stability. RLRA will be a monthly rent assistance program that bridges the cost of market housing prices permanently. Washington County will use the regional policy framework developed in partnership with Clackamas and Multnomah Counties to ensure one consistent program for service providers, landlords and tenants, including additional programs such and landlord guarantees and building operation funds. RLRA will often be paired with ongoing services for people who need Supportive Housing.
- **Supportive services:** Supportive services are ongoing supports to ensure housing stability, especially for people who have experienced prolonged homelessness and have complex disabilities. These services can be community based and on-site (building-based) and are often part of a supportive housing program. Supportive services will include behavioral healthcare, recovery programs and peer support, and resident services programs. Programs that help people access opportunities beyond housing and build towards a better future may also be included, such as education and employment programs, and IDA savings accounts towards homeownership. Supportive services aim to help people achieve stability and live with autonomy and dignity. These programs also prevent evictions and protect people from falling back into homelessness.
- **System of care capacity building:** This suite of program investments will be directed to strengthen our homeless services and housing system of care, mainly investing in service providers to ensure expanded culturally specific service provision and standards of care and a network of culturally specific services that meet the needs of our diverse community. Capacity building supports will help organizations compete for public funding opportunities, build data and program monitoring systems, train and support staff, and more.

Planned investments

Building a complete and equitable system of care to meet the diverse and urgent needs of our community in crisis requires a balanced investment plan. We must take quick action to connect people to shelter, housing, and supports to help stabilize as many households as possible and prevent further harm and trauma caused by homelessness. Simultaneously, we must plan and invest to build out a fully functioning and dynamic system that creates long lasting stability and racial equity in Washington County. The planned investments for Washington County's SHS program reflect our commitment to act and build simultaneously.

Furthermore, the SHS program instructs another layer of balancing investments between serving the needs of Population A until our system achieves a 'functional zero' rate of chronic homelessness, while working upstream to quickly end and prevent homelessness in the first place. Under this requirement, we must also balance immediate interventions with long-term stability in our plan. As such, Washington County has developed our planned investments from two perspectives: 1) the priority populations being served and 2) the services to be provided. Washington County estimates that the SHS funding will reach \$38 million in the first year and scale to an estimated \$75 million by year three (3). This level of funding will require a plan to build a robust and scalable system of care grounded in data analysis, program evaluation, continuous improvement, and the willingness to rebalance investments based on the needs of the community.

Supportive housing to serve Priority Population A

Year 1: 59% of the program, or approximately \$22.5 million

Housing investments:

- Housing placement costs such as screening fees, landlord debt, move in costs
- Regional long-term rent assistance
- Landlord guarantee fund and a 'leveraging new development' fund

Support services investments:

- Outreach workers and housing navigators to help before housing
- Supportive services and retention workers to help during housing
- Community based health and behavioral workers and peer supports
- Employment, education, and opportunity building programs

Goal: Supportive housing capacity

- 500 supportive housing placements by the end of Year 1

Housing stability to serve Priority Population B

Year 1: 19% of the program, or approximately \$7.5 million

Housing investments:

- Housing placement costs such as screening fees, landlord debt, move in costs
- Short-term rent assistance and eviction prevention funding

- Regional long-term rent assistance for extremely low-income households

Support services investments:

- Outreach workers and housing navigators to help before housing
- Supportive services and retention workers to help during housing
- Community based health and behavioral health workers and peer supports
- Employment, education, and opportunity building programs

Goal: Housing stability

- Housing stability achieved for an additional 500 households in Year 1

Building a shelter system to serve Priority Populations A and B

Year 1: 13%, or approximately \$5 million

Shelter investments

- Operations for year-round, winter and non-congregate shelter options
- Shelter case management and service navigators

Goal: Shelter system capacity

- Operate 100 year-round and 150 winter shelter beds by the end of Year 1

Building an equitable system of care to serve Priority Populations A and B

Year 1: 8%, or approximately \$3million

Systems alignment and capacity building

- Training and consultants to ensure delivery of a culturally responsive standard of care
- Investments in culturally specific organizations and services, small and emerging programs and organizations
- Systems integration, data expansion and other systems-wide infrastructure
- Program reserves to ensure fiscal stability

Goal: Equitable system of care capacity

- A network of culturally specific service providers supported and in training as full partners in SHS program implementation
- Training underway to deliver a culturally responsive standard of care informed by Housing First, trauma informed and person-centered care
- A data management system capable of communicating across county lines

Outcome goals and phasing investments

This investment plan represents Washington County's program implementation for Year 1. However, investments will change over time as revenues grow, system capacity is developed,

the needs of our community change, and the community benefits of housing stability help us identify new goals, strategies, and investment needs.

Washington County's planned investments are framed by a few primary goals that shape the overall program structure. These critical systems goals will be a challenge to achieve in the first few years; however, we are committed to remain focused on the work and investments needed to deliver on these commitments for Washington County. These goals include:

1. **Expand supportive housing capacity:** In Year 1 we aim to achieve 500 supportive housing placements and plan for an additional 500 placements each subsequent year until we reach our regional share of supportive housing capacity with 1,665 or more supportive housing placements.
2. **Build out shelter system capacity:** In the first year we aim to maintain 150 winter shelter beds that lack sustained funding, while growing our shelter capacity with 100 year-round shelter beds. Over time, our goal is to achieve sustained operations for 250 year-round shelter beds in at least four communities across the county to ensure equitable access to emergency shelter.
3. **Build and support a network of culturally specific services and culturally responsive programs:** Building capacity for a network of culturally specific organizations and supporting our entire system of care to deliver culturally responsive programs. Reaching and maintaining the County's standard for quality of care will take several years of focused investments and an ongoing commitment to support this network once it is established.
4. **Prevent and protect households with true housing stability:** To serve priority population B, our investments represent a full and robust menu of services to help people achieve full and lasting housing stability. The emergency rent assistance, eviction prevention and rapid rehousing programs currently funded by our Continuum of Care are limited and can lead to some households falling through the cracks and returning to homelessness. SHS investments planned to serve population B are intended to augment these programs by providing deeper and longer lasting supports to those who need more help to achieve true housing stability. This includes long-term rent assistance and supportive services. However, this deeper program commitment means our outcomes in serving population B may be lower in quantity than traditionally seen in eviction prevention and rapid rehousing programs but will have stronger long-term outcomes.

The impacts of the new Supportive Housing investments in Washington County will be significant. The Department of Housing Services will increase program capacity by more than double in the first year and deliver new kinds of services that have not been funded or eligible for restricted federal funding in the past. New programming funded by DHS with SHS funds will include outreach and housing navigation services, wrap around and other supportive housing services, and systems capacity investments. This table represents the significance of that growth in programming capacity and the new kinds of investments that will contribute to improved housing stability and more equitable outcomes.

| Washington County Supportive Housing Programs | Continuum of Care 2018-2019 | | Supportive Housing Services 2021/2022 | | Total Estimated 2021/2022 | |
|--|-----------------------------|---|---------------------------------------|---------------------|---------------------------|---------------------|
| | | | | | | |
| Long term rent assistance for supportive housing | 383 (Households) | \$5,769,658 (Includes match) | 383 (Households) | \$14,250,000 | 850+ (Households) | \$20,000,000+ |
| Rapid Rehousing and Homelessness Prevention | 377 (Households) | \$1,963,541 (Includes match) | 377 (Households) | \$3,900,000 | 850+ (Households) | \$5,9000,000+ |
| Emergency shelter and transitional housing | 416 (Households) | \$5,016,409 (Includes COVID relief and matching funds) | 100 (beds) | \$5,500,000 | 250 (beds) | \$5,500,000+ |
| NEW: Outreach, navigation and support services | n/a | n/a | n/a | \$11,150,000 | n/a | \$11,150,000 |
| NEW: System capacity building | n/a | n/a | n/a | \$4,300,000 | n/a | \$4,300,000+ |
| Totals | 1,176 | \$12,794,607 | 1,800 | \$38,000,000 | 2,400 | \$45,000,000 |

Table C: 2018-2019 Continuum of Care investments, including matching funds contributed by services providers, compared to estimated Year 1 SHS investments, and the total anticipated impact of combined investments.

Program investments for Year 1 are structured to achieve these priority goals. However, to achieve our long-term and systems wide goals over time, investments might scale or shift as the program progresses through the building years and again when the system reaches full capacity. Phasing investments over time will require continued evaluation of our progress and adjustment of programmatic approaches to ensure our county-wide system of care is on track to deliver our goals and the programmatic requirements the voters expect. Some of our approaches to phasing investments over time will include:

- Market-based and project-based supportive housing planning:** In Year 1, ensure permanent housing stability for households who qualify for priority populations and have received short-term housing assistance through COVID relief or the Metro 300 programs. This will help us to reach our supportive housing goals and leverage market-based housing that has already been secured for supportive housing. In Year 1, planning and partnerships will lead to investments in more project-based supportive housing investments in Year 2 and beyond. We recognized the critical need for site-based supportive housing programs and that it will take time to secure contracts, plan new developments, and open new supportive housing facilities.
- Shelter capacity planning:** In Year 1, we will quickly build out year-round shelter operations by leveraging existing shelter capacity investments such as the Aloha Inn, a project that will be redeveloped into permanent supportive housing, and the Ecolodge in Hillsboro, a site for non-congregate shelter capacity secured through Project Turnkey. This will allow the program additional time to develop a shelter system plan that identifies sites for permanent year-round shelters across the county and builds out a

network of shelter providers. As year-round shelter capacity expands in program Years 1 through 3, Washington County may choose to discontinue some of our temporary winter shelter capacity.

- **Culturally specific network investment planning:** In Years 1 through 3, 5% of programmatic investments will be directed to develop and support a full system of culturally specific service provision across the County, while also building out a standard of culturally responsive care to train and hold service providers accountable. In Years 4-6, when capacity is achieved with a fully funded SHS program and an established network of culturally specific services, these investments will shift to fund ongoing support, trainings, and technical assistance to the network, and be redirected to increase housing program capacity.
- **Expanding and sustaining housing outcomes over time:** In Year 1, we will need to invest in both building out the network services provision that helps people achieve housing placement and helps them sustain a housing placement over time. However, in Year 2, we will need to increase investments in long-term rent assistance and supportive services to continue serving households placed in Year 1, while increasing capacity to serve new households in Year 2. Phasing our investments over time to achieve our goal of 1,665 supportive housing placements will mean that programs that fund long-term rent assistance and supportive services will scale up proportionately each year to continue their work of placing and stabilizing new households year over year, while the programs that fund housing placement services will remain stable after Year 1.

Evaluation and Accountability

The LIP represents a framework from which we will begin and guide implementation of the new regional SHS program. However, frequent and consistent program evaluation will be necessary to continually refine program implementation strategies and ensure that Washington County is achieving demonstrated outcomes in ending homelessness and advancing racial equity. To ensure our success, Washington County is committed to these practices for regionally consistent outcomes reporting, establishing programmatic standards and evaluation, and developing ongoing local advisory and shared governance.

Commitment to regional outcome metrics

Washington County will track and report on program outcomes as defined by the Metro SHS Work Plan using regionally established outcome metrics (Appendix G: Supportive Housing Services Program Work Plan). Annual reports will evaluate the impacts of our programs to continually guide SHS investments, as directed by the Washington County Board of Commissioners and the regional SHS oversight committee.

This commitment includes regionally consistent data disaggregation practices for all program outcomes, as determined through regional coordination. The County will work to ensure that values and methodology are consistent, especially data pertaining to outcomes for people by race, ethnicity, disability, and LGBTQ+ status. Self-reported data will be valued for reducing

barriers to program access and providing qualitative information to better understand the needs and outcomes of our community.

Washington County will also track and report on any additional measures identified through the ongoing evaluation process and community engagement activities. Investments will be needed to create improved systems. These systems include those needed by the County and our service partners in order to ensure accuracy in data collection, effective analysis and reporting, and improvement of our programs over time.

Commitment to measurable goals for advancing racial equity

Washington County is committed to decreasing racial disparities among people experiencing homelessness. In addition to the regionally required outcome metrics and consistent data disaggregation methodologies, Washington County is committed to tracking and reporting on regionally defined measurable goals in the Metro Work Plan. This is another way to ensure our programs advance racial equity. To address racial disparities in Washington County, DHS will report on the following measurable goals:

- Access to housing and services for Black, Indigenous and people of color is achieved at rates greater than Black, Indigenous and people of color experiencing homelessness;
- Housing stability and retention outcomes for Black, Indigenous, and people color are equal to or better than Non-Hispanic White household outcomes;
- The disparate rate of Black, Indigenous and people of color experiencing chronic homelessness is significantly reduced;
- Increased culturally specific program capacity as demonstrated with year-over-year increased investments in culturally specific organizations and programming;
- Increased capacity to deliverer a culturally responsive standard of care by all service providers who are trained to deliver services that are anti-racist, gender-affirming, person-centered and trauma informed;
- Black, Indigenous, and people of color are disproportionately represented in all decision-making bodies and people of color included in all activities that inform program design and decision making.

In addition to these measurable goals, we are also committed to the overall programmatic goal of achieving a ‘functional zero’ rate of chronic homelessness. We will measure chronic homelessness rates year over year to ensure they reduce significantly as our system of care strategically expands to address chronic homelessness. We will achieve ‘functional zero’ when Washington County has a responsive and complete system that can immediately serve anyone at risk of or experiencing chronic homelessness with access to housing supports that achieve permanent stability.

Commitment to programmatic standards and evaluation

As Washington County works to develop a system of care to address homelessness and provide supportive housing – we will need to develop programmatic models and best practices for all six categories of services and the programs within. We will lean on models established locally

and nationally, and standards in use throughout the regional system to ensure a consistent and quality standard of care.

Programmatic standards will include definitions for Housing First practices, trauma informed care, person-centered approaches, anti-racists program practices, programmatic barrier reduction, and more. Washington County's standards of care will also include our expectations for culturally responsive service delivery and equity plans to be adopted by all SHS service providers. Developing these programmatic standards will require further community process and continued community evaluation over time.

Washington County also commits to fully participate in the evaluation standards and procedures that will be established in regional coordination with Clackamas and Multnomah Counties. Regional coordination will ensure a consistent and regular system of reviewing SHS programs for effectiveness and quality of care.

Ongoing local advisory and shared governance

To ensure Washington County's LIP framework successfully guides programmatic implementation to achieve the outcomes desired for and promised to our community, DHS will engage ongoing community review and guidance to inform program implementation. Community engagement and stakeholder guidance fully informed the development of this high-level framework and we know a continued approach to transparent and inclusive governance is necessary to ensure long-term program success.

Several committees already convened to engage the community and take guidance and direction for our housing and homeless services programs in Washington County. It is important to ensure consistency and coordination with these existing bodies and programs as we implement and refine SHS programs over time. Furthermore, community members often report that convening numerous advisory committees can create capacity barriers for small organizations, culturally specific providers, and people of color who are asked to serve on many committees. For these reasons, the SHS program will seek to align and leverage existing advisory committees in order to provide continued guidance over the SHS program.

However, further analysis and consideration is needed to ensure that these advisory committees reflect the broad and specific representation from across our programs and the County. Additional subcommittees and expertise relevant to supportive housing, culturally specific service design, shelter capacity and more, may be necessary to ensure inclusive guidance and participation. DHS is committed to ensuring that our advisory committees reflect the membership requirements of the SHS program and the unique and diverse voices of Washington County, specifically ensuring the inclusion of people with lived experiences and the perspectives representing immigrant, Black and Indigenous and people of color.

Finally, the purpose of our SHS ongoing advisory structure will be to meaningfully contribute to program design and evaluation ensuring expected outcomes, public transparency, and programmatic advancement over time. This structure will advise staff, provide reports to elected officials across the County and the regional oversight committee, and guide and

participate in the tri-county advisory structure. Content areas identified for direction and guidance from our local advisory structure will include:

- Strategies to build out our housing and support services network, especially a network of culturally specific service providers;
- Strategies to recruit landlord and building owners to participate in supportive housing programs;
- The development of programmatic standards that align with regional standards and acknowledge our local best practices;
- The development of Washington County's standards for culturally responsive services; and
- The identification of unique opportunities to align with other systems of care, leveraging investments for improved community outcomes.

Appendices

| | |
|---|------------|
| APPENDIX A: GOVERNANCE, COSTS, AND REVENUE RAISING TO ADDRESS AND PREVENT HOMELESSNESS IN THE PORTLAND TRI-COUNTY REGION | 33 |
| APPENDIX B: TRI-COUNTY DATA SCAN REPORT | 55 |
| APPENDIX C: WASHINGTON COUNTY LIP PRELIMINARY COMMUNITY ENGAGEMENT FINDINGS AND RECOMMENDATIONS | 75 |
| APPENDIX D: RACIAL DISPARITIES AND STRATEGIES IN WASHINGTON COUNTY..... | 137 |
| APPENDIX E: WASHINGTON COUNTY GEOGRAPHIC EQUITY MAPS..... | 144 |
| APPENDIX F: LOCAL IMPLEMENTATION PLAN ADVISORY COMMITTEE FEEDBACK ON DRAFT LOCAL IMPLEMENTATION PLAN | 146 |
| APPENDIX G: SHS WORK PLAN..... | 159 |

Appendix A: Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region



**A report by the Portland State University Homelessness
Research & Action Collaborative,
& Northwest Economic Research Center**

Copyright Portland State University Homelessness Research & Action Collaborative 2019.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Citation: Zapata MA,* Liu J,** Everett L, Hulseman P, Potiowsky T, & Willingham E. 2019. *Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region*. Portland State University

*First author & **second author. All other authors listed in alphabetical order.

For questions, please contact: Marisa A. Zapata (mazapata@pdx.edu)

Acknowledgements

We met with, received data from, and sought or received comment from the organizations listed below. While a range of partners were given the opportunity to provide feedback on the report, we asked some to review parts versus all of the document and some to offer feedback throughout the process versus reviewing a final draft. Some partners were asked specific questions, or asked for data sets only. In all instances, we made the final determination of how to proceed. Their listing below should not be interpreted as an endorsement. To protect confidentiality of all who shared thoughts with us, we do not list individual names associated with organizations, unless they are not with an organization or submitted comment as an individual person within an organization:

| | |
|--|---------------------------------|
| Central City Concern | Metro Regional Government |
| City of Portland | Multnomah County |
| Clackamas County | Oregon Center for Public Policy |
| The Corporation for Supportive Housing | REACH CDC |
| ECONorthwest | State of Oregon |
| Here Together | Washington County |
| Home Forward | Welcome Home |
| JOIN | Wheelhouse Associates |
| Joint Office of Homeless Services | Transition Projects, Inc. |

In addition to the above organizations, we would like to thank Robert Stoll for sharing this project idea with us. Mr. Stoll's support throughout this project has been greatly appreciated.

Special thanks to the additional PSU team members who worked on this report: Stefanie Knowlton, Andrew Hickey, Jennifer Lee-Anderson, Jacen Greene and all of the Summer Research Institute graduate students.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Table of Contents

| | |
|--|------------|
| <i>List of Tables & Figures</i> | 4 |
| FOREWORD | 5 |
| INTRODUCTION/EXECUTIVE SUMMARY | 7 |
| <i>Key Takeaways</i> | 7 |
| <i>Key Recommendations</i> | 9 |
| <i>Terminology</i> | 11 |
| <i>Research Process</i> | 16 |
| <i>Findings Summary</i> | 16 |
| <i>Conclusion</i> | 22 |
| I. GOVERNANCE | 23 |
| <i>Introduction</i> | 23 |
| <i>Key Takeaways</i> | 23 |
| <i>Regional Collaborative Governance</i> | 25 |
| <i>Homelessness Continuums of Care</i> | 26 |
| <i>Moving Forward in the Portland Tri-County Area</i> | 52 |
| II. COSTS OF ADDRESSING HOMELESSNESS | 55 |
| <i>Background</i> | 55 |
| <i>Key Takeaways</i> | 55 |
| <i>Addressing Housing Needs for Population Experiencing Homelessness</i> | 64 |
| <i>Preventing homelessness and stabilizing housing</i> | 81 |
| <i>Providing emergency shelters</i> | 98 |
| <i>Conclusions</i> | 99 |
| III. REVENUE-RAISING OPTIONS | 100 |
| <i>Key Takeaways</i> | 101 |
| <i>Revenue Sources</i> | 103 |
| IV. CONCLUSIONS | 116 |
| Reference List | 117 |
| Appendix - Glossary | 127 |

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

List of Tables & Figures

Tables

| | |
|---|-----|
| TABLE 2.1: SUMMARY OF RESULTS FOR PEOPLE EXPERIENCING HOMELESSNESS IN 2017: HOUSING AND SERVICES | 18 |
| TABLE 2.2: SUMMARY OF RESULTS FOR UNIVERSAL RENT ASSISTANCE (HOMELESSNESS PREVENTION AND HOUSING STABILITY) | 19 |
| TABLE 3.6: REVENUE-RAISING OPTIONS SUMMARY | 21 |
| TABLE 1.1: BASIC FACTS ABOUT CASES | 30 |
| TABLE 2.1: SUMMARY OF RESULTS FOR HOMELESS: HOUSING AND SERVICES | 57 |
| TABLE 2.2: SUMMARY OF RESULTS FOR UNIVERSAL RENT ASSISTANCE (HOMELESSNESS PREVENTION) | 58 |
| TABLE 2.3: HOMELESS POPULATION DATA SUMMARY, 2017 | 66 |
| TABLE 2.4: HOMELESS POPULATION ESTIMATES, 2017 | 67 |
| TABLE 2.5: NUMBER OF PEOPLE SERVED IN PSH BY FAMILIES/NON-FAMILIES (SOURCE: FY 2017 AHAR) | 70 |
| TABLE 2.6: COSTS OF HOUSING PROVISION (DEVELOPMENT VS. PRIVATE LEASE), 2017 | 72 |
| TABLE 2.7: 2017 TRI-COUNTY REGION RENTAL PRICE SUMMARY, MONTHLY | 73 |
| TABLE 2.8: HIGH AND LOW-COST ESTIMATES FOR SCENARIO ANALYSIS | 76 |
| TABLE 2.9: COST SCENARIOS FOR HOUSING HOMELESS POPULATIONS IN NET PRESENT VALUE (2019 DOLLARS) | 76 |
| TABLE 2.10: DETAILED COST SCENARIO ESTIMATES BY COST CATEGORY (NOMINAL DOLLARS; NOT ADJUSTED FOR INFLATION) | 79 |
| TABLE 2.11: COST OF UNIVERSAL RENT ASSISTANCE PROGRAM (2017 DOLLARS) BY INCOME LEVEL AND COST BURDEN, 2017 | 85 |
| TABLE 2.12: DETAILED COSTS OF UNIVERSAL RENT ASSISTANCE PROGRAM IN NOMINAL AND NET PRESENT VALUE (2024-2033), 0-80% AMI | 86 |
| TABLE 2.13: NPV OF RENT ASSISTANCE FROM 2024 TO 2033 FOR 0-30%, 0-60%, AND 0-80% AMI | 86 |
| TABLE 2.14: REGULATED AFFORDABLE HOUSING UNITS (SOURCE: 2017 REGIONAL INVENTORY OF REGULATED AFFORDABLE RENTAL HOUSING) | 89 |
| TABLE 2.15: HOUSING UNIT SHORTAGE, POST UNIVERSAL HOUSING VOUCHER | 95 |
| TABLE 3.1: REVENUE-RAISING OPTIONS SUMMARY | 101 |
| TABLE 3.2: BUSINESS LICENSE FEES | 105 |
| TABLE 3.3: GROSS RECEIPT TAXES | 106 |
| TABLE 3.4: GROSS RECEIPT TAXES (EXCLUDING GROCERIES) | 107 |
| TABLE 3.5: PAYROLL TAXES | 112 |
| TABLE 3.6: REVENUE-RAISING OPTIONS SUMMARY | 114 |

Figures

| | |
|--|----|
| FIGURE 1.1: MODEL OF COLLABORATIVE GOVERNANCE | 26 |
| FIGURE 1.2: LOS ANGELES PLANNING AREAS | 31 |
| FIGURE 1.3: MEASURE H DASHBOARD | 36 |
| FIGURE 1.4: APPROACH TO REDESIGNING THE SYSTEM | 41 |
| FIGURE 1.5: THE WAY HOME HOMELESS RESPONSE SYSTEM | 42 |
| FIGURE 2.1: TIMELINE OF PIT COUNTS ESTIMATE IN CLACKAMAS, MULTNOMAH, AND WASHINGTON COUNTIES BY HOUSING SITUATION | 61 |
| FIGURE 2.2: CHRONICALLY HOMELESS COUNTS AND DEFINITIONS BY YEAR AND COUNTY | 62 |
| FIGURE 2.3: SCHOOL DISTRICT HOMELESS STUDENTS BY COUNTY AND HOUSING SITUATION, 2017-2018 ACADEMIC YEAR | 63 |
| FIGURE 2.4: DISTRIBUTION OF OWNER VS RENTER OCCUPIED HOUSEHOLDS IN THE TRI-COUNTY REGION (SOURCE: 2013-2017 ACS 5-YEAR ESTIMATE) | 82 |
| FIGURE 2.5: OWNER VS RENTER OCCUPIED HOUSEHOLD BY MEDIAN HOUSEHOLD INCOME IN THE TRI-COUNTY REGION (SOURCE: 2013-2017 ACS 5-YEAR ESTIMATE) | 82 |
| FIGURE 2.6: MEDIAN HOUSEHOLD INCOME BY RACE (SOURCE: 2013-2017 ACS 5-YEAR ESTIMATE) | 83 |
| FIGURE 2.7: HOUSEHOLD TENURE (OWNER VS RENTER) BY RACE (SOURCE: 2013-2017 ACS 5-YEAR ESTIMATES) | 83 |
| FIGURE 2.8: AFFORDABLE HOUSING GAP BY COUNTY AND BY HOUSEHOLD INCOME | 90 |
| FIGURE 2.9: AFFORDABLE HOUSING GAP, ESTIMATED SHORTAGES BY UNIT SIZE BY COUNTY | 91 |
| FIGURE 2.10: AVAILABILITY OF AFFORDABLE HOUSING (PER 100 HOUSEHOLDS) BY COUNTY AND BY HOUSEHOLD INCOME | 92 |
| FIGURE 2.11: SPATIAL DISTRIBUTION OF AVAILABLE RENTAL HOUSING UNITS FOR 0-80% MFI HOUSEHOLDS BY CENSUS TRACT (PER HOUSEHOLD) | 93 |
| FIGURE 2.12: SPATIAL DISTRIBUTION OF AVAILABLE AFFORDABLE RENTAL HOUSING UNITS BY CENSUS TRACT AND BY HOUSEHOLD INCOME | 94 |

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

FOREWORD

This report takes a comprehensive look at the scale of homelessness and housing insecurity experienced in the Portland tri-county area. Our goal in producing this report is to help community members understand the scope and scale of the challenges we face when addressing homelessness and housing insecurity. We examine governance options, provide cost estimates for providing housing, supports, and services, and present revenue-raising options for our local governments to address homelessness and housing insecurity.

Before getting too far into the report, we want to make sure to note a few things. Many of the available counts of those experiencing homelessness use a narrow definition. We believe this leaves people behind. For example, the official Point-in-Time counts do not include those living doubled up, those sometimes described as the hidden homeless or precariously housed. This vulnerable population is sleeping on friends' couches or cramming in unsafe numbers into bedrooms. Because homelessness is experienced differently within communities of color, a narrow definition of who has experienced homelessness leaves people of color out. Larger estimates like we have conducted in this report will help better achieve racial equity and give a more complete picture overall.

Because these figures are comprehensive and include multiple jurisdictions, some might be shocked by the homelessness count and the cost. These numbers are on a scale that we are not used to seeing when talking about homelessness in the Portland region. Here are a few considerations to put the numbers in perspective. The overall count of people experiencing homelessness is about 2% of the population, many of whom are already receiving some type of services. Who is receiving what types of services and at what level is beyond the scope of this report; however, we know that some of the necessary investments have already been made, and will continue to be made. For example, the estimates do not account for the impact of the 2018 Metro and 2016 Portland affordable housing bonds, which total approximately \$911 million combined.

When turning to the costs for homelessness prevention and housing insecurity, we assume that the costs we estimate for people experiencing homelessness are spent and the interventions are successful, and that the planned rent assistance for prevention would happen immediately. Obviously, this would not happen in practice. The type of modeling needed to capture the inflow and outflow of people experiencing homelessness is complex, data intensive, and time consuming.

We opted to go in the opposite direction, and created replicable, straightforward estimates completed in just a few months. Our goal was to provide a general sense of the number of households and associated costs, and we believe that adding layers of complexity where assumptions are added to assumptions would not get us to a better estimate. These estimates for the costs and revenue-raising options are ballpark figures based on counts, data, and

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

assumptions from currently available sources. They are not meant to be exact, and should only be used as guideposts. The numbers provide a starting point for conversations on the resources necessary to tackle this issue in the tri-county area, and how we might go about raising the revenue to do so. Similarly, the governance section provides case descriptions about regional governance for homelessness in other areas, and considers options for the tri-county region. We urge the tri-county region to collectively decide how to move forward, and to define the problem we are trying to solve—homelessness or housing? Supporting people experiencing homelessness who are unsheltered will not solve affordable housing, and affordable housing is integral to helping them. However, without weighing trade-offs, we cannot know for sure exactly which is the best path to addressing affordable housing.

Lastly, we know that governance, costs, and revenue are just the beginning of the work we must undertake in our community to provide a safe, quality, affordable home with supportive services to every community member in need. At the PSU Homelessness Research & Action Collaborative, we look forward to understanding the policies that have given rise to and perpetuate homelessness. We know that only through long-term strategic planning and structural improvements can we both resolve homelessness for people today, and ensure it does not continue to happen in the future. We hope you find this report helpful, and we look forward to discussing with you how we can best address homelessness in our region.



Marisa A. Zapata, PhD

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

INTRODUCTION/EXECUTIVE SUMMARY

In the Portland, Oregon metropolitan region, homelessness has become increasingly visible on our streets and in our media headlines. Conflicting rates of who is experiencing homelessness, differing definitions of who is at risk, and varying cost estimates to help those without a stable place to live leave community members confused about the scale and scope of the challenge that we face. Our overarching goal in this report is to provide information that helps the public better deliberate about how to support people experiencing homelessness, and to prevent future homelessness. We thread together three areas of work—governance, costs, and revenue—to help the region discuss how to collectively move forward.

We start with a discussion about governance for a regional approach to address homelessness. We then offer two sets of conceptual cost estimates. These ballpark figures are meant to help the community understand the number of people experiencing homelessness and facing housing insecurity. Lastly, we examine a range of revenue-raising options for the tri-county region to give communities an idea of how to find resources to address and prevent homelessness. In all three sections our goal is to paint a picture with a broad brush of the landscape in which we are operating.

Key Takeaways

We present core findings from each of three substantive sections in the report.

- Regional governance can play an effective and important role in addressing homelessness and increasing capacity to improve the lives of people experiencing homelessness or housing insecurity. Solving homelessness requires affordable housing, and housing markets to operate regionally. Service needs do not follow jurisdictional boundaries, and coordinating regionally can reduce inefficiencies and allow for cost sharing.
- Political advocacy matters for raising awareness about an issue while also informing, influencing, and building power among multiple stakeholders. These stakeholders include people experiencing homelessness, elected officials, government actors, businesses, service providers, advocates, people experiencing housing insecurity, and other community members.
- Multi-stakeholder processes can help build power across groups and create advocacy networks and coalitions. Multiple groups operating in government or civic society can help create broader commitments to work toward a common goal, in this case addressing homelessness.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

- Some of the most successful governance groups included in this report focused on homelessness centered on racial equity. Poverty and race are inextricably linked, and communities of color face disproportionate rates of homelessness. In the four cases we describe, Black community members consistently experienced disproportionately higher rates of homelessness.
- 38,000 people experienced homelessness in the tri-county area in 2017. This estimate is based on annualized Point-in-Time data, numbers served in each county, and K-12 homelessness reports. Communities of color, specifically Black and Native American communities, are represented at disproportionately higher rates in the homelessness population when compared to their total population in the region.¹
- The cost to house and support this population ranges from \$2.6 billion to \$4.1 billion over ten years based on a range of options presented in the cost section of this report. The costs include the development and/or acquisition of new units. These estimates assume these populations remained static, with no new additional homeless households. These figures do not account for the impact of Metro and Portland bonds totaling approximately \$911 million for affordable housing, or ongoing service-level funding.
- Services, rent assistance for privately leased units, building operations for publicly developed units, and program administration would cost about \$592 million–\$925 million in 2025,² when costs are at their highest, and an average of \$97 million–\$164 million per year thereafter.³ These figures do not include the costs for building or acquiring units, and vary by scenario. These numbers also include non-permanent supportive housing (non-PSH) households receiving 100% rent support and moderate services for two years. In all

¹ The focus on Black and Native American populations reflects that more and better data were available and should not be an indication that other communities do not face serious disparities. For example, in the case of Latino communities, fears about immigration status means limited requests for help. Asian Pacific Islander communities have significantly different demographic profiles based on which sub-population to which they belong. Also note that systemic and persistent data collection issues results in undercounts in many communities of color. See Runes, C. (2019). *Following a long history, the 2020 Census risks undercounting the Black population*. Urban Institute. Retrieved from <https://www.urban.org/urban-wire/following-long-history-2020-census-risks-undercounting-black-population>

² We assumed programming would begin in 2024. We selected 2025 as it included completion of unit acquisition/development.

³ Cost variance is due to the proportion of units that are publicly developed (versus acquired and leased on the private market). The top end of the range represents the scenario in which higher service costs are assumed and local public entities construct all permanent supportive housing units, while the lower end of the range includes lower service cost assumptions, and increases the number of units rented through private leases. These numbers also include non-PSH households receiving 100% rent support and more moderate services. Should the non-PSH homeless households become fully self-sufficient, service and operation costs drop to \$97 million - \$164 million per year. In all likelihood many non-PSH homeless households will achieve some level of self-sufficiency but may continue to need some level of support; this report does not calculate those expense estimates.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

likelihood many non-PSH homeless households will achieve some level of self-sufficiency, but may continue to need some level of support after two years. Should all non-PSH homeless households continue to receive 100% rent assistance and services, our high-end estimates for every additional two years that non-PSH households receive full rent subsidies and services totals \$1.6 billion. Again, these numbers do not include current funding commitments.

- As many as 107,000 households faced housing insecurity or were at risk of homelessness in 2017 in the tri-county area due to low incomes and paying more than 30% of their income on housing costs, commonly described as housing cost burdened. This number includes households that made 0–80% of median family income (MFI), and paid more than 30% of their income on housing costs. About 83,000 households from the same income brackets paid more than 50% of their income on housing costs in 2017. Focusing on the lowest wage earners (0–30%), about 52,000 households paid more than 30% of their income on housing costs.
- Communities of color face much higher rates of rent burden, and lower median income when compared to White counterparts. The median salary for Black households in the Portland area is half that of the overall median—a significant disparity, and a sign of the current and historic systemic racism faced by this population in the region.
- Providing rent assistance for all of these households would help resolve housing insecurity and reduce the risk of becoming homeless. We estimated costs to create such a program, using a range of rents and addressing households that earn 0–80% of the median family income (MFI) for their household size. To help severely cost-burdened households over ten years would cost \$8.7 billion–\$16.6 billion. That’s about \$870 million–\$1.66 billion per year, or \$10,000–\$20,000 per household per year. These numbers do not account for what is already being spent in the tri-county area to relieve the cost burden for households in need.
- There are a range of revenue options that the tri-county region could explore collectively, through Metro, or at individual jurisdictional levels. All have trade-offs; all should be carefully examined for equity and regressivity, with particular attention to the impacts on communities of color and low-income communities.

Key Recommendations

These recommendations were developed by working through available data sets, interviewing people from other communities, reviewing literature, and professional practice here in Portland.

- We recommend the tri-county area form an exploratory committee or task force of an inclusive and committed set of stakeholders that is led by a government entity, or set of government entities, to examine in which ways better regional planning, policies, and

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

program coordination around homelessness could help all jurisdictions meet their goals. This task force would do the following:

- Deliberatively identify the “problem” to be solved. Two examples of how to frame the problem: 1) Focusing on unsheltered homelessness; or, 2) Creating safe, quality, and affordable housing for all community members. Clarity about which problem(s) we are attempting to solve is essential to the success of any effort. We recommend the region carefully consider if we are trying to “solve” homelessness, or if we are trying to “solve” affordable housing. We argue for the second framing, focusing on affordable housing. The second framing could include the first identified problem framing. *Supporting people experiencing homelessness who are unsheltered will not solve affordable housing, and affordable housing is integral to helping them. However, without weighing trade-offs, we cannot know for sure exactly which is the best path to addressing affordable housing.*
- Include decisions and discussions about program and service coordination, policy making and implementation, and revenue raising and distribution.
- Build on existing collaborative efforts, but not usurp them, and hold processes in an inclusive and equitable manner where equity refers to communities of color and people who have or are experiencing homelessness or housing insecurity. Transparency will be central to ensuring democratic governance as well as public support. Encourage processes occurring in civic society to continue their work independently.
- Have an identified decision-making date where the group will make formal recommendations about how the region should move forward.
- Define the homelessness community to include people who are doubled up. This is a substantial population that cannot be easily dismissed.
- Center the process on racial equity. The racial disparities for communities of color experiencing homelessness or housing insecurity do not exist by accident, and the only way to really address and prevent homelessness will be to focus on their needs. By focusing on achieving racial equity, other racial groups that do not experience disparities will also be served.
- Given the conceptual nature of the population and cost estimates in this report, we encourage identifying key areas where additional, more concrete estimating may be appropriate. *We caution against spending significant resources on complicated and in-depth dynamic modeling and cost estimates unless their utility is clear.* Much of the data and estimates related to homelessness can be problematic, and intensive drill downs may not make cost estimates more reliable.
- Use the information from this report to help map strategic next steps. We encourage stakeholders to break down pieces from the cost studies and think about manageable ways to go about addressing different parts of the issues. For instance, Metro and the City

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

of Portland have bonds that are projected to produce more affordable housing units. A corresponding revenue-raising mechanism for operating costs and services for those units may be an appropriate next step, and the tables in the costs section of the report include the figures to make such an estimate.

- A racial equity decision-making tool should be created and used when making decisions about how to analyze data, estimate costs, and raise revenue.⁴ We were unable to estimate additional costs to support the specific needs of communities of color; however, based on preliminary analysis providing appropriate and effective services for communities of color would not significantly raise the final cost estimates provided here. Any programming should include funding to support work that achieves racial equity.

In the rest of this section, we provide some basic definitions that you will encounter in the report and research methodology. Additional definitions are found throughout the report, and in the glossary. Each section has more detailed methodological notes as research methods varied based on topic. We conclude this section with a summary, including summary tables about costs and revenue, of each of the three substantive sections after the terminology primer.

Terminology

Homelessness has been created by a series of interconnected systems, but is fundamentally about a lack of affordable housing. This report focuses on the costs over ten years to provide housing and relevant services to those experiencing homelessness while also working to prevent additional homelessness and deep housing insecurity. However, to fully address and prevent homelessness, our community will need to consider more significant and robust policy change. This report helps readers more fully imagine how the Portland region can continue its work to address homelessness while also understanding costs and possible revenue options for housing and relevant support services. In this first section of the report, we introduce definitions, data, and concepts related to homelessness. Then we provide summaries of the other sections of the report.

Key Definitions

There are many definitions of homelessness, housing insecurity, supportive services, and other terms you encounter when reading about homelessness. We include a brief primer on the

⁴ A Racial equity lens has been adopted by Metro, Multnomah County, the city of Portland, and Meyer Memorial Trust. In short, a racial equity lens provides a series of questions to research and consider on policies and programs to identify their disparate impacts on communities of color. See Dr. Zapata's Creating an Equity Lens at Institutions for Higher Education for an overview about lenses and examples on how to apply one (2017. Working Paper. Portland State University. <https://works.bepress.com/marisa-zapata/10/>).

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

differences between some of these core terms, focusing on how we employ them in this report. You will find plenty of references to read more, and recommendations to other glossaries. Always remember that how a given government entity defines a term is how they determine who is eligible for the programmatic services they administer.

Homelessness

Despite considerable recent attention to homelessness, no one definition of homelessness unites the work. The McKinney-Vento Homeless Assistance Act is the source of funding for all homeless services across all of the federal agencies. Each federal agency creates their own definition through their own regulatory process.

The Department of Housing and Urban Development (HUD) controls a significant portion of the federal funding for homelessness, and their definition focuses on people living unsheltered, in emergency shelter, and transitional housing. The HUD definition for homelessness does not include people living doubled up with other people.

The Department of Education (DOE) does include school-aged children and youth, unaccompanied or with their families, who are sharing other peoples' housing (commonly referred to as doubled up) in their definition of homelessness. This definition does not include adults without school-aged children who are doubled.

The multi-jurisdictional governance structure within Multnomah County that addresses homelessness, A Home for Everyone, adopted a local definition of homelessness allowing people who are unsafely doubled up to qualify for local homelessness funds.

Note that regardless of how any local or state government defines homelessness, the relevant federal definition determines who can access federal funds.

For this study, we defined homelessness as an individual or household who lacks a fixed, regular, and adequate nighttime residence including people sharing someone else's housing because of economic or other hardships. This definition expands who is "counted" as homeless, and leads to a number considerably larger than the HUD homeless Point-in-Time count figures. However, because of how the federal government defines homelessness dictates who is counted as homeless, we are only able to create estimates for people who are counted in HUD and DOE data sources. This means we do not have the ability to count those who are doubled-up adults without children in our calculations.

At risk of homelessness

Identifying who is at risk of homelessness can again reference a broader definition, or a much more narrow definition. HUD provides detailed criteria across three categories to determine who is at risk of homelessness, starting with those making 30% or below of median family income

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

(MFI) in the area.⁵ In their reports, ECONorthwest defined being at risk of homelessness that started with 50% of MFI and at least 50% housing cost burdened, following the definition of “worst-case housing needs” from HUD.⁶

We reviewed academic literature, held discussions with community partners, examined the significant increases in housing values in the region, and decided to include more households in our analysis. Because the literature demonstrates that evictions are a significant cause for homelessness, and not having enough money to pay for rent is a leading cause for eviction, we start our analysis of how many people need assistance by identifying people who are cost or rent burdened, meaning they pay more than 30% of their income for housing costs.⁷ Because some making over the median family income may be cost burdened, but still able to afford basic necessities, we examined who is housing cost burdened and making less than 80% of median family income. While not all of these households are at risk of homelessness, they are most likely housing insecure, and for the purposes of our analyses it does not matter for estimating costs. Further, as discussed below, housing insecurity results in significant negative life outcomes. We break down the analysis in a way that allows readers to create more restrictive definitions and calculate their own related population sizes and costs.

Housing insecurity and housing instability

Similarly to “homeless,” housing instability or insecurity can refer to a range of household situations. In the American Housing Survey (AHS), a joint venture between HUD and the US Census Bureau, housing insecurity “encompasses several dimensions of housing problems people may experience, including affordability, safety, quality, insecurity, and loss of housing”.⁸ Housing insecurity and instability play significant roles in life-time learning, earnings, and health outcomes.

Because a more detailed analysis of who is housing insecure was beyond the scope of this report, we use housing insecurity to mean those households between 0–80% of area median income (AMI) paying more than 30% of their income to housing costs. We break down the analysis in a way that allows readers to create more restrictive definitions and calculate their own related population sizes and costs. We use housing insecurity and instability as synonyms.

⁵ To see the additional criteria, see U.S. Department of Housing and Urban Development. (2012). Criteria for definition of at risk of homelessness [web page]. Retrieved from <https://www.hudexchange.info/resource/1975/criteria-for-definition-of-at-risk-of-homelessness/>.

⁶ Watson, N. E., Steffen, B. L., Martin, M., & Vandenbroucke, D.A. (2017). *Worst case housing needs: Report to Congress 2017* [PDF file]. Retrieved from <https://www.huduser.gov/portal/sites/default/files/pdf/Worst-Case-Housing-Needs.pdf>.

⁷ Collinson, R. & Reed, D. (2018). *The effects of evictions on low income households* [PDF file]. Retrieved from https://www.law.nyu.edu/sites/default/files/upload_documents/evictions_collinson_reed.pdf and Desmond, M. & Gershenson, C. (2016). Who gets evicted? Assessing individual, neighborhood, and network factors. *Social Science Research*, 62, 362-377.

⁸ U.S. Department of Housing and Urban Development [HUD]. (n.d.). *Measuring housing insecurity in the American Housing Survey*. Retrieved from <https://www.huduser.gov/portal/pdredge/pdr-edge-frm-asst-sec-111918.html>

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Median income

Median income identifies the point where 50% of people make over that amount and 50% make less than that amount. Median income can be calculated for different groupings of people such as different geographies, family size, household size, race, etc. In this report, we use median family income (MFI) in our calculations. Determining who is described as low-income depends on what part of the income spectrum a family falls. If you make less than 80% MFI, you would be considered low- or moderate-income. HUD uses US Census Bureau data to calculate their own median incomes. Their definition is based on family income.⁹

Housing cost or rent burdened

According to HUD, "Families who pay more than 30% of their income for housing are considered to be cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care."¹⁰ In addition to rent or mortgage payments, housing cost burden includes housing costs such as insurance and utilities. Families paying more than 50% of their income on housing costs are classified as severely cost burdened. Housing costs are considered things like rent or mortgage, utilities, and renter's or homeowner's insurance. Housing cost and rent burden are often treated as synonyms.

Doubled Up

Families or individuals who live doubled up with friends or family members due to the loss of housing or economic hardship are considered homeless. Sometimes described as the hidden homeless, this population is not counted in Point-in-Time but is included in Department of Education counts for unaccompanied youth or youth in families. Neither count includes doubled-up adult households. Doubled up can refer to a range of complex living arrangements.

Chronic homelessness

HUD defines chronic homelessness as "an unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or has had at least four episodes of homelessness in the past three years."¹¹ Most likely, people who are chronically homeless are the people you see on the streets.

⁹ See U.S. Department of Housing and Urban Development [HUD]. (2019). *Estimated median family incomes for Fiscal Year (FY) 2019* [PDF file]. Retrieved from <https://www.huduser.gov/portal/datasets/il/il19/Medians2019r.pdf>.

¹⁰ See U.S. Department of Housing and Urban Development [HUD]. (n.d.). Affordable housing. Retrieved from https://www.hud.gov/program_offices/comm_planning/affordablehousing/.

¹¹ National Low Income Housing Coalition [NLIHC]. (2019). HUD publishes final rule on definition of "chronic homelessness". Retrieved from <https://nlihc.org/resource/hud-publishes-final-rule-definition-chronic-homelessness>

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Unsheltered Homeless

HUD defines unsheltered homeless as people experiencing homelessness “who sleep in places not meant for human habitation (for example, streets, parks, abandoned buildings, and subway tunnels) and who may also use shelters on an intermittent basis.”¹²

Permanent Supportive Housing

HUD defines permanent supportive housing as permanent housing with indefinite leasing or rental assistance paired with supportive services to assist homeless persons with a disability or families with an adult or child member with a disability achieve housing stability.¹³

Point-in-Time Count

“The Point-in-Time Count provides a count of sheltered and unsheltered homeless persons on a single night during the last ten days in January”¹⁴ that must be completed every two years by jurisdictions over a single night to avoid double counting. The guidelines for conducting the PIT Count differentiate between sheltered and unsheltered individuals, and require basic demographic breakdowns. The PIT Count is a snapshot at a single point in time, and has several well-documented flaws.¹⁵

Affordable Housing

Affordable housing can refer to a wide range of housing types and pathways to housing. In this report, we define housing as affordable when households pay less than 30% of their income on housing costs. Affordable housing may be developed and owned by the government, subsidized by the government and built by a private developer, or obtained through rent assistance to lease units on the private market. Some buildings might have a mix of market rate units and other units that are designated for specific moderate to lower income groups. Other affordable housing is “naturally occurring,” meaning it is affordable to people with lower incomes without any type of intervention. Our focus is on whether community members can attain safe and quality housing based on their income at a level that promotes housing stability, and not on a particular type of affordable housing or unit type.

¹² U.S. Department of Housing and Urban Development [HUD]. (2008). *A guide to counting unsheltered homeless people* [PDF file]. Retrieved from https://files.hudexchange.info/resources/documents/counting_unsheltered.pdf

¹³ U.S. Department of Housing and Urban Development [HUD]. (2019). *Continuum of Care (CoC) program eligibility requirements*. Retrieved from <https://www.hudexchange.info/programs/coc/coc-program-eligibility-requirements/>

¹⁴ U.S. Department of Housing and Urban Development [HUD]. (2019). *CoC homeless populations and subpopulations reports*. Retrieved from <https://www.hudexchange.info/programs/coc/coc-homeless-populations-and-subpopulations-reports/>

¹⁵ National Law Center on Homelessness and Poverty. (2017). *Don't count on it: How the HUD Point-in-Time Count underestimates the homelessness crisis in America* [PDF file]. Retrieved from <https://nlchp.org/wp-content/uploads/2018/10/HUD-PIT-report2017.pdf>

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Racial Equity

Because of the legacies of structural, institutional, and interpersonal racism, many communities of color experience significantly disproportionate rates of negative community indicators such as lower educational attainment rates, median incomes, and employment rates. Using a racial equity lens when analyzing policies and programs helps decision makers identify how to create effective and appropriate programming to surface disparate impacts to these communities, reveal unintended consequences, and identify opportunities to redress inequities. The ultimate goal of discussions about racial equity is to ensure that communities of color do not continue to negatively experience policy-making and programs.

Research Process

This report emerged from discussions with community partners about what the newly created PSU Homelessness Research & Action Collaborative (HRAC) could help contribute in a short period of time to inform public discourse about homelessness. We chose to focus on the Oregon tri-county Portland metropolitan area because the three counties are inextricably linked. We did not extend our analysis across the border to Washington because of the different regulatory contexts. Each section of the report has its own research methodology, and the specific processes and data sources are detailed there. The data sets and cost estimates from which we build in this report posed unique challenges, and we detail challenges and concerns elsewhere.

Findings Summary

Governance

Planning and governing regionally offer important opportunities to create policies and programs to address interconnected and cross-jurisdictional issues. Such efforts can reduce inefficiencies, reduce spatial disparities, and lead to more thriving regions. Planning and governing structures that work at a regional level require investment, politically and fiscally, and can take considerable time to structure justly and effectively. Identifiable leaders in government and civic society are needed to advance solutions for homelessness. They each play instrumental roles in building public support, and in raising revenue for addressing homelessness.

Organizing and advocacy matter. The power of collaborative efforts is realized when they collectively advocate for policy and funding. Collective organizing increases network power, and does not have to fully be subsumed within government-driven processes. Community organizing plays an essential role in successful revenue measures. The best governance structure will not be effective if resources are too scarce to act on identified solutions. However, governance structures linked to or with advocacy agendas embedded could help identify resources and apply pressure to obtain them. In addition, governance that centers on racial equity and builds power with people who have lived experience as homeless fulfills not only democratic goals, but

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

ensures that governance and resulting plans, policies, and programs serve the communities at the center of the work.

Costs

Based on the available data, we estimate that during 2017 about 38,000 people (or about 24,000 households) experienced homelessness across the three counties. We also estimate that in 2017, up to 107,000 households were experiencing housing insecurity or were at risk of homelessness. Based on ongoing housing market and income trends, we do not anticipate the number to have dramatically decreased.¹⁶ Neither of these counts account for services that households may have already been receiving. We do not want to assume existing service levels go forward in the future, nor that the services being received are adequate. Reporting the possible total of people needing support allows for better planning and preparation for the region.

We calculated two sets of costs. First, we considered what the costs would be to support those 38,000 who experienced homelessness. We estimated how many households would need permanent supportive housing (PSH), and how many would need housing with lighter supportive services (non-PSH). Depending on the scenario selected, we estimate the total costs for 10 years to between \$2.6 billion and \$4.1 billion, or an average of \$107,000 to \$169,000 per household over 10 years (NPV over ten years). Additional findings are summarized below:

¹⁶ ECONorthwest (2018). *Homelessness in the Portland region: A review of trends, causes, and the outlook ahead* [PDF file]. Retrieved from https://m.oregoncf.org/Templates/media/files/publications/homelessness_in_portland_report.pdf.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Table 2.1: Summary of Results for People Experiencing Homelessness in 2017: Housing and Services¹⁷

| Group | Population Size ¹⁸ | Resources | Costs |
|--|---|---|--|
| Total population experiencing homelessness (PSH¹⁹ and Non-PSH) | 38,263 individuals (or 24,260 households) | Housing construction and acquisition (one-time per unit) | \$190,000–\$218,000 (0–1 bedroom unit) \$190,000–\$338,000 (2–4 bedroom unit) |
| | | Rent assistance (per year) | \$11,352–\$18,960 (0–1 bedroom) \$14,904–\$41,000 (2–4 bedroom) |
| | | Rent assistance administration (annual) | \$800 per household |
| | | System support and employment services (annual) | \$450 per household |
| | | Administrative costs (annual) | 2.4% |
| With Permanent Supportive Housing (PSH) Need | 5,661 individuals (or 4,936 households) | PSH services (annual) | \$8,800–\$10,000 per household |
| Without PSH Need | 32,602 individuals (or 19,324 households) | Services (annual) | \$5,700 per household |
| Total | | \$2.6 billion– \$4.1 billion, or an average of \$107,000–\$169,000 per household (NPV over ten years) | |

¹⁷ All data come from 2017.

¹⁸ Where possible, we provide individual and household estimates. Some data are collected on an individual basis, other on the household basis. We use household size estimates from the American Community Survey 2017 5-Year Estimates to convert individuals to households as needed.

¹⁹ Permanent Supportive Housing: Approximately 15% of the homeless population is assumed to require permanent supportive housing services, and costs for this group are calculated separately from the costs associated with the 85% that does not require said services.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

We then estimated what a universal rent assistance program might cost for all households facing housing insecurity. Depending on which segments of the population are selected for support, costs range from \$8.7 billion–\$21 billion.²⁰ The findings are summarized below and in:

Table 2.2: Summary of Results for Universal Rent Assistance (Homelessness Prevention and Housing Stability)

| Group | Population Size | Resources | Costs |
|---|---|---|---|
| Cost burdened (spend >30% of income on rent, earn <80% MF ²¹) | 107,039 households <i>(includes severely cost burdened, below)</i> | Universal housing rent assistance, homelessness prevention programs | \$10.7 billion–\$21 billion (NPV ²² , 2024–2033) |
| Severely cost burdened (spend >50% of income on rent, earn <80% MF) | 82,576 households | Universal housing rent assistance, homelessness prevention programs | \$8.7 billion–\$16.6 billion (NPV, 2024–2033) |

There are some important considerations to keep in mind when reviewing the above tables. The datasets related to homelessness are limited, and as discussed above, driven by how homelessness is defined. Furthermore, conflicting data definitions, incomplete data sets, weak justifications for estimates, and reports with limited to no access to their full methodologies were not uncommon. In other circumstances we might lower our confidence about our work. However, the goal of this report was to create a range of estimates that help frame a regional discussion about the general scope of the work we face in homelessness. Our goal was not to produce the most precise number. Rather, we sought to identify a reasonable estimate or series of estimates to help people make sense of the scale of homelessness.

We provide several sets of options as well as detailed tables to allow for people to identify population sizes and associated costs on their own. Any additional use of these figures should include additional resources to support the specific needs of communities of color. What drives the population estimates and cost estimates is how many people need to be served. If you use the HUD homeless definition, your overall costs would be much less than if you also include doubled-up populations in your homelessness work. The same is true on the housing insecurity and homelessness prevention side of the work. If you focus resources on people making 0–30%

²⁰ See tables in the costs section if you want to calculate serving people experiencing cost burden in an income bracket lower than 0-80%.

²¹ Median Family Income, accounting for family size.

²² Net Present Value: This report often presents program costs in net present value, which estimates the present value of an investment by accounting for the discount rate (10%) and therefore the time value of money; as well as inflation when appropriate. This method most clearly allows sums to be considered comparatively, at the present time. (Note that nominal cash, or cash in the year in which it is used, is often presented as well.)

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

of MFI versus 0–80% of MFI, you will likely spend less and will serve fewer people. We do not have enough data, nor did we have the time to complete additional analyses that would help inform focusing on one struggling population over another. We also believe that community members and groups should be involved in any decision about whom to serve.

We are also concerned that in policy and program implementation the question of who is most at risk of homelessness or whether doubled-up “counts” as homeless reinforces a pathway where there are highly limited resources given to those identified as most at risk, and others given nothing. People may be living in unsafe housing and thus be housing insecure, but not most likely to become homeless. We do not want to implicitly take a position that one population deserves support while another does not. More inclusive definitions provide us important guideposts for when those types of questions have to be asked.

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Revenue

We reviewed 11 revenue-raising options, examined examples, and then estimated what rate or fee would be necessary to reach \$100 million in annual revenue. The findings are summarized in Table 3.1 below:

Table 3.6: Revenue-raising options summary

| Tax Policy | Description | Relevant examples | Tax Base | Tax Rate/Fee to reach \$100 Million per year |
|--|--|--|--|---|
| Corporate Tax | A tax on business profits | Exists in Oregon, Multnomah County, and Portland | Clackamas and Washington County Business Profits | \$91.5 million by expanding Multnomah BIT to Clackamas and Washington |
| Business License Tax or Fee | A fee charged per establishment | City of Portland Business License Tax | Business Fee | \$1,755.54 |
| Gross Receipt Tax | A tax on business revenue | City of Portland and San Francisco | Business Revenue | 0.055% (0.056% excluding groceries) |
| Sales Tax | A tax on a good or service levied at the point of sale | Does not exist in Oregon, but most other states | Price of Purchased Goods | 1.45% |
| Individual Item Tax/Luxury Tax | A tax on a specific good, levied at the point of sale | Exists in Oregon in the form of sin taxes | Retail Price of the Good (Unit or Ad Valorem) | Varies significantly by good (see pg. 100 of full report for details) |
| Flat Rate Tax | A tax on individual income | Portland Art | Tax filers | \$119.78 per taxpayer |
| Payroll Tax | A tax on wages paid out by all businesses | TriMet Payroll and Self-Employment Tax | Payroll Wages | 0.176% |
| Income Tax on the Highest Earners | Increases in income tax rate for top earners | California "Millionaire's Tax" | Tax filers with AGI over \$250 thousand | 0.505% of adjusted gross income |
| Bond Measure | Funded through an increase in property taxes | Metro Affordable Housing Bond Measure | Assessed Property Values | ----- |
| Reset Assessment of Commercial Assessed Values | Increase in taxable property value | ----- | Commercial Properties | \$352 million in revenue from Multnomah County alone |
| Real Estate Transfer Tax | A tax on property sales and transfers | Washington County Transfer Tax | All Property Sales | \$6.52 per \$1,000 in sale value |

Governance, Costs, and Revenue Raising to Address and Prevent Homelessness
in the Portland Tri-County Region

Conclusion

We hope this report helps readers develop a better understanding of the scale and scope of the challenges we face when talking about homelessness and affordable housing as well as some pathways for moving forward. The work in front of us can seem daunting; however, through good governance, firm commitments, and hard work, we believe addressing homelessness and affordable housing is achievable.

Appendix B: Tri-County Data Scan Report

REGIONAL SUPPORTIVE HOUSING SERVICES Tri-County Data Scan



Prepared by
Kristina Smock Consulting
for



Metro

November 2020

Table of Contents

| | |
|-----------------|-------|
| Introduction | p. 3 |
| Public Funding | p. 4 |
| System Capacity | p. 9 |
| Outcome Metrics | p. 13 |
| Cost Analysis | p. 16 |

Introduction

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

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

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

Public Funding

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

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

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

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

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

Federal:

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

State:

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

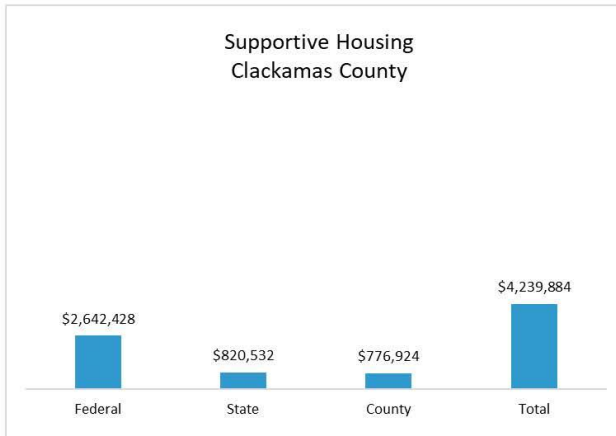
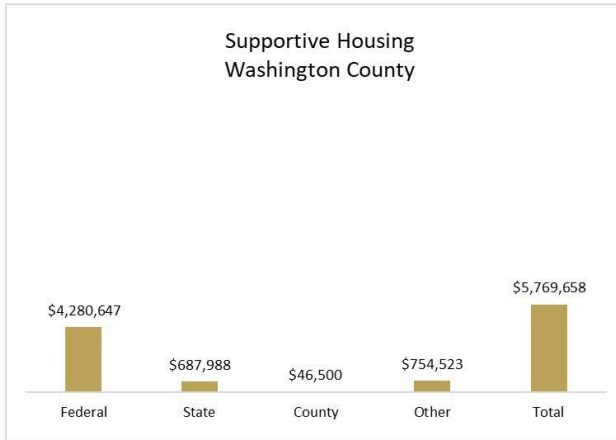
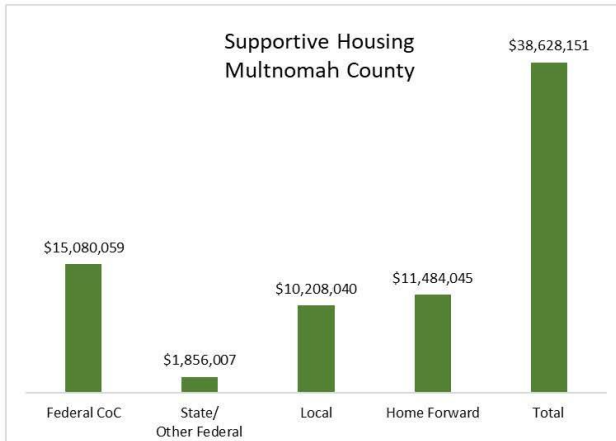
Local:

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

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

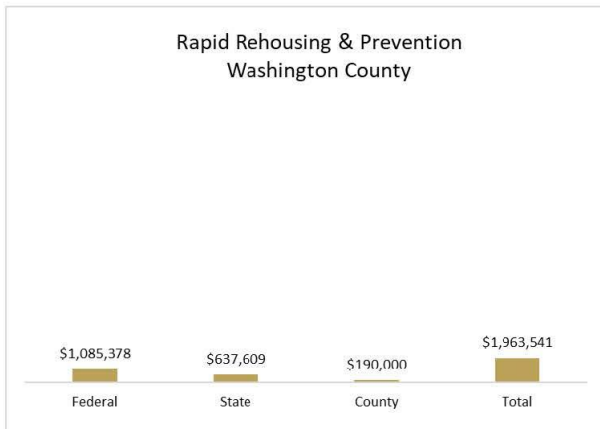
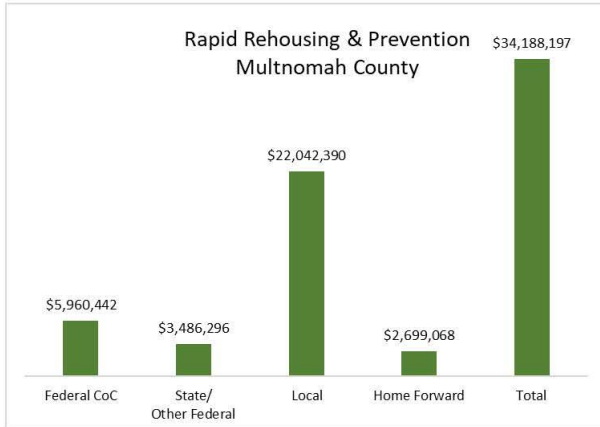
¹ Multnomah County combines rapid rehousing and homelessness prevention services into the same budget category. For consistency, funding information for these two program areas has been combined into one category for all three counties. Washington County’s rapid rehousing funding is \$1,151,926 and prevention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

Supportive Housing

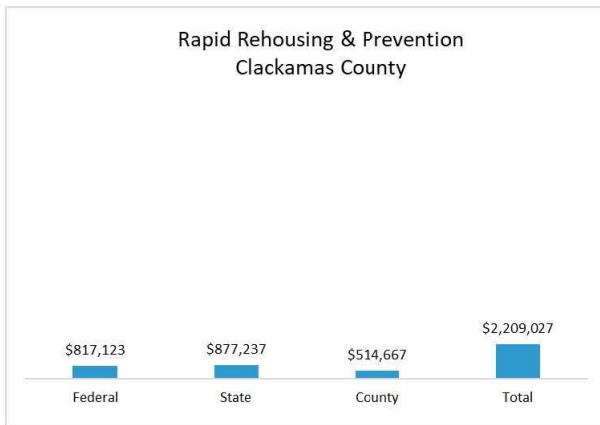


**Total Tri-County Public Funding
for Supportive Housing:
\$48,637,693**

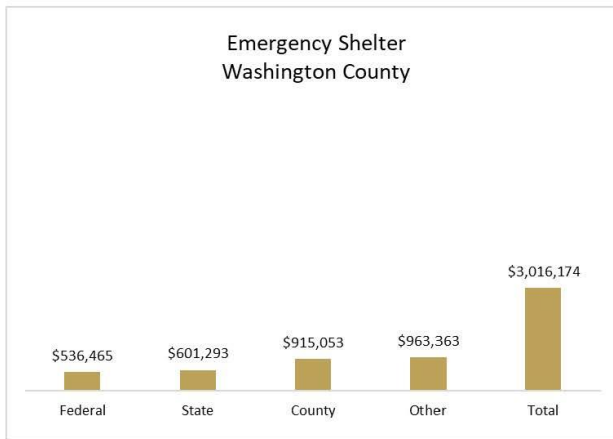
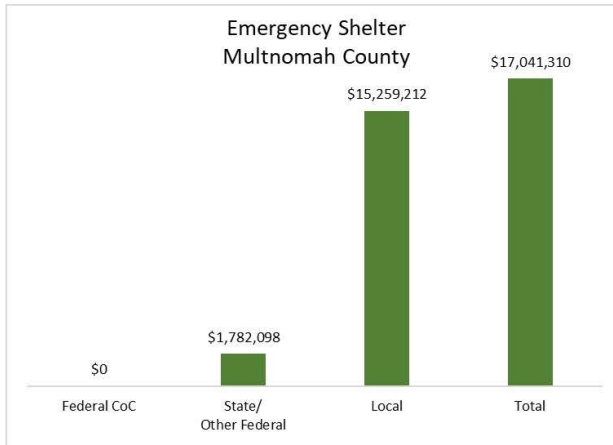
Rapid Rehousing and Prevention



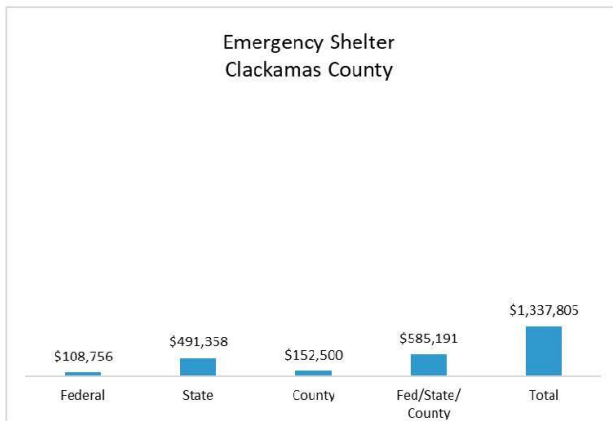
Total Tri-County Public Funding for Rapid Rehousing & Prevention: \$38,360,765



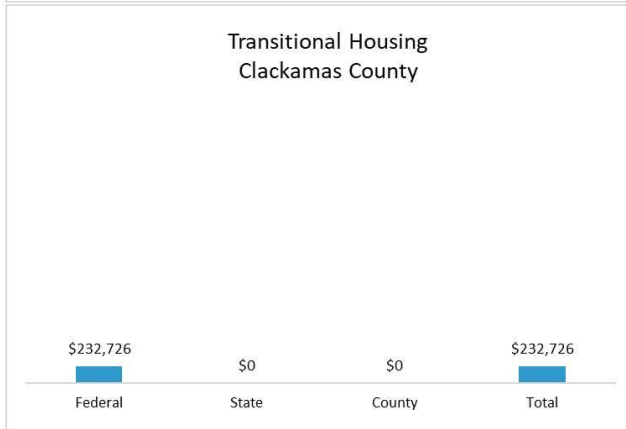
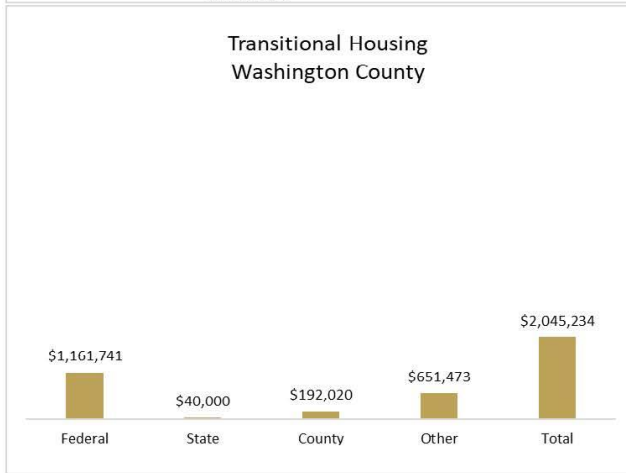
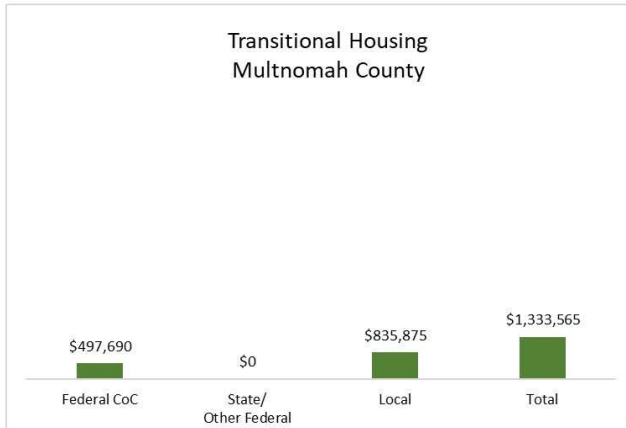
Emergency Shelter



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



Transitional Housing



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

System Capacity

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

Bed Capacity (Point-in-Time Data)

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

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

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

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

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

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

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

Households Served (Annual Data)

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

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

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

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

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

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

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

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

⁴ Additional households were served through the Emergency Food and Shelter Program.

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

Outcome Metrics

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

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

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

Cross-County Outcome Metrics

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

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

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

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

Additional Outcome Metrics

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

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

Cost Analysis

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

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

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

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

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

Average Costs

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

| Cost Category | Multnomah | Washington | Clackamas |
|--|----------------------|----------------------|-----------------------|
| Homelessness Prevention | | | |
| Average annual cost per household served | \$1,993 ⁶ | \$2,373 ⁷ | \$3,009 |
| Emergency Shelter⁸ | | | |
| Average annual cost per household served | \$3,104 ⁹ | \$13,808 | n/a ¹⁰ |
| Average annual cost per bed | \$12,274 | \$17,818 | \$4,756 ¹¹ |
| Transitional Housing | | | |
| Average annual cost per household served | n/a ¹² | \$11,537 | \$13,690 |
| Average annual cost per unit | n/a | \$20,928 | \$19,394 |

Factors Influencing Costs

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

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

Supportive Housing

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

Rapid Rehousing

- Household type and size

⁶ This figure is a rough extrapolated estimate due to limited data.

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

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

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

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

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

¹² Insufficient data were available to calculate average costs for transitional housing for Multnomah County.

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

Prevention

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

Emergency Shelter

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

Transitional Housing

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

Comparisons to Other Available Cost Data

Supportive Housing

Corporation for Supportive Housing (CSH) Estimates

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

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

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

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

Portland State University (PSU) Estimates

PSU’s Homelessness Research and Action Collaborative’s 2019 report¹⁴ provides cost estimates that are similar to CSH’s but are based on cost ranges rather than a single figure for each cost category:

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

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

Rapid Rehousing

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

Prevention

A HUD study of the Homelessness Prevention and Rapid Rehousing Program¹⁶ found an average cost of \$897 per person and \$2,252 per household for homelessness prevention assistance. Financial assistance (including rent assistance, utility payments and moving costs) constituted 73% of average costs while supportive services constituted 27%.

Emergency Shelter

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

Transitional Housing

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

¹⁴ “Governance, Costs, and Revenue Raising to Address and Prevent Homelessness in the Portland Tri-County Region.” Portland State University. 2019.

¹⁵ “Family Options Study: 3-Year Impacts of Housing and Services Interventions for Homeless Families.” HUD. 2016.

¹⁶ “Homelessness Prevention and Rapid Re-Housing Program (HPRP): Year 3 & Final Program Summary.” HUD. 2016.

Potential Next Steps

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

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

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

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

Appendix C: Washington County LIP Preliminary Community Engagement Findings and Recommendations

Washington County Supportive Housing Services Bond Community Engagement Report

INTRODUCTION..... 1

EXECUTIVE SUMMARY..... 2

APPENDICES..... 15

 APPENDIX 1: METRO RESOLUTION 20-5085 15

 APPENDIX 2: WASHINGTON COUNTY LOCAL IMPLEMENTATION PLANNING COMMITTEE CHARTER 17

 APPENDIX 3: COMPILATION OF WRITTEN SURVEYS..... 19

 APPENDIX 4: FOCUS GROUP COMMUNITY ENGAGEMENT SUMMARY 38

 APPENDIX 5: COMMUNITY ENGAGEMENT STAKEHOLDERS ONLINE SURVEY 57

Introduction

The following summary is comprised of a series of engagement activities with various groups and audiences conducted throughout the Fall of 2020 by MultiCultural Associates.

Executive Summary

**Washington County Supportive Housing Services Bond
Community Engagement Preliminary Findings and Recommendations**

December 2020



The Metro Supportive Housing Services Bond (SHS), Measure 26-210, approved by voters in 2018, provides Washington County a tremendous opportunity to provide supportive housing services to the county’s most vulnerable for a 10-year period.

Initial engagement with Washington County stakeholders was contracted by the county to inform the Local Implementation Plan (LIP) in adherence with SHS Bond mandates. Community engagement activities took place between September and early November 2020 and consisted of interviews with 75 individuals, 360 focus group participants, and 93 submitted the on-line survey. Previous engagement activities for Washington County’s homeless services programs and other community organizations studies and reports are listed in reference section of this report.

Themes

Emerging themes from community engagement activities demonstrated an opportunity for Washington County and community service providers to develop a robust engagement and governance framework supportive of individuals and families from the BIPOC community.

The following themes reflect survey answers and discussions shared from individuals receiving homeless services in Washington County:

- 1. Responses indicated a significant racial and cultural gap of responsive services for Black and Native American, Native Hawaiian and Native Alaskan priority population.**
- 2. Racism and discrimination from service providers was expressed by Black, Indigenous and People of Color (BIPOC).**

BIPOC struggling with addiction and mental health issues identified these adverse experiences as the cause for additional trauma.

- 3. BIPOC individuals, youth, immigrant and refugees, and others with mental health issues report avoidance of available services.**

The following reasons were reported: program screening definitions are unclear, immigrant and refugee cultural understanding of homelessness isn’t reflected, racism and discrimination, and fear of intrusive government program oversight.

- 4. A significant need for person-centered services was consistently expressed.**

“My people are scared to ask for help because they have been mistreated. It appears no one cares. They have lost hope.”

Over and over people receiving homeless services voiced concerns about lack of a coordinated approach to helping them find and understand eligibility to:

- Secure housing
- Access to mental and physical health supports

- Obtaining adequate documentation
- Financial assistance
- Navigating paperwork
- Transportation
- Language translation
- Response time-delays
- Systemic eligibility activities/requirements

“From the first point of contact in any program serving homeless, that person or program follows the person through the whole system, not just give a phone number.”

5. Community members indicated a lack of available permanent, temporary and transitional housing in the county.

In particular, there is a need for immediate temporary/transitional housing and shelters as people become at risk of being homeless, are stabilized in temporary housing and/or their family status changes, which happens frequently in BIPOC families.

6. Barriers to access housing include:

- criminal records
- bad credit
- unstable rental history
- lack of identification documentation
- addiction and mental health struggles

Recommendations

While there are many efforts and coordination within the county, there are opportunities to provide needed services outside existing programs and a need to develop a robust community engagement program that will inform the program on progress, engagement and removing and/or lowering barriers. There is also a need for governance structure that centers communities of color and those most impacted by homelessness. The following recommendations should be included in the Local Implementation Plan. These recommendations reflect the themes from community engagement and reference those listed above.

1. **Develop a robust equitable community engagement program that centers empowering BIPOC individuals and families** within the priority population to build trust and relationship to participate in decision-making, establishing goals, outcomes and implementation and evaluation efforts on an ongoing basis.
Themes #1, 3 & 4.
2. **Develop capacity building program** for the county and service provider organizations that centers racial equity, BIPOC communities and priority populations.
Themes # 1, 2, 3, 4 & 6.
3. **Develop a governance structure that centers communities of color and people experiencing homelessness for accountability and oversight for implementation of the plan.** This governance structure could take the form of a BIPOC-led oversight and accountability commission and separate technical committees that would report to and implement the commission’s decisions and direction.
Reference: Metro Ordinance and Resolution for Local Implementation Plan development and oversight.
4. **Provide adequate funding and resource allocation for community engagement, governance, capacity building.** Include in the planned investments a specific percentage for costs to implement priorities across all services. Allocate specific funding for capacity building in current culturally based

organizations and grow others that specifically serve Black, Native American, Native Hawaiian and Alaskan Native populations.

Themes #1, 2, 3, 4, 5 & 6.

5. **Develop a person-centered system that will provide coordination among service providers, lower or remove barriers.** Consider providing navigators, peer mentors, technology assistance, transportation, pay deposits, etc., and consider mobile units that can meet people where they are and address geographic access limitations.

Themes # 3, 4 & 6.

6. **Coordinate with the affordable housing bond to build permanent shelters and transitional housing with low barriers for access.**

Theme #5.

Community Engagement Preliminary Findings and Recommendations Washington County Supportive Housing Services Bond



Introduction

Supportive Housing Services Levy

On May 19, 2020, voters approved Measure 26-210 to raise money for supportive housing services for people experience homelessness or at risk of experiencing homelessness. The program is funded by a 1% tax on taxable income of more than \$125,000 for individuals and \$200,000 for couples filing jointly, and a 1% tax on profits from businesses with gross receipts of more than \$5 million. Tax collection revenues from this 10-year levy is projected by mid-year 2021.

Metro passed Resolution No. 20-5085, recognizing the Here Together framework for supportive housing services and directing the development of a workplan for Washington County.

The resolution directed Washington County to develop a local implementation plan using locally convened and comprehensive engagement that prioritized the voices and lived experience from communities of color, ensuring involvement in establishing goals, outcomes and implementation and evaluation efforts.

Washington County convened a 21-member Local Implementation Plan Advisory Committee representing non-profit and government staff providing housing and homeless services, faith community, elected city officials, school district, law enforcement, domestic violence services, homeless youth, mental health and formerly homeless representative.

The committee's charter articulates how community engagement with communities of color and historically marginalized communities will guide developing the plan. The committee provided guidance on racial equity, diversity and inclusion, reviewed data and resources and provided direction on planned investments.

The committee met from August 27, 2020 through December 2020 in a public webinar format and included opportunities for the public to attend, provide comments and ask questions of the committee.

A copy of Ordinance 26-210, Resolution 20-5085, Washington County LIP Charter and committee roster are included in the appendix.

Findings and Recommendations

The community engagement effort focused on direct interviews with people receiving homeless services, one-on-one interviews with service providers, stakeholder focus groups and an on-line survey. This included personal interviews with over 75 individuals, focus groups engaging 360 individuals and over 90 participants with an on-line survey. This community engagement report also includes review of previous engagement activities for Washington County's homeless services programs and other community organizations studies and reports, listed in reference section of this report.

*MultiCultural Collaborative December 2020
Washington County Supportive Housing Services Bond Community Engagement Report*

5

Findings

Emerging themes from community engagement activities demonstrated an opportunity for Washington County and community service providers to develop a robust engagement and governance framework supportive of individuals and families from the BIPOC community.

The following themes reflect survey answers and discussions shared from individuals receiving homeless services in Washington County:

- 1. Responses indicated a significant racial and cultural gap of responsive services for Black and Native American, Native Hawaiian and Native Alaskan priority population.**
- 2. Racism and discrimination from service providers was expressed by Black, Indigenous and People of Color (BIPOC).**

BIPOC struggling with addiction and mental health issues identified these adverse experiences as the cause for additional trauma.

- 3. BIPOC individuals, youth, immigrant and refugees, and others with mental health issues report avoidance of available services.**

The following reasons were reported: program screening definitions are unclear, immigrant and refugee cultural understanding of homelessness isn't reflected, racism and discrimination, and fear of intrusive government program oversight.

- 4. A significant need for person-centered services was consistently expressed.**

Over and over people receiving homeless services voiced concerns about lack of a coordinated approach to helping them find and understand eligibility to:

- Secure housing
- Access to mental and physical health supports
- Obtaining adequate documentation
- Financial assistance
- Navigating paperwork
- Transportation
- Language translation
- Response time-delays
- Systemic eligibility activities/requirements

- 5. Community members indicated a lack of available permanent, temporary and transitional housing in the county.**

In particular, there is a need for immediate temporary/transitional housing and shelters as people become at risk of being homeless, are stabilized in temporary housing and/or their family status changes, which happens frequently in BIPOC families.

Barriers to access housing include:

- criminal records
- bad credit

"My people are scared to ask for help because they have been mistreated. It appears no one cares. They have lost hope."

"From the first point of contact in any program serving homeless, that person or program follows the person through the whole system, not just give a phone number."

- unstable rental history
- lack of identification documentation
- addiction and mental health struggles

Recommendations

While there are many efforts and coordination within the county, there are opportunities to provide needed services outside existing programs and a need to develop a robust community engagement program that will inform the program on progress, engagement and removing and/or lowering barriers. There is also a need for governance structure that centers communities of color and those most impacted by homelessness. The following recommendations should be included in the Local Implementation Plan. These recommendations reflect the themes from community engagement and reference those listed above.

1. **Develop a robust equitable community engagement program that centers empowering BIPOC individuals and families within the priority population to build trust and relationship to participate in decision-making, establishing goals, outcomes and implementation and evaluation efforts on an ongoing basis.**
Themes #1, 3 & 4.
2. **Develop capacity building program for the county and service provider organizations that centers racial equity, BIPOC communities and priority populations.**
Themes # 1, 2, 3, 4 & 6.
3. **Develop a governance structure that centers communities of color and people experiencing homelessness for accountability and oversight for implementation of the plan.** This governance structure could take the form of a BIPOC-led oversight and accountability commission and separate technical committees that would report to and implement the commission’s decisions and direction.
Reference: Metro Ordinance and Resolution for Local Implementation Plan development and oversight.
4. **Provide adequate funding and resource allocation for community engagement, governance, capacity building.** Include in the planned investments a specific percentage for costs to implement priorities across all services. Allocate specific funding for capacity building in current culturally based organizations and grow others that specifically serve Black, Native American, Native Hawaiian and Alaskan Native populations.
Themes #1, 2, 3, 4, 5 & 6.
5. **Develop a person-centered system that will provide coordination among service providers, lower or remove barriers.** Consider providing navigators, peer mentors, technology assistance, transportation, pay deposits, etc., and consider mobile units that can meet people where they are and address geographic access limitations.
Themes # 3, 4 & 6.
6. **Coordinate with the affordable housing bond to build permanent shelters and transitional housing with low barriers for access.**
Theme #5.

Summary of Community Engagement Feedback

This summary provides a high-level overview of comments, responses, recommendations, issues and concerns collected from the community during this project engagement. Many of responses are not new ideas or issues and have been recommended as priorities for several years in Washington County housing and homeless needs studies and plans. References to these studies and plans are provided at the of this report.

The community engagement plan focused engagement with these stakeholders in order of priority:

- Prioritize those with lived experience and communities of color.
- Communities of color and culturally specific service providers.
- Other service providers, such as affordable housing developers, health, education, etc.
- Other stakeholders, including business, schools, local governments.

Methods of engagement included:

1. One-on-one personal interviews
2. Focus group discussions on zoom
3. Community Stakeholder on-line survey

The community engagement effort included personal interviews with over 75 individuals, 8 focus groups engaging 360 individuals, representing over 50 organizations and 93 participants with an on-line survey. The focus groups include two organized by the Here Together Coalition and Metro for affordable housing developers that included Washington County. Detailed information with personal interview and focus group meeting summaries, survey questions and number of participants and organizations represented at each focus group are included in the appendix.

The themes and recommendations at the beginning of this report reflect the priorities of those in the priority populations and communities of color.

Below are priorities expressed by other stakeholders participating in community engagement process.

Top priorities from focus groups and stakeholders in response to the on-line survey poll

1. Supportive Housing
2. Shelter and transitional housing
3. Long term rent assistance
4. Eviction prevention

Summary of top issues

- *Some communities of color and youth population are not being counted nor served. Community members know who they are and can assist with engagement and providing services.*
- *Racism and bias for the priority population is evident in who and how people are being served, this needs to be addressed.*
- *Access and outreach need to be improved and coordinated.*
- *Providing culturally specific services with bilingual and bicultural staff is important to serve the BIPOC population.*
- *Navigators, case managers and other people are needed to assist people not only in housing, but assist in accessing other services through the whole process.*
- *We have the opportunity to lower or remove some of the barriers that other programs require.*

“Once someone becomes homeless, it is really hard to crawl back out of it. The homeless are treated very badly and there is a lot of prejudice.”

- *Some culturally specific services are not represented in Washington County, including Native American, Native Hawaiian, Alaskan Indian, Black/African American.*
- *Low barrier, Housing First model entry approach is needed.*
- *More housing of all types is needed, along with support services.*

Community Engagement Approach and Methodology

MultiCultural Collaborative (MCC) has developed best practices in engaging with communities of color regionally and continues to adapt and seek ways to encourage relationship and trust building between government organizations and communities of color with a range of strategies focused on meeting people where they are.

MCC’s success with building on existing relationships, in particular with direct service providers, has proven successful for this time in history. Fortunately, the LIP Committee members are well respected and trusted leaders with organizations in the community. The LIP Committee and Here Together Coalition were instrumental in helping connect stakeholders to this engagement process. The list below outlines approach and methodology for engagement.

Approach and Priority

MCC focused engagement with these stakeholders in order of priority:

- Prioritize those with lived experience and communities of color.
- Communities of color and culturally specific service providers.
- Other service providers, such as affordable housing developers, health, education, etc.
- Other stakeholders, including business, schools, local governments.

Methodology

Community engagement and outreach methods included the following:

- LIP Committee relationships to help recruit and lead focus groups
- Washington County Supportive Services Project Website
- Here Together Website
- Online Survey for Stakeholders
- Focus Groups with Service Providers
- Written and on-line surveys to be administered by staff and volunteers for people receiving homeless services in Spanish and English. In particular, focusing on people receiving homeless services, MCC developed a written and on-line survey in both English and Spanish for staff or volunteers to interview, fill out and return.
- Review of community engagement feedback with elements focused on racial equity from existing studies, reports and documents.

“It seems like the system purposely allows us to fall through the cracks.”

Informed Consent

The one-on-one personal interviews with those receiving homeless services provided a statement at the beginning of the survey about focus of the survey and allowed interviewee to skip questions. The interview documentation did not collect personal identifying information, such as names or other personal information. Questions in the interview asked general questions about location, disability, LGBTQ identity, race and ethnicity and options to not answer.

People receiving homeless services personal interview survey

MCC developed a simplified survey in plain language and provided check boxes, in order to make it easy and quick to complete. MCC included geographic and disaggregated racial and ethnic demographic data that was

similar to the County’s community-wide survey. MCC also developed an on-line survey in English and Spanish, which only two people filled it out.

- 67 personal interview surveys
- 2 surveys returned on-line. One in English, one in Spanish

Stakeholder Focus Groups and personal interviews with stakeholders

Nine focus groups were held over a two-and-a-half-month period. These were organized with the assistance of community organizations and leaders. Two focus groups were hosted and led by the Here Together Coalition and Metro Supportive Housing program for affordable housing developers. All focus groups were conducted on-line via zoom and invited participants to participate and share challenges and opportunities for priority populations, racial equity and new programs to coordinate and provide better services and housing. 6 personal interviews with stakeholders

“Someone to help me fill out paperwork or apply for housing. I get confused and don’t understand how to answer questions.”

- 8 Focus Groups and personal interviews
 - 360 individuals participating in focus groups
 - 50 organizations represented in focus groups

On-line Survey for Stakeholders

MCC developed a 15-question on-line survey with input from CSH and Washington County staff with several open-ended questions to ask the community about priorities, barriers and ways to focus resources to priority populations and racial equity. We asked LIP Committee members to share the link and participants of focus groups with their networks. This survey was intended to engage stakeholders, including business, education, community members, and others with an interest and opinion to share with the County regarding the Supportive Housing Services Program.

- 93 responses to online survey

Limitations and Lessons Learned

Developing and implementing an equitable community engagement plan focused on communities of color and priority populations is a challenging opportunity. This engagement effort relied on the collaborative partnerships with provider agencies and their relationships to assist with outreach with communities of color and historically marginalized individuals with lived experience in the priority homeless populations that will be served by the Metro funds.

Another challenge was the short time frame in which to engage the community. Due to the short timeline and knowing that people receiving services probably would not have access to a computer and may not be able to spend the time filling out a survey, MCC developed a written and on-line survey in English and Spanish for staff for volunteers to interview people one-on-one or provide a link to the online survey to participate. The on-line survey only received two responses, one in Spanish and one in English. The online survey for this population was not successful in engaging these individuals.

Focus group participation had over 360 individuals and over 45 organizations represented. The participation included city, county, non-profit, business, education, organizations representing communities of color and provided some very good information to help shape the plan.

Efforts to organize focus groups with communities of color in the priority populations were not successful. Service providers that work with this population did not have the time to host and help recruit participants. In addition, due to COVID-19 social distancing requirements, lack of technology for priority populations, it became evident that focus groups were not an option to gain input on the plan.

Emerging Practices during COVID-19

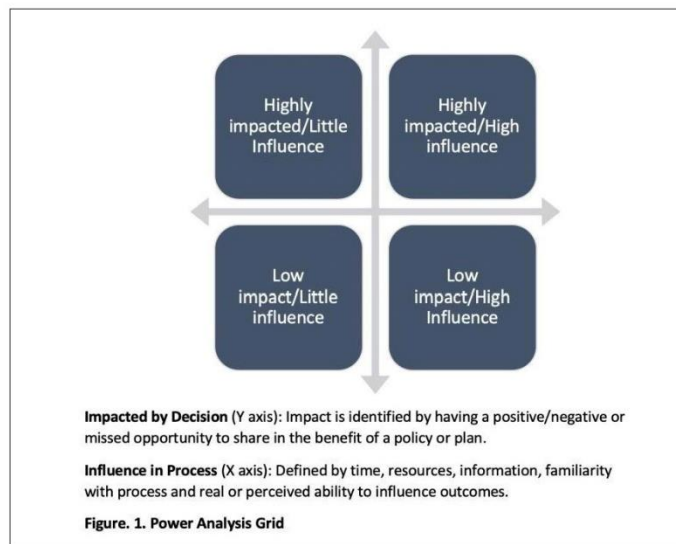
Successful community engagement practices that effectively reach communities of color due to is proving challenging and COVID-19 has added to the complexity for engagement. Due to loss of employment, many people are struggling to feed their families and pay bills. In addition, racial hate crimes are on the rise in communities and trust of government is at an all-time low. Organizations that have typically been engaged in these conversations, now are involved in COVID relief, emergency food distribution, issues with policing and houseless services. The priority population for this project adds another layer of complexity for engagement. The following approaches were successful in engaging people receiving homeless services during COVID-19:

- One-on-one in person personal interviews with trusted partners at shelters, clinics, and food bank pick-ups and other locations where people are receiving services.
- Developing surveys that allow for short interviews, less than 10 minutes. This includes providing check boxes, some open-ended questions and developing relevant questions and feedback that allows participants to tell their story to help inform decisions.

Recommended Approach to Equitable Community Enqaagement: Spectrum of Involvement and Stakeholder Power Analysis

A framework approach for an equitable community engagement strategy includes understanding the levels of engagement and also conducting a power analysis to determine who and the level of engagement based on impact and influence.

Prior to developing a community engagement plan, MCC recommends that the organization conduct a Stakeholder Power Analysis. Develop a list of all the stakeholders that are involved in the initiative, which, in this case is most everyone in Washington County and the Metro region. The stakeholders are categorized and placed on a grid based on who is impacted the most with the least amount of influence. See Figure 1.



The step is to determine the level of engagement for each of these stakeholders. A good model of understanding the level of engagement and what that entails is the International Association for Public Participation (IAP2) level of public participation which is a modification of Arnstein’s Ladder of Citizen Participation created in for 1969. See Figure 2.

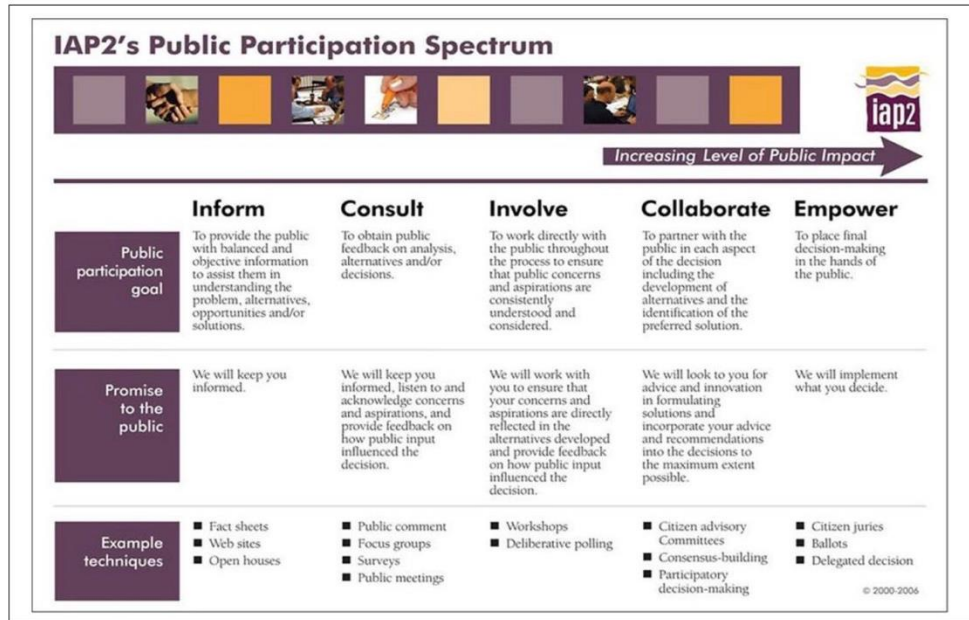


Figure 2. IAP2 Spectrum of Public Involvement

While these are good models to consider approaches to engagement and empowerment, the focus of these models assumes the power lies within the government or organization seeking engagement. The IAP2 Spectrum is frequently used as a tool to attempt to impose one organization’s expectations on participants and assumes a top-down decision-making model. These models also use the outdated assumption that participation is by citizens, which is an outdated approach to understanding racial equity and community empowerment. A more recent theory of change puts the power and engagement with the community. See Figure 3. MCC recommends that Washington County be intentional about their community engagement approach and include considerations relating to power, influence and impact, in addition to level of engagement and empowerment for the Local Implementation Plan. MCC developed an Equitable Engagement Strategy for a project in Clackamas County that can serve as a model for how to conduct a stakeholder power analysis and determine priority focus and level of engagement for stakeholders. A link to the report is listed in the reference documents section.

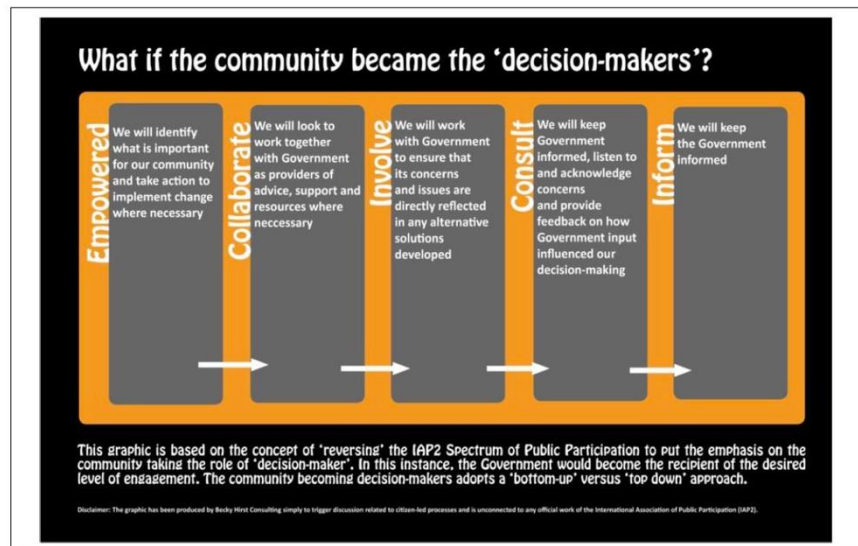


Figure 3. What if the Community became the Decision-Makers? From Reimagining the IAP2 Spectrum. McCallum. Image credit: Becky Hirst Consulting.

Reference Documents

1. Facing Race in Washington County. 2019. Coalition of Communities of Color. <https://www.coalitioncommunitiescolor.org/leadingwithrace>
2. Improving Permanent Supportive Housing Service Delivery in Washington County. March 2020. Trillium Advisors. https://www.co.washington.or.us/Housing/SupportiveHousingServices/upload/Improving_PSH_Service_Delivery_in_Washington_County_-_Final.pdf
3. Washington County Issues of Poverty 2020. Community Action. https://caowash.org/about_us/publications.html
4. A Road Home. Community Plan to Prevent and End Homelessness. July 2018-June 2025. Washington County. <https://www.co.washington.or.us/Housing/upload/Ten-Year-Plan.pdf>

MultiCultural Collaborative December 2020
 Washington County Supportive Housing Services Bond Community Engagement Report

5. 2020-2024 Washington County Consolidated Plan, Appendix B. Community Engagement Summary. https://www.co.washington.or.us/CommunityDevelopment/Planning/2020-2024_Planning_Efforts/upload/Appendix-B-Comm-Eng-Summary.pdf
6. Tri-County Equitable Housing Strategy to Expand Supportive Housing for People Experiencing Chronic Homelessness. Prepared for Clackamas, Multnomah and Washington Counties by CSH and Context for Action. 2019. https://d155kunxf1aazz.cloudfront.net/wp-content/uploads/2019/03/Metro_SupportiveHousing_Report_WithAppendices_March_Final.pdf
7. Here Together Coalition. <https://heretogetheroregon.org/understanding-homelessness/>
8. Arnstein's Ladder of Citizen Participation. 1969. <https://organizingengagement.org/models/ladder-of-citizen-participation/>
9. International Association of Public Participation. IAP2. <https://www.iap2.org/mpage/Home>
10. Reimagining the IAP2 Spectrum. Steph Roy McCallum. 2015. <https://medium.com/@RedheadSteph/re-imagining-the-iap2-spectrum-9d24afdc1b2e>
11. Equitable Engagement Framework for Clackamas County Park Avenue Project. MultiCultural Collaborative. 2020. <https://dochub.clackamas.us/documents/drupal/20ac863a-8dd3-4e2c-90ca-937a69f1b6f5>

Appendices

Appendix 1: Metro Resolution 20-5085

BEFORE THE METRO COUNCIL

| | | |
|------------------------------------|---|---------------------------------|
| FOR THE PURPOSE OF RECOGNIZING THE |) | RESOLUTION NO. 20-5085 |
| HERETOGETHER FRAMEWORK FOR |) | |
| SUPPORTIVE HOUSING SERVICES AND |) | Introduced by the Metro Council |
| DIRECTING THE DEVELOPMENT OF A |) | |
| WORKPLAN |) | |

WHEREAS, the greater Portland region is facing a severe housing affordability and homelessness crisis, which endangers the health and safety of thousands of our unhoused neighbors. Homelessness is a deeply traumatic and dehumanizing experience that no person should have to endure, regardless of their circumstances; and

WHEREAS, tens of thousands of households in the greater Portland region need supportive housing services, and thousands more need housing assistance, according to the February 2020 ECONorthwest report entitled "Potential Sources and Uses of Revenue to Address the Region's Homeless Crisis"; and

WHEREAS, communities of color have been directly impacted by a long list of systemic inequities and discriminatory policies that have caused higher rates of housing instability and homelessness among people of color and they are disproportionately represented in the housing affordability and homelessness crisis; and

WHEREAS, the housing affordability and homelessness crisis in the greater Portland region impacts us all and requires collective and individual action from every person, business, elected official, and resident that calls the region home; and

WHEREAS, a safe, affordable home is the cornerstone on which all other success is built, and the stable foundation all members of our community need to thrive; and

WHEREAS, the homelessness crisis is an issue of scale and services do not yet match the scope of the crisis; and

WHEREAS, a broad coalition of service providers, business leaders, elected officials, and advocates have come together as HereTogether over the course of the last two years to identify the needs, develop strategies, engage communities, and build regional consensus, which led to the development of a "Regional Policy Framework" and a "Governance Framework"; and

WHEREAS, the Regional Policy Framework presents a vision of services and investments to address homelessness and housing instability; and

WHEREAS, the Regional Policy Framework presents a strategy for providing homeless and support services to achieve housing stability; and

WHEREAS, Metro recognizes the community outreach and collaboration by HereTogether to build a broad coalition of service providers, business and philanthropic representatives, and community members; and

WHEREAS, the Governance Framework represents broad agreement among these coalition partners about the goals, purposes, and outcomes for implementation of the supportive housing services ballot measure; and

WHEREAS, continued regional collaboration with the broad coalition convened by HereTogether, as well as local governments and service providers, is necessary to implement the strategies and achieve the goals and strategies; now therefore,

BE IT RESOLVED:

1. That the Metro Council directs staff to use the Regional Policy Framework, attached as Exhibit A, and the Governance Framework, attached as Exhibit B, for further planning and implementation with Metro, local governments, service providers and other implementers, and the community, and to report on a regular basis to the Metro Council on progress made toward the development of a Supportive Housing Services work plan.
2. That the Metro Council commits to open, inclusive, and transparent community engagement in the development of the work plan and implementation of the measure, including ongoing consultation and coordination with service providers, HereTogether and jurisdictional partners.

ADOPTED by the Metro Council this ____ day of February 2020.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

Appendix 2: Washington County Local Implementation Planning Committee Charter

Washington County Local Implementation Planning Committee

The Local Implementation Planning Committee is a 21-member committee convened to advise the Washington County Board of Commissioners on the County's plan to implement the Metro Supportive Housing Services Measure. The purpose of the Committee is to provide strategic planning support and to ensure focus and direction of programs and services in accordance with the Supportive Housing Services Measure.

The Office of the County Administrative Officer shall serve as staff to the Committee. The Committee shall meet as necessary and appropriate at the call of the Office of the CAO but not more than 10 times.

The Local Implementation Plan will include a comprehensive community engagement process that prioritizes the voice of people with lived experience and from communities of color and will include strategies to advance racial equity outcomes, engage communities of color and historically marginalized communities. It is intended to document the proposed use of funds and how these uses align with the purposes of the Supportive Housing Services Measure.

Committee Charter:

Acting with County staff, the Committee is charged to:

- Develop and recommend to the Board of Commissioners strategies for equitable geographic distribution within Washington County and the Metro district boundary.
- Provide guidance on advancing racial, equity, diversity, and inclusion particularly among people experiencing homelessness and the priority service population; disparities in access and outcomes in current services for people experiencing homelessness and the priority service populations; clearly defined service strategies and resource allocations intended to remedy existing disparities and ensure equitable access to funds; and, an articulation how perspectives of communities of color and culturally specific groups were considered and incorporated.
- Assist with setting priorities for programs and services.
- Provide guidance to County staff, review the current system investments or capacity serving priority populations and advise on an analysis of the nature and extent of gaps in services to meet the needs of the priority population, broken down by service type, household types, and demographic groups.
- Advise the County on planned investments that include: (1) the types of services, and how they remedy the service gap analysis; (2) the scale of the investments proposed; (3) the outcomes anticipated; and (4) the service delivery models that will be used in each area of service.
- Advise the County on a funding plan to allocate (a) 75 percent of funding for people who have extremely low incomes and one or more disabling conditions, who are experiencing long-term or frequent episodes of literal homelessness or are at imminent risk of experiencing homelessness; and (b) 25 percent of people who are experiencing homelessness or face/substantial risk of homelessness.

- Advise the County on how to prioritize funding to providers who demonstrate a commitment and delivery to under-served and over-represented populations, with culturally specific and/or linguistic specific services, as well as those programs that have the lowest barriers to entry and actively reach out to communities often screened out of the other programs.
- Ensure that the County:
 1. Has in place a program evaluation process that measures the extent to which it is achieving the intent of the Supportive Housing Services Measure;
 2. Regularly uses the evaluation data to inform and continuously improve County program and community partners' programs;
 3. Uses evaluation data to educate the community (including funders) regarding the work and effectiveness of the County's efforts to implement the full intent of the Metro Supportive Housing Services Measure.

Appendix 3: Compilation of Written Surveys

Compilation written surveys 11/24/20

67 surveys from Community Action, ASSIST, RV Shelter, Respite Shelter, SSV-PHC

SSV is Safe Sleep Village that was open from August 4 and closed November 16, 2020
 PHC is Project Homeless Connect.
 Respite Center is located at the Comfort Inn in Hillsboro
 RV parking is in the parking lot of the Fairgrounds Sports Fields.

Written Survey for People receiving Homeless Services or at risk of homeless. Washington County Local Implementation Plan. To be administered one-on-one in person by staff or volunteers.

Service provider administering survey: _____
 Date: _____ Name of person conducting survey: _____

Washington County will be getting additional help to expand services for people receiving homeless services. We would like to ask you some questions to better understand how to help you, your family and community:

- What kind of services do you need/want to access housing and services
- What are some of the barriers you are facing in accessing housing services
- What do you think should be the highest priority for housing and services

1. Where are you currently living? (city) Beaverton – 6

- a. Beaverton – 17
- b. Aloha – 13
- c. Portland – 4
- d. Forest Grove – 1
- e. Hillsboro – 39
- f. Tigard – 9
- g. Washington county - 2

2. Are you:

- Homeless ? - 52
- Worried about becoming homeless? 15

3. Are you:

- Single – 40
- Single parent or guardian with children – 10
- Two or more adults with children - 3
- Two or more adults with no children -2
- Number of children, if applicable ___ 1 x 3, 2, 3 x 2, 4

4. Do you have a disability? Yes/No (circle one)

- a. No – 37
- Yes – 28 If yes, what are the unique challenges you have accessing housing with

support services because of your disability?

- System
- Not enough resources to help with mental health
- Need a caseworker to help fill out applications
- Good referral resources
- There is nothing available immediately for people with disabilities, sometimes shelter space.
- Everything takes three times the work to get one thing done.
- Not enough housing/services for people with mental/physical, emotional issues
- Putting in applications, the cost too much for just one
- Every 3-5 years there's a possibility I could end up homeless
- Not sufficient programs for housing assistance
- Need a case manager to help find places to live.
- Need a phone to call places for help with housing, insurance, health treatment.
- Super frustrating! Long delays! Access to the services are VERY poor in general. Answering machines, never knowing if I am calling the right place, right person, never getting calls back in a timely fashion, people not showing up when they said they would. I just got handed a stack of papers of places to call myself.
- I was homeless in my car until May when a friend offered to help me pay some rent for a room. I have disabilities and cannot work full time right now. Navigating all the forms and department is hard for me.
- To explain what I need and how many weeks to get it

- Physical
- Diabetes
- Hearing problems
- Scoliosis of the spine
- Spinal damage
- COVID
- Son has autism
- Left tibia nerve damage

- Mental Health
- Mental health/depression
- Memory, can't concentrate
- PTSD, Mental and emotional
- Because of my bipolar disorder and PTSS, I have extremely low self esteem making it hard to follow through with paper work and commitments
- Difficulty walking because of injury, memory cognitive issues, can't remember to show up for appointments
- I get frustrated on the phone calling for help to find housing or get on housing lists. I cry and get emotional. I don't know what to do next, so I give up
- I have a tremendous amount of anxiety and have a rough time following through with things that cause me stress
- Many! Owe housing authority ## due to mental health and poor decision making, confusion, memory loss, anxiety (severe), PTSD, ADD, also physical health severely affects

20

mental health due to severe pain and lack of energy.

- Technology
- I cannot move fast or use technology because I don't know it.

5. Do you identify as LGBTQ +, Lesbian, Gay, Bisexual, Transgender, Queer +? Yes/No (circle one)

- a. No – 40
- b. Yes – 25
 - If yes, what are the unique challenges you have accessing housing with support services?
 - Trying to get through to anybody
 - Trans

6. Why are you having difficulty accessing housing and services? Check as many boxes as needed.

- Don't know where to go or who to talk to - 30
- No transportation or limited transportation options – 17
- Language barriers 1
- Concerns about immigration status to talk to service providers-
- Concerns about interaction with sheriff/police/courts – 7
- Need identification card/address to receive mail/bank account -27
- I was told there was not enough resources (money) to get what I needed – 12
- Other

- Courts/justice system/criminal record

- no resources, just got out of jail
- Felony & eviction
- Criminal record
- Beaverton judge ruined my driving record
- Background/credit

- System/Other

- Housing specialists not following through when contacted for help
- Very poor shelter management! Very poor housing case management! Righthand (dept!) not talking to the left (other dept)
- Not enough housing options for my legal background
- 3.5 years on housing list, was told there was no housing available
- No one helped me finish my housing application for my Kaiser 300 voucher
- Waiting list at homeless center
- Homeless connect section 8 housing in hotel
- COVID
- Can't get my disability checks
- Fresh from another state and coronavirus kicked in
- Depression issues

- Background/credit

7. What are services that will help you have more stable housing for you and/or your family?

Check as many boxes as needed.

- Medical services -23
- Mental health services -5
- Addiction Treatment services - 10
- Rent assistance – 54
- Help finding a job – 26
- Help with getting my children into or to school -3
- Childcare – 8
- Transportation to work or appointments – 22
- Food/groceries – 30
- Identification documentation to obtain services – 17
- Help working with court system, such as criminal record issues – 15
- Saving money/paying bills -32
- Other – case management +5

- I’m old and can’t do things myself.
- Difficulty with increasing current income, cannot afford hair booth nor to pay rent on own.
- Peer counseling
- Help with fees/deposits
- Advocate and SSI
- Showers and water
- More places for proper hygiene and more day shelters
- Help with furniture and household goods once someone does get housing. Not even a blanket was provided once I got my apartment. Only a phone list of places to call and no minutes to call.
- Fixed income SSI does not cover very much. \$783/mo
- Insurance for car
- A house section 8 housing in a hotel while I’m waiting to apply
- Social security
- DMV

8. If you could be in charge, what would make it easier to access housing and services that you need for you and/or your family?

- More empathy and compassion for homeless individuals, mental health, addiction and drug issues, physical health issues
- Outreach/Navigation Assistance/Coordination
- Giving the proper resources or where to go get connections

- Having more information on low income or income-based housing. This information is not always available.
- Having one application for several properties
- Has trouble keeping up on which ones they've applied for
- Have a designated area where I can find applications, information
- Opening online services so phone demand is not so high
- Have section 8 available to those that cannot work due to disabilities
- I would categorize people by their needs. People should get specific treatment with housing.
- Better ways to find services Advertisements for resources, it took me a while to find community action
- I wish there was a service that would list available apartments and rent amounts, would save time via internet
- More communication for housing wait lists
- An A-Z guide on where to go for help. It's frustrating being sent to different places only to be told to go to another place.
- Having a list of places to call. Housing people that will call me back when I leave a message.
- Help with finding an apartment
- Poor phone and computer access for all the phone and on-line appointments. I felt like there is a ton of disconnect amongst the programs and providers
- Quick reference guide
- Resources/Assistance
- Criminal record expungement
- Help with ID reinstatement
- Record expungement, clean slate program, homesteading grant
- Change parameters for housing for criminal records
- Help with rent: rent has become too high to afford
- Transportation
- Free and reliable transportation
- Transportation, job rehab, more one on one counseling
- Case management
- Case worker
- Community outreach workers, telephone intake or applications appointments, assistance completing applications/paperwork, having a computer
- More mental health assistance and proper health care
- Money for deposits/help with monthly rent or utilities
- Financial assistance to help pay rent, deposit, utilities, transportation to housing offices/service providers
- A fund to pay all initial move in help with household furniture when move in
- No background check/credit, cost for down payment
- Affordable rent
- Assistance with getting an updated RV
- More help
- More funding

- Allowing felons and service animals
- More income help, I can't go to shelters because of my disability
- Money
- Housing assistance
- Liaison between me and housing services
- Access to a job
- Money for rent and food stamps
- More services and \$ to fund them.
- Funded programs and housing
- Having more services that will help get into housing

- More available housing/shelter
- Have available spaces right away for people like me that don't have enough money and are old.
- Something available today or tomorrow
- Organize the shelters and all the other agencies that are supposed to be providing help. It's obvious that no one has a sense responsibility to do a good job. No accountability is what I saw.
- Provide land and housing as a community, make it private for each person and make it year-round, tiny houses
- Want a van to live in

9. What would be the biggest help to you to access housing services?

- Rent Assistance
- Having temporary rent assistance and help with finding a stable high paying job
- Rent assistance
- Help with rent because I can't work and waiting for social security and disability
- Rent assistance and a lot more support in a healthy supportive environment. My disability is mental health related and all of these complicated bureaucracies are very stressful and create barriers.
- Help with rent, good references
- First and last, get in the door

- Assistance with system navigation
- Case worker who can guide through the application and process
- Filling out applications, knowing what parts to fill out
- More education and awareness
- Did not know about services until after became homeless
- Interactive phone app
- Any resources in general
- Need direction to get into housing with help, deposits
- Knowing where and who to talk to
- Get approved for disability so I know I could pay every month

- Transportation and help finding affordable housing units, help with filling out applications or contacting landlords/property managers
- Someone to help me fill out paperwork or apply for housing. I get confused and don't understand how to answer questions.
- A case manager that did their job and returned calls.
- More reliable help finding housing
- A housing specialist that knows where to look for housing and sticks with you until you are housed. Lots of follow up after they are in housing because there is so much else that has to be done too.
- Counselor
- Having my SSI back
- More computer services, not everyone has a smart phone. One stop center for all information
- Referrals and advocates
- Knowing what direction to go
- Education on services available for me
- Access to a housing official
- Case management, provide resources and emotional support. Family and boyfriend support.
- Better medicare provisions, especially medical co=pays that I can't always afford and frequently run out of meds.
- Figuring out the answer for starters
- Sobriety advocacy from specialists
- Being able to get a newer RV
- Houseless outreach
- Caseworkers, government forgiveness
- Mental evaluation to get SSDI

- Credit/Criminal History
- Help with criminal record, history
- Help with credit score

- Income/Jobs/Other
- Increasing income
- Wage adjustments
- Get an apartment
- Finances
- Money to move in somewhere safe and new
- Employment
- Money
- Direction
- Shelter
- More resources

10. Do you think people in your community have a harder time getting what they need?
Yes/No (circle one) Yes -

25

11. Why do you think that is?

- Racism/Discrimination
- Profiled because of appearance, race, criminal record, not willing to work with the homeless individuals
- People don't take me seriously
- I feel like it should be easier for people with disabilities or mental illness to get help with housing or other services, but they don't know who to call or how to talk with people.
- My people are scared to ask for help because they have been mistreated. It appears no one cares. They have lost hope
- Once someone becomes homeless, it is really hard to crawl back out of it. The homeless are treated very badly and there is a lot of prejudice.
- Stigmatized as lazy and prone towards substance abuse
- Independent, hard-headed, proud, pride. Scared of what seems to be negative.
- They are afraid to ask for assistance
- Properties not willing to work with people with criminal history or low credit

- Lack of access/information/resources/system navigation
- Not many people know about resources, information on help is not public
- Agencies do not disclose information on the help that is available and there isn't high paying jobs to match the high cost of living
- Feels agencies don't advertise help being available
- Not enough referrals and more people homeless
- Because there are not enough people working for homeless or advocates
- Never enough money
- Programs not advertised
- Minimal choices for low
- I've realized that it seems to go around in circles with different agencies
- Not a smooth process
- We have to wait so long
- Don't know where to go/who to contact
- You need a phone and an address
- Not determined. Arrest warrants, past history is a hinderance to meaningful employment
- Direct to get help is hard, this is help
- No one knows where to go
- Poor instruction, low resources
- It's difficult to get help in most areas
- Not enough support and programs for homeless
- Hard to find a job
- There's a lot of people struggling to get by
- Lack of streamlined process where the left hand knows what the right hand is doing
- It seems like the system purposely allows us to fall through the cracks

- Available Housing
- Housing not available
- Expensive rents
- Could be living in a rich neighborhood

- Other
- Stuck and can't get out
- The pandemic
- Because most of us like to be homeless
- Some lack identification and/or have criminal records
- Empathy, \$\$ and location
- Most people have a job and housing already
- Lack of understanding
- Lack of funds and services
- I set goals and stick to them, then the system lets me down
- Not enough resources
- Didn't want to answer, as not worried about others, only self

12. What do you think could be changed to make it easier?

- Compassion, understanding, mercy, grace, zero tolerance for negativity, absolutely no pessimists, I've met a bunch.

- Access/outreach
- Making info on public resources known or shared.
- Departments and agencies need to reach out more and make their help more known
- Difficult process and difficult to understand there is a lot of paperwork and steps to follow, a lot of "middle men"
- Disclosing more info to public or advertise more
- Flyers and advertisement
- Being able to call someone that knows everything about programs and not have us wait long for appointments, it makes us homeless longer
- One office with way more people trained
- More outreach
- More accessibility to basic things such as a phone, internet, etc
- Outreach programs
- Having more services available in one location, since I have to take the bus to every appointment

- Programs
- Offer homeless jobs, homeless can help other homeless
- Programs to help people with criminal records or more felony friendly properties
- Know who needs it the most

- More programs and classes that can prevent homelessness
- More services
- Too many waitlists
- Helping filling out documents and make sure they are sent
- Rent is too high
- More help for others
- Yes, thanks deeply to Sunrise church and staff for really caring for me and their steadfast compassion and patience, god bless them.
- A more supportive community
- If the housing advocates or community workers could come to me that would be awesome!
- Having more case managers to help people one on one
- Every person has a different story, with different struggles. If they had a team that could help them, that would be great.
- Too many places to have to ask for help. One person in charge of each case who will keep following up in a timely manner
- Computer access, bathrooms, power to charge cell phone
- Keep working on identifying systems and accountability for what white folks have done to them
- More programs to help pay for housing
- From the first point of contact in any program serving the homeless that person or program follows the person through the whole system, not just give them a phone number.
- Broken link to make it all come together
- Case workers
- Clean record, good references
- Having a completely funded program to restart my life
- Faster turnaround with government SSDI
- Having more people work with the homeless

- Housing
- More affordable housing
- More low income housing properties
- Affordable rents
- Income based rental properties, need more

13. Do you have anything else you would like to share with us?

- Would like to help to get onto wait lists for housing and having a coordinator to apply for different services
- Improving the timeframe of assistance being provided when people have limited timeframe
- Have jobs available and rent reasonable
- During COVID and the fires, the \$500 given out should be a better system, some people like me could not wait in line.

- To have more income-based properties available so people can afford their own place. People have money, but cannot afford a 1BR at \$1000/mo.
- I appreciate this service
- The homeless often have difficulty traveling due to the need to carry our things with us, having an A-Z plan of where to go and who to see would help
- Government issued cell phone has limited minutes to make/receive calls to search for housing
- I have been having a hard time with social workers who tell me they are going to do something or call me back and they never do
- Communication is the key. It's hard to communicate with other people when you have a mental illness.
- I was found positive for COVID in late March. I was treated terribly by the hospital staff as a homeless person. The Budget Inn experience was also terrible at first providing food or other things during quarantine period. I thought I was going to die in a hotel room by myself with no help. Some days only one orange was left at the door for food. I got a bunch of calls from medical professionals asking how I was feeling, but no calls from service providers for other things I needed like healthy food. I got canned food with nothing to cook it with such as a microwavable bowl or silverware. I ate out the can. Unbelievable! I had to be my own case manager. That was my own experience.
- Harassment from cops does not help. Need more mental health professionals working with homeless people
- I'm happy for the help I've received but I still have problems paying my bills, car insurance, etc. that's not something these programs pay for
- When I called Community Connect I had just found a room to rent. They just ended the call without letting me know about their rent assistance department
- You've all been extremely helpful
- Housing has always been a challenge in Washington County for all people
- I need my disability payments and haven't received them since 2-2-20
- Assistance navigating the services
- A fair share at living.
- I am SO very thankful to community support agency, through them I first stayed at Beaverton Community Center, today I am meeting with someone, re: lodging at Forest Grove Inn, and Just Compassion, all staff are compassionate (LOL), helpful and caring. Through Roxy is offering support for permanent housing resources.
- Treat others as anyone would like to be treated.

14. What is your racial or ethnic identity?

- | | |
|--|--|
| <input type="checkbox"/> American Indian 2 | <input type="checkbox"/> Hispanic or Latino Mexican - 8 |
| <input type="checkbox"/> Alaska Native | <input type="checkbox"/> Hispanic or Latino South American |
| <input type="checkbox"/> Canadian Inuit, Metis, or First Nation | <input type="checkbox"/> Hispanic or Latino Caribbean |
| <input type="checkbox"/> Indigenous Mexican, Central American, or South American | <input type="checkbox"/> Other Hispanic or Latino |
| <input type="checkbox"/> Hispanic or Latino Central American 1 | <input type="checkbox"/> Asian Indian |
| | <input type="checkbox"/> Chinese |
| | <input type="checkbox"/> Filipino |
| | <input type="checkbox"/> Hmong |

- Japanese
- Korean
- Laotian
- South Asian
- Vietnamese
- Asian American -1
- Guamanian or Chamorro
- Micronesian
- Native Hawaiian
- Samoan
- Tongan
- Other Pacific Islander
- African American
- African (Black) 2
- Caribbean (Black)
- Black American
- Northern African
- Middle Eastern
- Eastern European - 1
- Slavic
- Western European
- Other White/Caucasian - 54
- Other (please list)_____2 Syrian
- Don't know/Unknown -1
- Don't want to answer/Decline 4

Washington County will be getting additional help to expand services for people receiving homeless services. We would like to ask you some questions to better understand how to help you, your family and community:

- What kind of services do you need/want to access housing and services
- What are some of the barriers you are facing in accessing housing services
- What do you think should be the highest priority for housing and services

1. Where are you currently living? (city)

2. Are you:

- Homeless ?
- Worried about becoming homeless?

3. Do you have a disability?

- Yes
- No

If yes, what are the unique challenges you have accessing housing with support services because of your disability?

4. Do you identify as LGBTQ +, Lesbian, Gay, Bisexual, Transgender, Queer + ?

- Yes
- No

If yes, what are the unique challenges you have accessing housing with support services?

5. Why are you having difficulty accessing housing and services? Check as many boxes as needed.

- Don't know where to go or who to talk to
- No transportation or limited transportation options
- Language barriers
- Concerns about immigration status to talk to service providers
- Concerns about interaction with sheriff/police/courts
- Need identification card/address to receive mail/bank account
- I was told there was not enough resources (money) to get what I needed
- Other

6. What are services that will help you have more stable housing for you and/or your family? Check as many boxes as needed.

- Medical services
- Mental health services
- Addiction Treatment services
- Rent assistance
- Help finding a job
- Help with getting my children into or to school
- Childcare
- Transportation to work or appointments
- Food/groceries
- Identification documentation to obtain services
- Help working with court system, such as criminal record issues
- Saving money/paying bills
- Other

7. If you could be in charge, what would make it easier to access housing and services that you need for you and/or your family?

8. What would be the biggest help to you to access housing services?

9. Do you think people in your community have a harder time getting what they need?

Yes

No

10. Why do you think that is?

11. What do you think could be changed to make it easier?

12. Do you have anything else you would like to share with us?

13. Are you:

Single

Single parent or guardian with children

Two or more adults with children

Two or more adults with no children

Number of children, if applicable

14. What is your racial or ethnic identity?

American Indian

Alaska Native

Canadian Inuit, Metis, or First Nation

Indigenous Mexican, Central American, or South American

Hispanic or Latino Central American

Hispanic or Latino Mexican

Hispanic or Latino South American

Hispanic or Latino Caribbean

Other Hispanic or Latino

Asian Indian

- Chinese
- Filipino/a
- Hmong
- Japanese
- Korean
- Laotian
- South Asian
- Vietnamese
- Asian American
- Guamanian or Chamorro
- Micronesian
- Native Hawaiian
- Samoan
- Tongan
- Other Pacific Islander
- African American
- African (Black)
- Caribbean (Black)
- Black American
- Northern African
- Middle Eastern
- Eastern European
- Slavic
- Western European
- Other White/Caucasian
- Don't know/Unknown
- Don't want to answer/Decline
- Multiracial
- Other (please specify)

On May 19, 2020, voters approved Measure 26-210 to raise money for supportive housing services for people experiencing homelessness or at risk of experiencing homelessness.

The program is funded by a 1% tax on taxable income of more than \$125,000 for individuals and \$200,000 for couples filing jointly, and a 1% tax on profits from businesses with gross receipts of more than \$5 million. Tax collection revenues from this 10-year levy is projected by mid-year 2021.

Washington County is preparing a Local Implementation Plan to describe their local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services program.

We are seeking your input as we develop our plan.

1. What do you think are the main barriers for people experiencing homelessness or at risk of homelessness to receiving housing and housing related services, such as rent assistance, eviction prevention, homeless support services?

2. Do you think these barriers are the same or different for racially diverse individuals?

3. If yes, what do you think are the unique challenges/barriers to receiving services?

4. How could these barriers be reduced?

5. How can homeless service partners and stakeholders in your community improve coordination for providing services for communities of color among each other and across the tri-county region?

6. How can we improve access and long-term stability for people of color?

7. Of the funding options for this new resource, what would you prioritize? Rank 1-6, 1 being the highest priority.

Housing with other support services for homeless individuals and families* Support services include, but not limited to: mental health, medical, employment assistance, financial education.

Long-term rent assistance.

Short-term rent assistance.

Housing placement services.

Eviction prevention.

Emergency shelter and transitional housing, ie. short term housing to transition independent living.

8. If you could improve one thing about housing with support services or other housing for people experiencing homelessness in your community, what would it be?

9. If you could remove one barrier to increasing the availability of housing with supportive services or other housing for people experiencing homelessness in the County, what would it be?

10. How can we better address racial equity for people of color in creating and sustaining housing with other support services and other housing for people experiencing homelessness in the County?

11. Who should else should be included in this process and these discussions?

12. Tell us about yourself: Where do you work?

Direct service provider organization? Name of organization.

Type of service:

Race and Ethnicity of Population served.

Business owner? Name of Business

Non profit? Name of non-profit.

Education? Name of institution.

Government? Name of government.

Community member?

Other? List.

13. What is your racial and ethnic identity?

14. Zip code for place of business, employment or residence. This information will helpful for us to understand geographic location where people are participating.

15. Would you like to be added to an email list to receive updates? If yes, please fill out contact info below:

Name

Email Address

Appendix 4: Focus Group Community Engagement Summary

Focus Group Community Engagement Summary

This summary provides a high-level overview of comments, responses, recommendations, issues and concerns collected from focus groups held during October and November 2020. Individual focus group meeting summaries are included in this appendix.

*Themes**Top priorities from focus groups and stakeholder on-line survey poll*

1. Supportive Housing
2. Shelter and transitional housing
3. Long term rent assistance
4. Eviction prevention

Summary of top issues

- *Some communities of color and youth population are not being counted nor served. Community members know who they are and can assist with engagement and providing services.*
- *Racism and bias for the priority population is evident in who and how people are being served, this needs to be addressed*
- *Access and outreach need to be improved and coordinated.*
- *Providing culturally specific services with bilingual and bicultural staff is important to serve the BIPOC population.*
- *Navigators, case managers and other people are needed to assist people not only in housing, but other services through the whole process.*
- *We have the opportunity to lower or remove some of the barriers that other programs require.*
- *Some culturally specific services that are not represented in Washington County, including Native American, Native Hawaiian, Alaskan Indian, Black/African American.*
- *Low barrier, Housing First model entry approach is needed.*
- *More housing of all types is needed, along with support services.*

Stakeholder Focus Groups and interviews

Eight focus groups and individual interviews with 360 participants and representation of 50 organizations were held during the months of October and November 2020. All focus groups were conducted on-line via zoom and invited participants to participate and share challenges and opportunities for priority populations, racial equity and new ways to coordinate and provide better services and housing.

- Housing and Supportive Services Network (HSSN) - 64 participants
- Homeless Plan Advisory Committee (HPAC) – 17 participants
- Rent Assistance Group through CAO – 30 participants
- Street Outreach Group through CAO – 53 participants
- Affordable Housing Developer and Service Providers – 15 participants
- Washington County Thrives Coalition – 35 participants
- Metro Supportive Housing Developers Forum – 90 participants
- Here Together Coalition Tri-County County Forum – 50 participants
- Individual interviews with stakeholders – 6 interviews

Organization representation in focus groups

- IRCO.
- APANO Tigard Tualatin School District Pacific Islander community
- Adelante Mujeres
- Muslim Educational Trust
- Bienestar
- Hacienda CDC
- Latino Network
- Centro Cultural
- Virginia Garcia
- Unite Oregon
- NARA, Native American Rehabilitation Assn
- Boys and Girls Aid
- Home Plate
- Forest Grove and Beaverton School Districts
- Domestic Violence Resource Center
- Kaiser Permanente
- Sequoia Mental Health
- Care Oregon
- HealthShare of Oregon
- Elected officials, city staff and law enforcement staff from the cities of Forest Grove, Beaverton, Tigard, Tualatin, Hillsboro
- Washington County Community Corrections, Dept of Human Services, Board of Commissioners
- Washington County Housing Authority
- U.S. Department of Veteran Affairs
- South County Winter Shelter Hub
- St. Anthony
- Forest Grove United Church of Christ
- Here Together Coalition
- Thrives Coalition
- Welcome Home Coalition
- Vision Action Network
- REACH CDC
- Community Partners for Affordable Housing
- Housing Oregon
- JOIN
- NW Housing Alternatives
- The Community Housing Fund
- Lifeworks
- Community Action Organization
- 4D Recovery
- Good Neighbor
- ASSIST DBTC
- Community Warehouse
- New Narrative (Formerly Luke-Dorf)
- Oregon Energy Fund
- Worksystems
- Just Compassion
- Bridges to Change
- Open Door

Individual interviews: Bienestar, Welcome Home Coalition, Here Together Coalition, Community Partners for Affordable Housing, Beaverton School District, Vision Action Network are included in the roll up summary.



WASHINGTON COUNTY
OREGON

HOUSING and SUPPORTIVE SERVICE NETWORK

Providing a Continuum of Care for Vulnerable Populations in Washington County

Wednesday, November 4, 2020
8:30 to 10:00 a.m.

Virtual Meeting: <https://us02web.zoom.us/j/81378534461?pwd=QlZZZGg3VXozc0M4OE1aK3YyU3ZCZz09>

Meeting ID: 813 7853 4461, Passcode: 592762

One tap mobile +1-669-900-6833,81378534461#,,0#,,592762# US (San Jose)

AGENDA

- I. **INTRODUCTIONS: 8:30 a.m.**
 - Mental Wellness Moments (MWM) are brief daily practices of self-care and wellness.
- II. **MEETING MINUTES: 8:35 a.m.**
 - **Action:** Approve the October 7 meeting minutes.
- III. **GUEST SPEAKER: 8:40 a.m.**
 - Virginia Ohler, West Tuality Habitat for Humanity
Programs: Home Repair, New Construction and Home Ownership Counseling
- IV. **REPORTS AND PROGRAM UPDATES: 9:00 a.m.**
 - Subcommittee Reports
 - Children (Homeless Education Network) – David Pero
 - Youth – Drew Williamson
 - Homeless Outreach and Point-In-Time Plan – Pat Rogers
 - DD Dialogue – Gordon Teifel
 - Veterans and Seniors – Yvette Potter
 - HSSN CoC Board – Annette Evans
 - Homeless Plan Advisory Committee (HPAC) – Annette Evans
 - Homeless Management Information System (HMIS) – Angela Mullins
 - o Longitudinal Systems Analysis (LSA) Report
- V. **GENERAL BUSINESS: 9:30 a.m.**
 - FY2020 CoC Program Grant Application, Renewal valued at \$3,837,090
 - COVID CARES Act Renters Relief and Prevention Assistance Programs
 - Winter Shelter Resources and Enrollment Process
 - Metro Supportive Housing Services (SHS) Program Update
- VI. **ANNOUNCEMENTS: 9:50 a.m.**
- VII. **ADJOURNMENT: 10:00 a.m.**

Next Meeting: Wednesday, December 2, 2020

The HSSN is open to the public and all are invited to join – see website for additional information and past meeting agenda, minutes and handouts at <https://www.co.washington.or.us/Housing/EndHomelessness/hssn.cfm> Comments regarding the agenda can be directed to Annette Evans, Homeless Program Manager, at 503-846-4780 or email Annette_Evans@co.washington.or.us

Department of Housing Services
111 NE Lincoln Street, Suite 200-L, MS 63, Hillsboro, OR 97124-3072
(503) 846-4794 • fax (503) 846-4795 • TTY 711 or 1(800)735-1232 English or 1(800)735-3896 Spanish
www.co.washington.or.us



HOUSING AND SUPPORTIVE SERVICES NETWORK
Providing a Continuum of Care (CoC) in Washington County
 October 7, 2020, 8:30 a.m. (Virtual Meeting)

Mission: Housing and service provider agencies working to bring a broad spectrum of organizations together as partners in the community to perform strategic planning, gaps analysis, prioritize resources needed to provide a continuum of care for individuals and families who are at-risk or experiencing homeless.

ATTENDEES:

- | | |
|--|--|
| <p>Alexander, Allie—Good Neighbor Center Angeles, Nic—Housing Independence Atherton, Haley—OHSU Bailey, Lisa—City of Beaverton Baker, Vernon—Just Compassion Brown, Andrew—Ecumenical Ministries-Metro Homeshare Brownell, Amy—Ecumenical Ministries-Second Home Burnett, Amanda—DVR Burnham, Jeff—Luke-Dorf, Inc. Calvin, Mellani—ASSIST Program Carrillo, Josh—Northwest Housing Alternatives Chavez-Sam, Karmen--APANO Donner, Crystal—Community Action Organization Downen, Lindsay—Luke-Dorf, Inc. Dwyer, DaNene—Portland Community College Evans, Annette—WC Housing Services Fellger, Vara—WC Housing Services Ferguson, Kerry—Family Promise of Beaverton Fields, Kaylie—DHS Fleming, Robert—Community Action Organization Fox, Karen—City of Tualatin Franco, Magali—OHSU-Tuality Alliance Galian, Katherine—Community Action Organization Garcia, Gracie—Bienestar-Oregon Gong, Leslie—Washington County Greene, Jacen—PSU-HCAC Guptill, Jolene—Family Promise of Beaverton Hearn, Liz—CPAH Kaleyor, Komi—WC Housing Authority Lloyd, Rhonda—Salvation Army Ludlam, Mandie—Community Housing Fund Lyons, Heather—Corporation for Supportive Housing</p> | <p>Markus, Michelle—Mental Health Assoc of Oregon Merecias, Adam—Providence Merkel, Cole—Here Together Oregon Mullins, Angela—WC Housing Services Ohler, Virginia—West Tuality Habitat for Humanity Osuna, Ruth—WC County Administrative Office Palestino, Sara—Beaverton School District Penney, Darcie—DVR Perkowski, Kaja—Open Door Counseling Center Pero, David—McKinney-Vento Liaison/HEN Potter, Yvette—WC Dept of Aging & Veteran Services Rogers, Patrick—Community Action Organization Ruan, Elvi—Community Action Organization Schaeffer-Bischt, Blair—WorkSystems, Inc. Schimmel, Brian-- Smith, Gary—US Dept of Veteran Affairs Stoller, Rick—Ecumenical Ministries-Second Home Swearingin, Nicole—Luke-Dorf, Inc. Taylor, Molly—DHS Taylor, Rosemary "Rowie"—DVR Teifel, Gordon—Families for Independent Living & DEAR Trinkle, Jamie—Oregon Law Center Valencia-Aguilar, Mari—WC Office of Community Dev. Valfre, Val—City of Forest Grove Von Tersch, Meghan--CAP Waltschew, Ivana—Community Action Organization Welch, Lexi—DHS Williams, Carrie—Luke-Dorf, Inc. Williams, Natalie—WC Office of Community Development Woodford, Amber Yap, Anita—Multicultural Collaborative Younis, Balen—Lutheran Community Services</p> |
|--|--|

Chair: Annette Evans, Public Agency Representative, annette_evans@co.washington.or.us
 Co-Chair: Katherine Galian, Nonprofit Agency Representative, kgalian@caowash.org

I. INTRODUCTIONS

II. GUEST SPEAKER

Heather Lyons, Corporation for Supportive Housing (CSH), "CoC Racial Equity Analysis – Metro Supportive Housing Services (SHS) Local Implementation Plan (LIP)"
 Heather provided an overview of Metro's required elements for racial equity analysis within the LIP and the priority populations to be served by the program.

HSSN October 7, 2020 Minutes

HMIS data was extrapolated for persons served in Washington County with Personal Identifying Information (PII) removed and provided to the Joint Office of Homeless Services to use a consistent methodology for developing racial equity analysis data for the Metro region. American Community Survey (ACS) data on race and ethnicity for all income levels of Washington County was used to compare those in HMIS who fit the parameters of Population A (75%) and Population B (25%). The data was then disaggregated into families, single adults and children under 18, and young adults aged 18-24. The data clearly demonstrated the overrepresentation of certain racial groups within the service (homeless) population compared to their composition within the general population overall in both population categories. Hispanic or Latino/a/x group required further inquiry as to the reasons for under representation in the "Adult" and "Youth" groups, whether it was because they were just not seeking services and if so, why. She noted HUD's narrow "chronic homeless" definition; however, limited the sample size available in HMIS to reflect the true need within the county and noted CSH has used other sources of data to provide a more comprehensive picture, such as the Child Welfare Systems. Several members expressed concern about the small sample size being used for Population A.

Annette shared, the results from the Racial Equity Analysis being performed by CSH will support the Metro SHS LIP requirements and will inform the annual racial equity analysis requirement for the CoC Program Grant Application to help communities identify who is accessing the homeless system and address over-representation of communities of color in the homeless population.

Anita Yap, Multi-Cultural Collaborative, "Stakeholder Community Engagement – Metro SHS Local Implementation Plan (LIP)"

Anita reviewed Metro's LIP required elements for community engagement and the types of community engagement events she was implementing (listening sessions, focus groups, written and online surveys in English/Spanish). She encouraged members to complete the online Stakeholder survey she had developed and to reach out to her with information about culturally specific organizations who were working with Native Hawaiian/Pacific Islander/American Indian/Alaska Native and Black/African American populations. Katherine shared, the LIP provides an opportunity to build a system to address racial disparities in Washington County's homeless system. She encouraged service providers working with overrepresented populations to be engaged and vocal as they were in a unique position to guide the local implementation of the Supportive Housing Services program to make sure services available met the needs of those populations.

The membership was polled to prioritize the top three housing and service-based interventions with the following results:

| | HOUSING INTERVENTIONS | | | | |
|--------------------|---------------------------|----------------------------|----------------------------|---------------------|----------------------------------|
| Supportive Housing | Long-Term Rent Assistance | Short-Term Rent Assistance | Housing Placement Services | Eviction Prevention | Shelter and Transitional Housing |
| 64% | 58% | 21% | 42% | 36% | 42% |

| SERVICE-BASED INTERVENTIONS | | | | | | |
|-----------------------------|-------------------------|-------------------|------------|------------------------------|--------------------------------|----------|
| Tenancy Support Services | Housing Case Management | Behavioral Health | Addictions | Culturally Specific Services | Employment and Benefits Income | Outreach |
| 48% | 65% | 50% | 13% | 48% | 65% | 25% |

Questions and Answers

Why do we see these differences in service populations or racial disparities?

Community engagement will hopefully provide the story behind the numbers. Heather shared, CSH is researching what other communities have done to address these issues. One way the issue could be addressed is through targeted funding for culturally specific organizations.

How much case management would be included in wrap around services?

Metro SHS funds are flexible and not as prescriptive as HUD/state funds. How and what services are rolled out depends upon the services that are deemed as needed through the community engagement process. Heather added coordination across systems to leverage funds available in existing systems to provide needed services was important as well.

What are the opportunities to increase the number of culturally supportive service providers to offer these critical services?

Opportunities to add providers could come through the gaps analysis and/or community engagement where gaps in services would come to light.

- Many felt the real work began once an individual was housed.
- Case managers with dual diagnosis specialties could be instrumental in moving individuals forward to work on issues key to their success.
- Once housed, behavioral health and addiction partnerships could be utilized to assist individuals with program participation.
- The Metro SHS program will hopefully allow Case Manager caseloads to be at manageable levels to allow them to be effective and provide the level of services needed for each and every one of their clients.
- In a perfect world outreach would walk through the process with individuals and once housed, hand off the client to a case manager who would continue to work with them to retain housing.
- Collaboration between agencies providing wrap around services is critical to the success of the program.
- Ultimately, outreach should be broken down into specialties, e.g. Housing Specialists.

Follow the link to complete the stakeholder online survey,

<https://www.surveymonkey.com/r/XHVV23S>.

For more information, or to provide additional feedback, contact Anita Yap at

anita@multiculturalcollaborative.com or Heather Lyons at heather.lyons@csd.org.

III. APPROVAL OF MEETING MINUTES

Motion: Approve September 2 meeting minutes.

Action: Lindsay Downen

Second: Katherine Galian

Vote: Approved, unanimously.

IV. GENERAL BUSINESS

A. FY2020 CoC Program Grant Application \$3,837,090 Project Renewal

Annette reported HUD has not released the NOFA yet and she is in contact with HUD as there are funding constraint concerns for programs expiring beginning in January.

B. Metro Supportive Housing Services (SHS) Levy

Applications for the Metro Regional Oversight Committee closed on Friday, October 2. The committee will be comprised of 15 members, 5 members from each county. Metro will forward applications received to the appropriate county to begin the review process. After appointment by Metro, committee members will begin review of the local implementation plans. The Intergovernmental Agreements (IGA) between the counties and Metro require the Metro Regional Oversight Committee be in place before distribution of any funds.

C. 2020/2021 Winter Shelter Plan

The winter shelter response plan is an enrolled shelter "hub" model located in West County (Cornelius, Forest Grove), Beaverton, Hillsboro, and South County (Sherwood, Tigard, Tualatin), open 7 days per week up to 120 days. County, EFSP and ESG CARES Act funding in the amount of \$1.2 million has been secured to operate the five sites. The shelters will aim to prevent COVID disease transmission by enrolling local homeless residing near one of the hubs using outreach referrals within geographic regions and will require daily wellness checks. The shelter hub model will increase bed capacity to 150 beds every night and provide stability throughout the winter season. The Built for Zero efforts which include outreach, service providers and housing case conferencing will be leveraged to transition clients into housing when the shelter closes.

Katherine reported the outreach team continues to focus on coordinating outreach efforts to ensure geographic coverage throughout the county as well as to work with outreach without HMIS access to add their data. Pat Rogers added they were also reviewing and updating lists of homeless within HMIS to determine who was currently homeless in Washington County. The list includes anyone with an open entry in a program serving literally homeless. Katherine asked providers serving literally homeless to close out entries of program participants with whom they have lost contact to keep HMIS data clean, current and usable.

Annette shared the day centers will work closely with outreach to align persons in the winter shelter process. She recognized Open Door Counselling Center, Just Compassion of East Washington County, HomePlate Youth Services and Project Homeless Connect for their work during the pandemic, noting it was critical for them to remain open and available to help support homeless individuals.

V. ANNOUNCEMENTS

- Katherine reminded providers that Community Action has eviction prevention and utility assistance and in September processed close to 500 household applications and distributed \$2.5 million in eviction prevention assistance through Community Action and their partners.

VI. ADJOURNMENT

The meeting adjourned at 9:54 a.m.

Minutes prepared by Vara Fellger, Washington County Department of Housing Services

To be added to the HSSN email list, contact Annette Evans at Annette_Evans@co.washington.or.us

HSSN October 7, 2020 Minutes

| HOUSING INTERVENTIONS | | | | | |
|-----------------------|---------------------------|----------------------------|----------------------------|---------------------|----------------------------------|
| Supportive Housing | Long-Term Rent Assistance | Short-Term Rent Assistance | Housing Placement Services | Eviction Prevention | Shelter and Transitional Housing |
| 64% | 58% | 21% | 42% | 36% | 42% |

| SERVICE-BASED INTERVENTIONS | | | | | | |
|-----------------------------|-------------------------|-------------------|------------|------------------------------|--------------------------------|----------|
| Tenancy Support Services | Housing Case Management | Behavioral Health | Addictions | Culturally Specific Services | Employment and Benefits Income | Outreach |
| 48% | 65% | 50% | 13% | 48% | 65% | 25% |

Washington County LIP Focus Group Notes
HPAC Meeting 10/15/20

1. Who is not represented in the data?
 - Youth, many are couch surfing with friends and tend to stay away from services, don't want to be pulled into DHS services
 - Could engage with Street Outreach for point in time
 - Latinex are undercounted, afraid to make voices heard, mistrust of government.

2. Services needed.
 - Challenges getting youth to fit into programs and funding streams
 - Virginia Garcia has the RISE program where individuals can learn about plugging into government. This program has been discontinued because this was grant funded and spent out.
 - 30% of the population is Hispanic and Latino, need more bilingual staff and culturally responsive programs
 - Need to think differently, as programs are through an adult framework and there should be a youth centered framework
 - Are we putting people at the center of the question? Most of our programs are driven by funder and compliance.
 - Can we reach people through business, reaching them is difficult. What are creative ways to do that?

2. Poll results. Attached.

Community Engagement - Poll #1

Anonymous? ⓘ

1.

Of the funding options for this new resource, what would you prioritize? Please select the top 3 priorities.

Single Choice Multiple Choice

| |
|----------------------------------|
| Supportive Housing |
| Long-Term Rent Assistance |
| Short-Term Rent Assistance |
| Housing Placement Services |
| Eviction Prevention |
| Shelter and Transitional Housing |

Community Engagement - Poll #2

Anonymous? ⓘ

1. Of the funding options for this new resource, what would you prioritize? Please select the top 3 priorities.

Single Choice Multiple Choice

| |
|--------------------------------|
| Tenancy Support Services |
| Housing Case Management |
| Behavioral Health |
| Addictions |
| Culturally Specific Services |
| Employment and Benefits Income |
| Outreach |

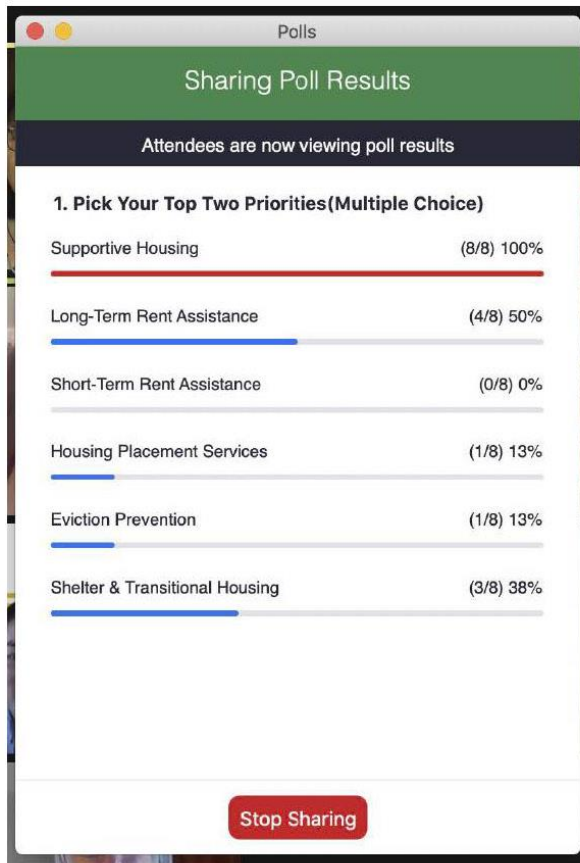
Washington County LIP Focus Group Summary
Affordable Housing Developers and Service Providers
11/6/20

- Funding for supportive services: Lifeworks, Sequoia, New Narratives, serve significant amount of people with mental illness in homeless communities, hospitals/jails, we attempt to find housing for them; they need support with basic life skills, behavioral health and transition to living on their own. Most don't have opportunities for experience for living on their own. Juniper House, Tri Haven, our partnership with Bienestar to provide supportive services in new housing they are building could be a good model.
- Many Latinx end up in jail rather than hospital, history of discrimination and racism
- Washington county is looking at jail diversion programs, mental health, substance abuse many end up in jail
- Need to provide access to mental health response/supportive housing, not just treatment
- Data sharing: coordinate how to do that
- Looking into Unite Us platform to help coordinate with housing and serving needs and connect to HMIS, referrals
- Need housing navigation, possible outside services
- Built for Zero program: houseless priority collaborative with law enforcement, social services. Leadership Wash Co/Just Compassion/Community action: current focus on single individuals, not families.
- Need this program for families. Most services by NARA in Wash Co. Household composition is fluid and navigating system is difficult
- Need to design the system for flexibility
- NARA does not have site in Wash/Clack/Clark, people must travel across town to get served
- Huge gap for African/Black community: partnership with African American churches
- NARA collaborate with Urban League, SEI, APANO/Unite in Portland
- Asian Health Service office in Beaverton, public health/aging, not specific to housing
- The need is great. Hit/miss
- Confidence in the changes in Wash Co: elected officials, staffing
- Housing/health/culturally specific needs
- Housing first: Sequoia endorses this model, it's challenging working with these folks, the need a lot of support: need excellent staffing from organizations and institutional support for gaps not covered by Medicare
- Housing First: who decides what the definition is? Wash co does not have a definition: need to look at report: governance model
- Are we going to let people using illegal drugs in housing or evict?

1

49

- Should use a harm reduction approach to get into housing or treatment, what they need the most
- Housing First is expensive, funding opportunities are limited
- We need housing for folks to move to alcohol/drug free housing, most don't quality and getting stable is a barrier, especially if there are project-based subsidy
- Need to have specific definition for Housing First and permanent supportive housing
- Need support from policy makers to understand the population we are serving: i.e.: a few times residents will continually call elected officials complaining when they are having issues. Need protocols to work together to de-escalate due to mental health issues
- We need community-based services not focused on enrolling people
- There's conflict with PSH in buildings mix with residents, need to build community within properties, mental health and resident conflicts
- NARA: SAMSA program, majority not interested in enrolling in program, though they would like mental health services, need flexibility outside of Medicaid
- Need capacity building: Bienestar: how do you keep families together and bring in harm reduction? with drugs
- Property managers should be at the table, they glue residents/resident services. For profit property managers: we have power to influence by how much we pay property managers
- Would love to see a mission-based property management business
- Barrier: need to intentionally address racial equity and fair housing laws to avoid legal challenges.
- Coordinated entry: tend to screen some people out, need to work with the housing authority: rental voucher/HUD/Fair housing
- There is a year-round shelter need, winter shelters great, mostly single adults and other times than winter, we have to send to Multnomah county shelters



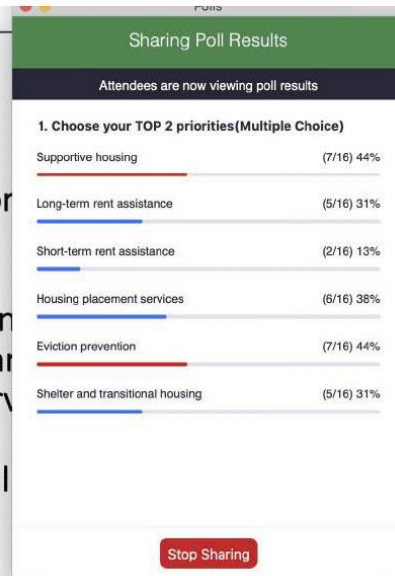
Washington County LIP
Focus Group Summary Thrives Coalition
10/29/20

- Homeplate participated in Consolidated plan, conducted focus groups. Engaged early, compensated youth to participate. They have a Youth Advisory Group and could do a focus group.
- Sequoia Mental Health: HUD housing, chronic mental health residence.
- Use internal shelter to complement case management
- Unite is serving homeless
- Outreach is siloed. Organizations mostly do inreach. Who is being serviced, who has the ability to come to the agencies. These are easier to serve
- There is not much infrastructure for really dealing with the hardest to serve. Need more case managers to do outreach.
- Is the police/sheriff's department data about when they interact with mental health and other issues transferred over to homeless services for data and also services?
- Other organizations and people to bring into discussion for priority population
 - Katie Riley: ESD services
 - Black Parent Initiative. Beaverton School. Desire Williams
 - United Way Washington County Early Learning: Begonia Rood
- Community Alliance of Tenants would be a good organization to engage with.
- Transportation services spread out. If don't have car, difficult, shelters are locate in different areas, maybe ride share/TriMet
- Divesting from police: reinvest in social services. Providers trained and deliver services, staff and tools.
- Needs assessment: data points, not sure captured, Central dispatch system, does in come through the police to homeless services data?
- Zoom poll attached for priority investments.

Zoom Poll

Choose your top two priorities

1. Supportive Housing
2. Long-Term rent Assistance
3. Short-Term rent Assistance
4. Housing Placement Services
5. Eviction Prevention
6. Shelter and Transitional



Washington County LIP Focus Group Notes
Street Outreach Group 10/29/20

- Hillsboro PD, some won't engage due to mental health, substance abuse, unsheltered, but don't want to be. Safe Sleep: are not POC, large population
- Inreach: undocumented go unserved, what services, but don't want to engage with system
- Mental health: lack of engagement, some POC feel discriminated against
- Most police know the people and try to connect, try to involve outreach folks, don't collect data, want to learn how to
- Street outreach/day shelters data collection, in HMIS, but not pulled by CSH data
- Spanish speaking - Homeless travel and are in different places than mainstream homeless and don't get counted in point in time, and not accessing mainstream services
- Homelessness is different in BIPOC community, may not always meet eligibility criteria
- Offers services, priority housing, not mental health
- Structural changes: supportive housing requires
 - Low-barrier housing not available, too many hurdles
 - Birth certificate/ID hard to get during pandemic
 - We keep forgetting the basics of relationships
 - The criteria is for housing and services, not centering people's needs
 - Decentralization: too much paperwork: SS office/DMV have to get to, so many issues: need a one stop shop
 - Some may not come to a building
 - It's confusing and many give up
 - Youth systems outside of housing: barriers ID/DMV
 - Housing first, permanent supportive housing
 - Approach from harm reduction:
 - Regular capitalistic housing market needs to have opportunities with no screening measures
 - Sex offenders/arson records are two barriers to housing, cannot access housing
 - Lack of Spanish speaking staff, need 24-hour translator/interpretation services
 - People released from jail usually have ID, but not the kind needed to access services, can this be used
 - Hire someone to help people navigate the process
- Housing alternatives, tiny house, some want community and shelter, and don't want to be in traditional housing
- Some want a place to just to sleep with their sleeping bag. Rules are hard to follow. Hillsboro camping ordinance, like McMinnville: time and place to go, but requires to be mobile.
- Take advantage of a place to pitch a tent, aversion to mainstream housing: fear of failing in the system and ability to compete.

- Relationships, build trust: especially those outside for a long time, sense of rejection & guilt for getting housing. Options for some that will not go into the system: meet them where they are and walk with them. Not just case managers, relationship and trust is important, know who to contact.
- Homeplate: city/indigenous families: partner with other communities that speak languages other than Spanish
- Lawyers that specialize in immigration cases
- Transitional housing: we spend a lot on motels: could gravitate to more permanent housing; veterans, need to build relationships
- Access to phones, we lose track of people
- Temporary shelter: allows for dignity and be independent: a shower
- Senior community is getting larger: limited SS and rents rising being displaced. MH parks, can't afford to pay rent
- Forest Grove: transitional housing: pod villages
- Tierragua.org. indigenous family language
- Need more peer mentors, peer support specialists, range of lived experience
- Internal peer support training certification: Angela Prater mhaoforegon.org
- Plane/greyhound tickets to get to families.

Washington County LIP Focus Group Notes
Rent Assistance organized by Community Action
10/14/20

No specific organization serving Black/African American, Urban League is starting to work in Washington County.

Services needed.

- Culturally specific navigator for each person, it's hard to understand housing and all the steps to get housed.
- Packaged comprehensive information. Sometimes people in my community have to come back 8 times to bring back more information/paperwork. They are not given all the info, it is given in pieces. It's hard for people that don't speak English and the leasing agencies don't speak the languages. Big difficulty and barrier.
- Need interpreters, people have to wait a long time to schedule and for them to arrive. The information should be in different languages too.
- People lack health benefits, this adds to stress
- Simplify application for housing into one application, seniors need to apply for each location, and are on separate waiting lists, it becomes very complicated to try to monitor all of these
- Small business assistance. Immigrants and refugees want to start businesses, but don't know where to go and how to do it
- Provide rent assistance for subleases
- A barrier is needing references from past landlords, some don't have a track record
- Programs to help people who are working with financial literacy
- Rent well program works and someone just found out about it at this meeting!

Appendix 5: Community Engagement Stakeholders Online Survey

MCC developed a 15-question on-line survey with input from CSH and Washington County staff with several opened-ended questions to ask the community about priorities, barriers and ways to focus resources to priority populations and racial equity. The survey link was posted to the county website and distributed widely by Here Together Coalition and other community partners. We asked LIP committee members to share the link and participants of focus groups to share this link with their networks. This survey was intended to engage stakeholders, including business, education, community members, and others with an interest and opinion to share with the county regarding this initiative.

Highlight of responses

- A few responses mentioned that land use regulations, building permits and fees, and SDCs should be relaxed so additional units could be built quicker to meet the need.
- Removing barriers that existing programs require due to federal requirements, such as income caps, credit/criminal history, regulatory paperwork and waiting times, broaden how people can use rent assistance money for other associated costs (deposit, first/last) etc.
- Outreach, collaboration and coordination is needed.
- Center the person, don't try to fit them into the program.

Survey Response Summary

Demographics

78% white

9.5% non-white

Distribution of respondents

20% direct service providers

20% non-profit

16% education

14% business owners

10% government

20% other, community member

Summary of responses

1. Main barriers for homeless or at risk of homeless
 - a. Lack of resources
 - b. Lack of support services
2. Barriers are different for racially diverse people: 64%
3. Unique challenges for receiving services
 - a. Lack of culturally relevant services
 - b. Language/literacy
 - c. Access, don't know where to go
4. How can barriers be reduced?
 - a. Provide relevant services for what people need: culturally/language, mental health, disability, etc.
 - b. Do a better job at outreach
 - c. Lower restrictions, such as income, credit, rental/criminal history

5. How can homeless service partners and stakeholders improve coordination?
 - a. Improve collaboration and coordination
 - b. Provide culturally specific services
6. How can we improve access and long-term stability for people of color?
 - a. Engage with BIPOC community to find out
 - b. Provide culturally specific services
7. If you could improve one thing about housing with support services, what would it be?
 - a. Provide more affordable and transitional housing
 - b. Provide more support services: rent assistance, mental health, family therapy, job training, etc.
 - c. Be responsive to what people need
8. How can we better address racial equity for people of color in creating and sustaining housing and other support services?
 - a. Provide culturally specific services
 - b. Remove barriers
9. Who else should be included in these discussions?
 - a. BIPOC
 - b. Youth
 - c. People receiving services

Priority funding results from survey next page.

On May 19, 2020, voters approved Measure 26-210 to raise money for supportive housing services for people experiencing homelessness or at risk of experiencing homelessness.

The program is funded by a 1% tax on taxable income of more than \$125,000 for individuals and \$200,000 for couples filing jointly, and a 1% tax on profits from businesses with gross receipts of more than \$5 million. Tax collection revenues from this 10-year levy is projected by mid-year 2021.

Washington County is preparing a Local Implementation Plan to describe their local housing and homeless service needs, current programming and unmet programming capacities, and proposed use of funds in accordance with the purposes of the regional Supportive Housing Services program.

We are seeking your input as we develop our plan.

1. What do you think are the main barriers for people experiencing homelessness or at risk of homelessness to receiving housing and housing related services, such as rent assistance, eviction prevention, homeless support services?

2. Do you think these barriers are the same or different for racially diverse individuals?

3. If yes, what do you think are the unique challenges/barriers to receiving services?

4. How could these barriers be reduced?

5. How can homeless service partners and stakeholders in your community improve coordination for providing services for communities of color among each other and across the tri-county region?

6. How can we improve access and long-term stability for people of color?

7. Of the funding options for this new resource, what would you prioritize? Rank 1-6, 1 being the highest priority.



Housing with other support services for homeless individuals and families* Support services include, but not limited to: mental health, medical, employment assistance, financial education.



Long-term rent assistance.



Short-term rent assistance.



Housing placement services.



Eviction prevention.



Emergency shelter and transitional housing, ie. short term housing to transition independent living.

8. If you could improve one thing about housing with support services or other housing for people experiencing homelessness in your community, what would it be?

9. If you could remove one barrier to increasing the availability of housing with supportive services or other housing for people experiencing homelessness in the County, what would it be?

10. How can we better address racial equity for people of color in creating and sustaining housing with other support services and other housing for people experiencing homelessness in the County?

11. Who else should be included in this process and these discussions?

12. Tell us about yourself: Where do you work?

Direct service provider organization? Name of organization.

Type of service:

Race and Ethnicity of Population served.

Business owner? Name of Business

Non profit? Name of non-profit.

Education? Name of institution.

Government? Name of government.

Community member?

Other? List.

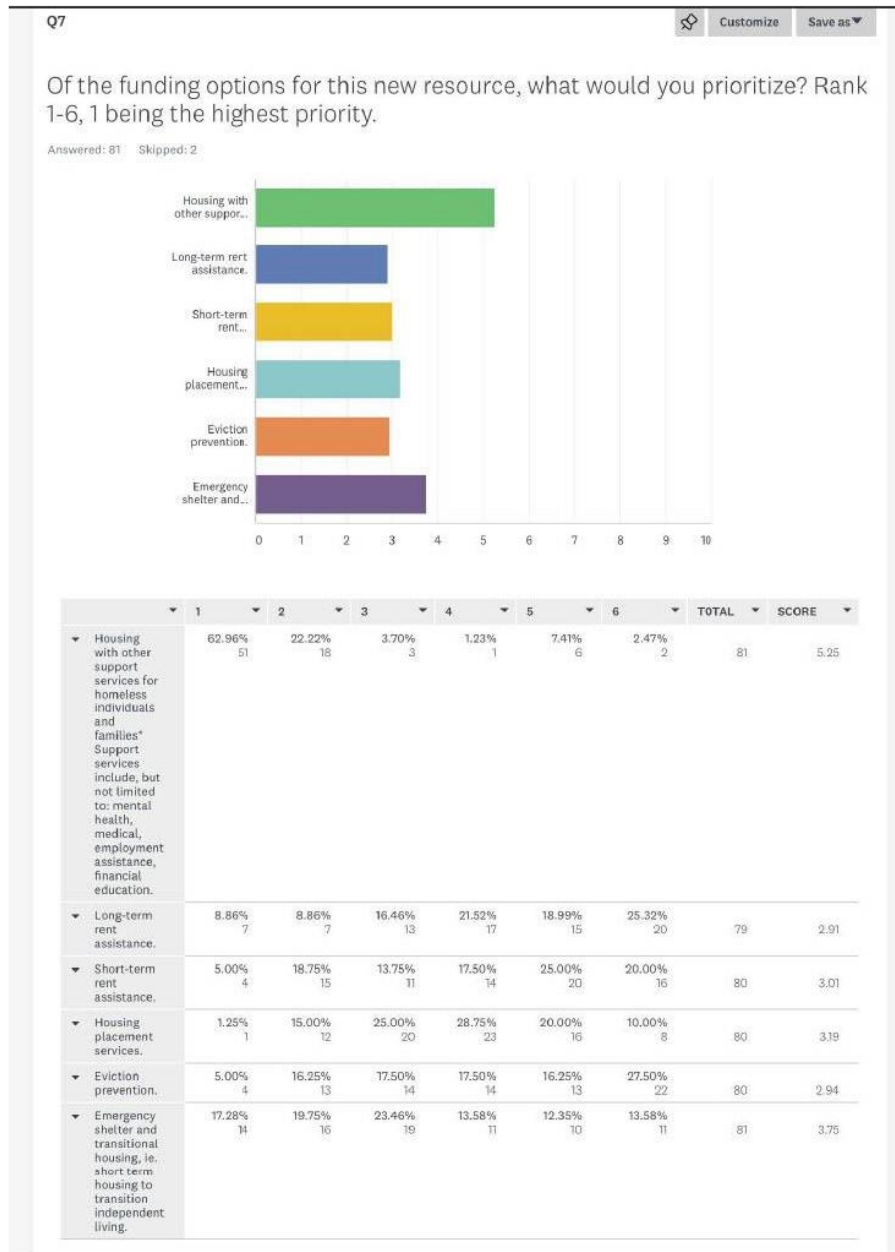
13. What is your racial and ethnic identity?

14. Zip code for place of business, employment or residence. This information will helpful for us to understand geographic location where people are participating.

15. Would you like to be added to an email list to receive updates? If yes, please fill out contact info below:

Name

Email Address



Appendix D: Racial Disparities and Strategies in Washington County

RACIAL DISPARITIES AND STRATEGIES IN WASHINGTON COUNTY

FEBRUARY 4, 2021

The Washington County Local Implementation Plan (LIP) Advisory Committee met on February 4, 2021 to discuss racial disparities and equity strategies important for Supportive Housing Service program development and implementation. The following discussion questions were asked of committee member during small group breakout sessions:

- What do you need to tell us about the way racial disparities exist and can be measured within Washington County?
- What are your recommendations for our racial equity strategies to mitigate and address these disparities?

FEEDBACK SUMMARY

The following general themes of disparity emerged in small group discussions:

- Black and Indigenous people of color, Latinx, immigrant/refugee communities, LGBTQI2S+, and young people's needs are not reflected in housing service data collection methods, metrics, and reporting on homelessness in Washington County, reducing or eliminating opportunities to access needed supports.
- Communities of color have been excluded from formal decision-making and response-forming tables, governance bodies, and community leadership opportunities.
- Washington County has few culturally specific organizations or culturally specific services.
- Housing stock, zoning, funding, and codes are based on a White lens, threatening and eliminating housing stability for communities of color.

The following general themes for solutions emerged in small group discussions:

- Invite, welcome, and expand access for communities of color to lead and participate in decision-making activities, evaluation, budgeting, governance, and response-planning initiatives in Washington County.
- Include racial-, ethnic-, gender/sexual identity, and developmentally-informed metrics across service delivery and social determinants of health to identify and reduce gaps in service accessibility and housing security.
- Enhance, expand, and extend culturally specific technical supports to community serving providers for best practices in serving diverse communities of color with intersecting identities,
- Hold public and private organizations accountable to develop infrastructures to eliminate systemic racism, increase culturally specific supports, and use best practices in trauma-informed and person-centered care.

Culturally specific awareness of COVID-19 consequences for communities of color:

- The Latinx community has experienced a surge in experiences of homelessness during COVID-19 due to restrictions limiting traditional protective factors across family supports, home, and work contexts, as well as from lack of culturally-specific supports, reduced access to existing services due to experiences of systemic and interpersonal racism, and immigration threats to family separation and trauma.

AGGRIGATED QUALITATIVE DATA

Small groups formed by the Washington County LIP Advisory Committee documented and submitted conversation topics discussed to Washington County SHS staff. The following sections represent general categories where all small group feedback for racial disparities and equity strategies has been placed.

Metrics

- Not all communities of color access services at the same rate based on need, limiting data reliability.
- Inaccurate data impacts vulnerable communities by further limiting access and visibility, perpetuating inaccessibility to needed services.
- Missing qualitative data
- Forms don't offer information categories relevant or reflective to specific cultural group dynamics.
- Need improved disaggregation of data based on race and ethnicity.
- County's centralization of systems and data, focus on quantitative data, miss out on important information and experiences.
- Black and Indigenous people of color, LGBTQI2S+, lifespan development, experiences of political or domestic violence, and immigration populations are invisible in data collection and reporting on homelessness in Washington County.
 - Don't experience homelessness in ways traditional counts look for or when focused on unsheltered and chronic homelessness
- Mixed race identification can be of an issue in different category.
- Social determinants of health are important data points that can look different across diverse communities of color, ages, identities, and life experiences.
- Integrated systems data needed: law enforcement, health, education, human services
- Use a Community participatory model approach to data collection and analysis – the community owns their own data.
- Expand race/ethnicity data categories to better capture information.
- Monitor Engagement, retention, & outcomes (success as defined by the community themselves) by race/ethnicity to monitor our effectiveness in serving the community.

Services

- Need to invest in culturally specific organizations to help them scale services, ensure long-term technical and financial support to do that, ensure pay equity for staff.
- Multi-cultural, multi-lingual services so all communities have equal access.
- Bring in more culturally specific services within our county.
- Washington County culturally sensitive services don't exist due to implicit bias and assumption progressive support equals culturally competent actions.

- People are most likely to admit/share their housing status if they are receiving other services.
- Get households off the street and match services to ensure stability.
- Community resources advocate meet with recently house household to assist. Get navigators to assist in weaving the system to get the need required.

Practice/Program Approaches

- Important to have choice and autonomy for people being served.
- Providing trauma-informed care is critical.
- Understanding developmental factors in youth support work.
- Recognizing intersections between race, ethnicity, sexuality, gender, and gender identity in experiences of homelessness and domestic violence.
- Making certain that services are flexible enough to meet people's own self-defined needs and the needs of their family to become housed or remain housed, rather than trying to fit them into specific types of support.
- Proximate services tailored to community needs, so people don't have to travel.
- Black are treated differently in law enforcement
- Need to develop workforce. We don't have a culturally responsive workforce.
- Lots of outreach has happened already, consider fatigue of being asked over and over.
- Starts with Trust – someone who looks/likes you – who have similar experiences, can the person who needs help relate to the person trying to help.
- Peers and community-based groups are critical for making organizations safe spaces for diverse community members.
- She wants us to be community centered and individual centered, and build trust and start where people are and their lived experience.
- Need to take care with labels and how people self-identify, not just identifying people by their diagnosis.

Organizational Needs

- Ensure outlying communities have access to funding to meet needs of their community.
- Washington County SHS department can provide accountability structures for best social service practices in the community (e.g., trauma-informed, harm reduction, etc.) and adherence to equity principles (e.g., equity, diversity, and inclusion) in relation to CBO interactions with communities and individuals served.
- Engage faith-based community in this work.
- Improve coordination of services at County level that is equitable and includes outreach for providers serving communities of color.
- Bring established culturally specific organizations into Washington County.

- Culturally specific organizations need Washington County staff and CBO's to welcome and invite relationship for partnership in housing.
- Facilitate collaboration and strengths-based networking of organizations.
- Build scalable infrastructure to provide supportive long-term housing services for communities of color experiencing chronic homelessness.
- Build capacity with local culturally specific organizations and community led groups to do supportive housing service work.
- Support and organize communities so that voices are heard, and systems are responsive.
- Invest funding, time and resources in community-based organizations.
- Create an environment in which developing organizations can thrive – identify and remove barriers to competing for service contracts and support data and reporting both with adequate funding and T/TA.

Education

- Racial disparities in school settings reduce access to supports to keep or find safety for young people.
- Bring in support for speakers of indigenous languages.
- Ensure SHS provides translation supports in verbal and written form.
- Online classes without the needed technology.
- Large families with need for enough space for kids to learn in.
- Local partnerships with McKinney-Vento liaisons to extend and enhance supports.

Covid-19

- Where sharing rides to work has also become less common. We are aware of cases where ride sharing has led to the spread of COVID.
- COVID rates are very high in the Latinx community of Washington County, and we have also seen this threaten people's livelihoods in agricultural/rural areas.

Housing

- Housing stock and zoning lens based on white lens.
- Some building codes prevent flexible use of housing.
- Need to ensure that people who are doubled-up are less at risk of violating rental agreements.
- HUD rules and public charge affect immigrant households, urges Long Term Rental Assistance program from Metro dollars to not discriminate against immigrant households.
- Concerned about savvy landlords using their knowledge of landlord-tenant law in ways that disadvantage tenants that don't know their rights.
- Can lose housing for what are often very minor infractions . . . We advocate for housing when there are many problems.

- Fair housing disparities
- Tenant rights
- We need regional tenant advocacy & a strength-based approach

Employment

- In hiring and promoting
- Need to develop workforce. We don't have a culturally responsive workforce.
- Need to broaden pool of workers, meet people where they are at with people that look like them. Go out to cultural groups.

Systems

- Disparities in financial request
- Concern about Public Charge and HUD rules affecting future applications for citizenship lead to immigrant families not seeking or getting access to housing support dollars
- Disparities in healthcare, homelessness, prison, schools and so on
- Disproportionate representation in Justice system and racial profiling
- In applying for loan or mortgage
- When voting
- When speaking in medical treatment
- Treatment at the time of arresting between black and white
- Structural factors like lack of transit, the way the county is spread out, some communities are clustered
- Geographical islands of isolation and no services
- Continuum of Care needs to include more agencies.
- Criminal justice interface with social services/mental health vs. Physical health – opaque nature of government services.

Diversity, Inclusion, And Equity Governance And Allied Supports

- Speak up and don't keep quiet (during meet, reporting to law enforcement, to the community)
- Empower our different community to feel safe to speak up
- Place an equity and inclusive lens in everything we do and all decisions
- Ask our marginalized communities what they need and want to see
- Having white recognized that sometimes they need to step back or lean back to allow POC to speak and lead
- Empower our black communities
- Create a governance group that has more minority than white

- The intention is not to take away anything but to make it better and be more inclusive.
- Need greater representation on leadership boards. Not a voice at that level. Need authoritative voice directly to decision makers or to be decision maker.
- Go out to the groups and ask them how services should be provided. Give them a forum to tell us what works and what doesn't.
- Start doing the work, but then go back to the groups to check and make sure we are doing it well. Adjust course as directed by those populations.
- There is a frayed safety net – having government structures that work – to build back trust.
- People being stereotyped when they go to store, more likely to be arrested.
- Indigenous populations: what do we have to engage in and support?
- Ways organizational leaders establish relationships within the county.
- Challenges in obtaining/finding funding, capacity building, and establishing relationships with and within Washington County.
- Round table conversation to easily collaborate; simple conversation and coordinate services among orgs; generate ideas and coordinate with each other
- People who were trying to get back to Washco, included AAPIS, Latino, and MENA communities.
- Finding ways to work with washco-Racial Equity Collaborative
- Support leadership from communities of color to sit at County table.
- County needs to fund and add training capacity for agencies..
- Concerned about savvy landlords using their knowledge of landlord-tenant law in ways that disadvantage tenants that don't know their rights.
- Agreed that power relationship between government/state and individuals receiving help is very strained
- Racial inequities make this worse.
- Resources follow decision-making power – at level of who decides where resources go, not just normal government processes – let people affected have more say in how funds are spent, and decisions are made. For example, some existing government programs, exclude some people, e.g., HUD excludes undocumented.
- We should also recognize indigenous communities – not erase them, including people from Mexico and Central America that are indigenous and speak indigenous languages
- Intersectionality of MH and discrimination issues, and lack of cultural competence to serve certain communities – increased isolation.
- Communities are segregated – separation of groups makes understanding, building empathy, integrated community building challenging.
- People of color experience racism in our communities
- Ensure that the community being served directs the programing.

- Racial Equity Plan that VAN lead and facilitated –
- Empower the Black and Indigenous people of color

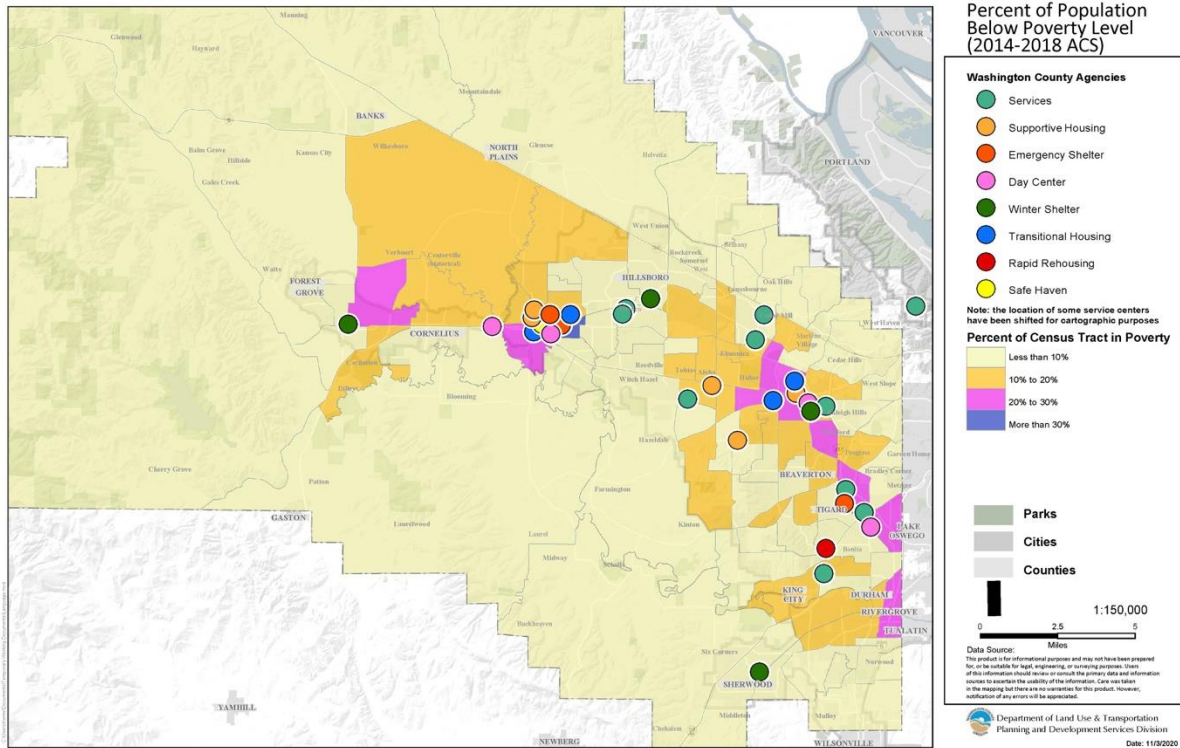
Population

- Is there flexibility to include imminent risk in the populations.
- The economy has grown, we should make room for a new generation.
- Increased homelessness in Latin x community since COVID
- People who were trying to get back to Washco, included AAPIS, Latino, and MENA communities.
- Working with people with disabilities, reliant on grant funds and HUD funds
- Indigenous groups – gaps in housing and wealth
- Intersectionality compounds the problem when people have various traits that work together to lead to homelessness, such as a person of color with persistent mental illness
- Intersectionality of MH and discrimination issues, and lack of cultural competence to serve certain communities – increased isolation.
- Important to remember the intersectionality of different identities – race/youth/sexual identity/gender expression.

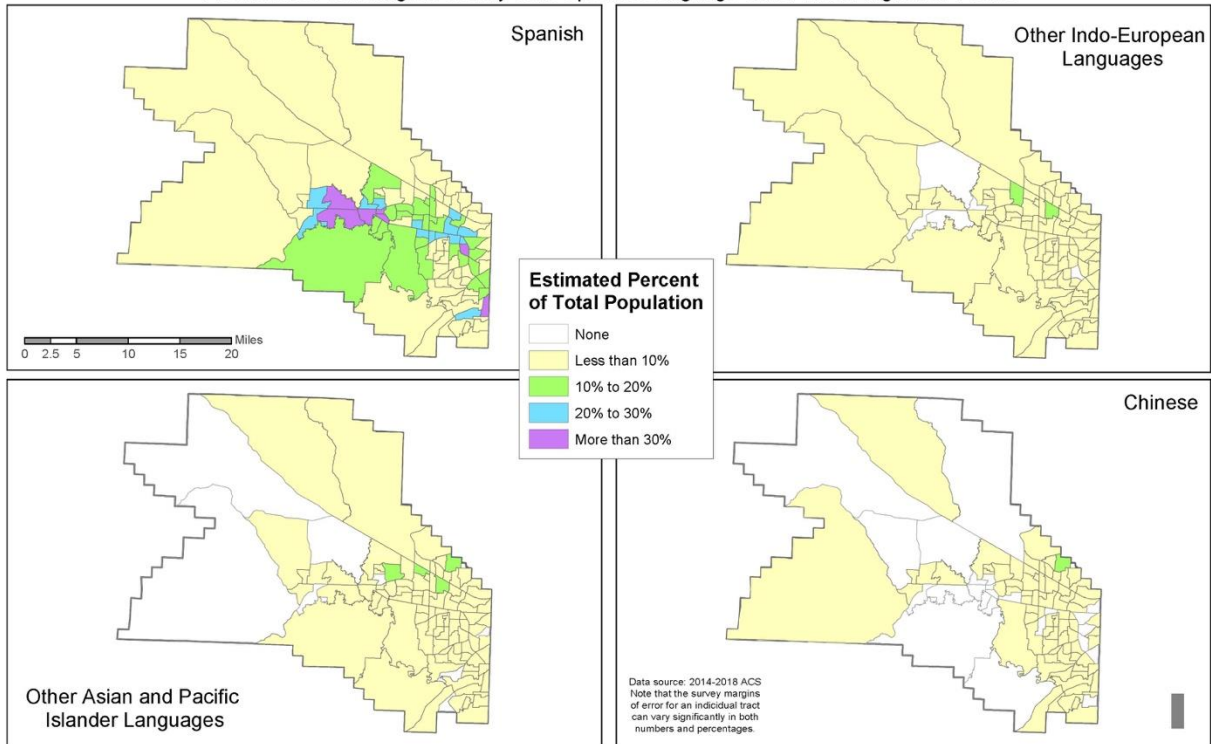
Lip Process

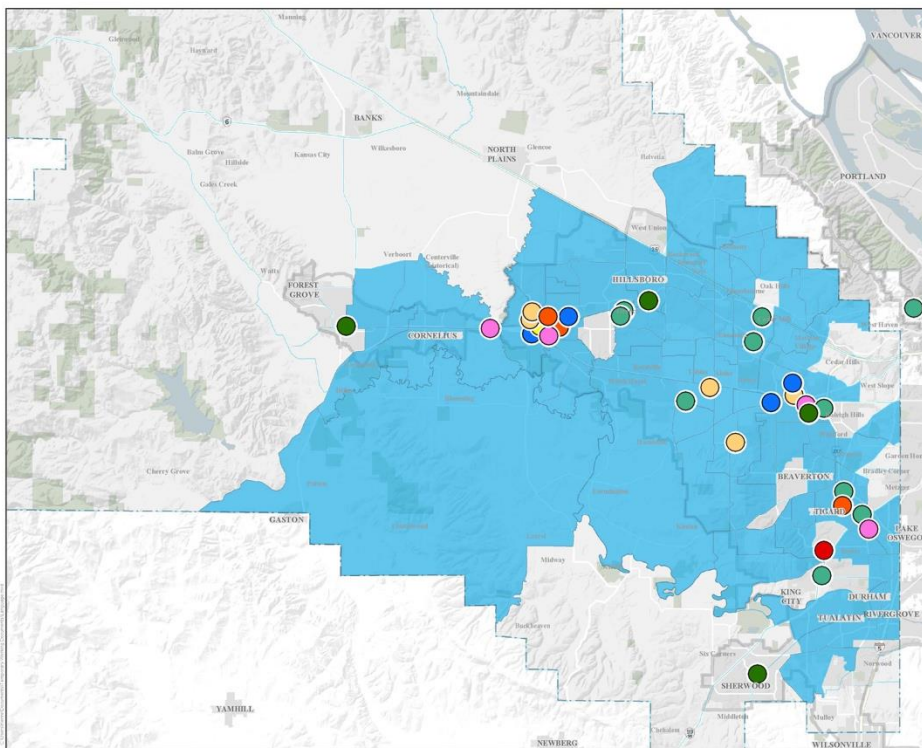
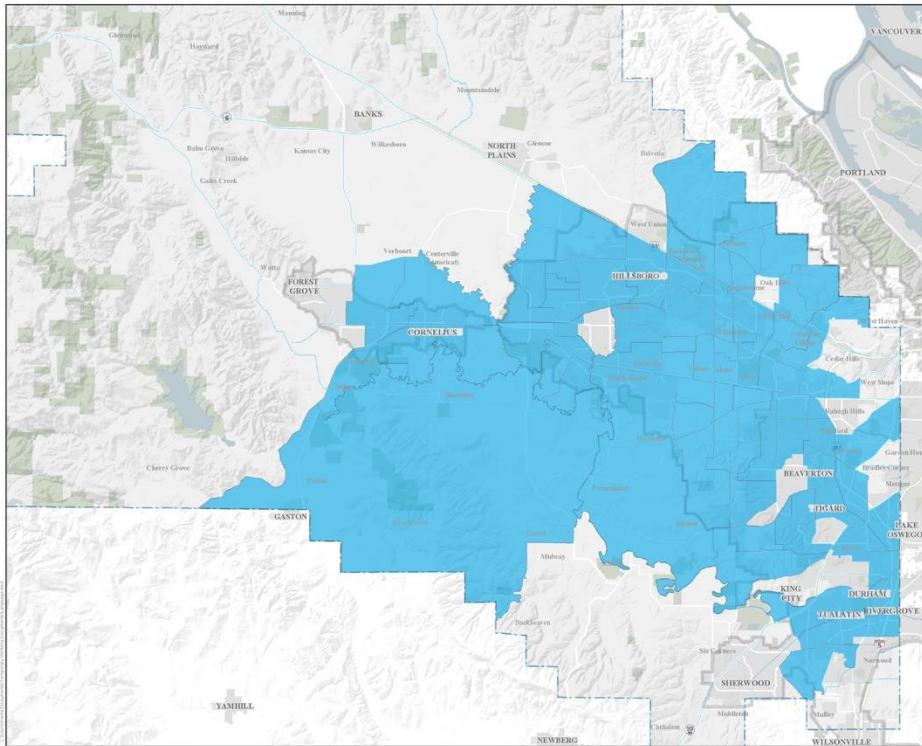
- LIP committee discussed racial equity a lot. Use that work to help answer this question. Use analysis that's already been done.
- What are other tables/initiatives that have recently happened that we can learn from? There has been a lot of focus in this area over the past few months, can we pull in info from other tables? Integrate feedback from other groups.
- Provide compensation for the info, and then move the info forward. We already have this info! Find the feedback we already have and use it.

Appendix E: Washington County Geographic Equity Maps



Residents of Washington County Who Speak a Language Other Than English at Home





Appendix F: Local Implementation Plan Advisory Committee Feedback on Draft Local Implementation Plan



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

The Washington County Local Implementation Plan (LIP) Advisory Committee met on February 18th, 2021 to review the first LIP working draft for the county. Committee members met in small groups to document discussions centering on feedback to inform the ongoing development of the LIP draft. This feedback will integrate submitted feedback from LIP Advisory Committee members on “Racial Disparities and Strategies in Washington County” during the February 4th committee meeting.

FEEDBACK SUMMARY

The following general feedback themes emerged in small group discussions as well as individual feedback electronically submitted to Washington County SHS staff via email:

1. Expand inclusion of specific populations for SHS impacts, barriers, and strategy.
 - Black and Indigenous people of color, Seniors, Children, unaccompanied youth and youth exiting foster care, veterans, people who identify as LGBTQ2S+, women, persons with disabilities, people with intellectual and developmental disabilities (IDD), survivors of domestic violence, people living with chronic health conditions, people with criminal records, and other people impacted by social and systemic inequities.
2. Highlight Washington County’s unique needs, and opportunities.
3. Include regional data and better data sets to better understand the need.
4. Clarify intention to invest in a network of culturally specific service provisions.
5. Clarify the plans for alignment with other investments like mental health investments and capital housing investments.
6. Clarify commitment to pay equity.
7. Include homeownership and wealth building opportunities to programs.
8. Describe ways community partnership will inform development of a SHS shared governance model with commitment to leadership from communities of color, transparency in outcomes and decision-making authority in oversight processes.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

AGGRIGATED FEEDBACK DATA

As a matter of transparency in public record, the following section consists of all LIP Advisory Committee member feedback submitted to Washington County SHS staff proceeding the February 18, 2021 committee meeting.

The following feedback categories were labeled within submitted feedback and used to organize feedback across 75 committee members individually and in groups:

- Background
- Accountability
- Regional and Local Distinctions & Partnerships
- Racial Equity/Inequitable Outcomes
- Analysis of Racial Disparity and Inequitable Outcomes
- Representation
- Geographical Equity
- Analysis of unmet need
- Pay Disparity
- Priority Populations
- Community Engagement
- Coordinated Entry
- Capacity Building
- Integrated Systems
- Planned Investments / Phasing of Planned Investments
- Culturally Specific Integration of Services
- Outcomes and Evaluation
- Appendices

BACKGROUND

- This lists 618 people as experiencing homelessness in Washington County, which is the 2020 PIT Count number. Later in the report, it lists 2550 people experiencing homelessness served by the CoC in 2020.
- The Oregon Dept. of Education shows more than 2000 students experiencing homelessness in the 2019-20 school year, including nearly 450 unaccompanied youth.
- Using all these sources, PSU's HRAC estimated 7,243 people experienced homelessness in Washington County in 2017.
- Worry that this framing dramatically understates the scale and type of homelessness in Washington County, even with the reference to "thousands more" experiencing "episodic homelessness or housing insecurity."
- It may be helpful to list the different counts and define them in the background section, especially children and youth not captured by the numbers listed elsewhere.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

ACCOUNTABILITY

- The state should require training about sexual orientation, gender identity and expression, healthy sexual development or issues specific to LGBTQ+ youth for staff working in RHY Systems.
- The state should establish nondiscrimination protections for LGBTQ+ youth in youth homelessness services.
- The state should establish and maintain a stipend community advisory board for youth that informs youth homelessness policy (Youth Action Board).
- Leadership's role in LIP is missing – what are top leaders accountable for.

REGIONAL AND LOCAL DISTINCTIONS & PARTNERSHIPS

- Didn't seem like the draft had anything to do with Washington County – could apply to any county so did not get to issues at the county level.
- No acknowledgement for why we need to build an entire infrastructure and culturally specific service provider network in 2021 – speaks to the lack of investment and lack of willingness for Washington County to “own” neglect of our communities of color and other vulnerable communities currently underserved or ignored altogether.
- Multnomah County families seem to access more services more broadly than families in Washington County currently.
- Gaps with regard service needs, culturally specific groups, ethnicity, immigrants, service coordination issues between Multnomah and Washington counties.
- Regionalism is not addressed in a meaningful way; does it mean that Tualatin could be served by Clackamas, for example?
- Stakeholder advisory table had this as one of the values; commitment to regional approach on Pg. 14 and aligning and leveraging other systems of care – people should be able to access from anywhere
- Washington County will address both local and regional issues which doesn't necessarily mean one Community Connect system.
- Regional long-term rent assistance is another example where vouchers are of equal value throughout region.
- Homeless youth system: wonder if youth are coming to Portland? How many unserved people from Washington County go to Multnomah County? Make sure services for Washington County residents are available in Washington County.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

RACIAL EQUITY / INEQUITABLE OUTCOME

- 2 tables on racial disparity.
- Someone must vacate a position to make diversity on councils more diverse. That assertion is missing...who is going to leave to create space?
- Lip racial disparity analysis – language access, culturally specific programming - early conversations regarding expanding culturally specific dv shelters e.g. Shelter(s) targeting Muslim women. In addition, ice arrests at Washington County courthouse creates fear. Similarly, police presence at family justice center. Housing/service deserts linked to race especially in Cornelius, forest grove and generally western Washington County.
- Housing first model and intersection with racial justice, over-representation of black residents in Washington County in the legal system; how could funding influence 3rd party providers that are within ha's purview to shift/influence the way we interact with residents who have mental health and other barriers related to chronic homelessness; co-location of services is often done through resident services (also property manager) which often are not as successful on intervention and eviction prevention. How to train existing housing providers in this regard.
- How will the report and investments reflect the needs of ethnic minorities that may face linguistic and cultural barriers, but don't always show up in traditional racial categories?
- Needs of Latinx community didn't seem well addressed in draft, especially for Western Washington County.
- Limited number of culturally specific organizations in Washington County could lead to a delay in reaching Black, Indigenous and People of Color.
- Shared governance model – Black, Indigenous and People of Color in the decision-making structure/decision makers. How to do that?
- Important to be important what means by decision makers/decision maker structure.
- Hold a share decision making capacity that is an actual authority and not just asking for feedback.
- Black, Indigenous and People of Color have some type of authority to help address systemic racism.
- Washington County is just now building this platform, so we have an opportunity to identify pillars of systemic racism to take down.
- Difficult to get to the specifics, so much that is happening in Washington County is at the leadership level.
- It is a choice at the high level not to invest or address the disparities.
- Strongly oppose SSI as some immigrant communities are not eligible for SSI so we need a low-barrier self-report assessment to get into housing.
- Building the trust – routinely getting pulled over in Washington County.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- POC getting paid less than White people; is everyone being paid adequately? (need to incorporate that into analysis); market is so difficult to recruit right now.
- Culturally specific orgs often are contracted at a lesser rate (seen in Multnomah County studies).

ANALYSIS OF RACIAL DISPARITIES AND INEQUITABLE OUTCOMES

- Didn't hit the mark or did not reflect on racial disparities. While have improved in the area it does not show how.
- LIP racial disparity analysis – language access, culturally specific programming - early conversations regarding expanding culturally specific DV shelters e.g. shelter(s) targeting Muslim women.
- ICE arrests at Washington County Courthouse creates fear. Similarly, Police presence at Family Justice Center.
- Housing/service deserts linked to Race especially in Cornelius, Forest Grove and generally western Washington County.

INCLUSION OF DIVERSE COMMUNITIES

- Have clinicians with lived experience and cultural competency – who is existing and how do we hire the best people with the pool we currently have while growing the pool of diverse staff.
- Do not set-up homeless to take positions that have experienced trauma to take positions that are "working poor" which only sets them up for additional trauma.
- Intentional regional training and recruitment effort to place people on a career pathway with supports. Culturally informed to include lived experience, not just racial diversity.
- Incorporate peer supports into services.
- Call out other populations more: people with medical issues, families, IDD, mental health. Elevate specific population groups.
- Young Latino men need mentoring to guide them. Girls receive more support than boys as they grow.
- Not limited to Latinos: young African American men could also use this kind of support.
- Also think about homeless veterans and previously incarcerated. There is often a racial aspect.
- Also, people going in and out of jails, primarily for minor charges like trespassing. Cycling between jail and street. Not capable of living without some supports. No way out for those folks.
- A lot of those folks get screened out of housing.
- People escaping domestic violence also aren't called out.
- Leadership positions being vacated to create space for more diversity.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- LIP should include Youth and child homelessness especially in Beaverton School district that needs to be elevated.
- Youth aging out of foster care system must be served so they do not age into the streets or homelessness.
- Plan to expand affordable housing supply in addition to pipeline Metro Bond developments.
- I only see one mention of LGBTQIA2S+ individuals, in reference to data outcomes.
- Given disproportionately high rates of housing insecurity and homelessness among this community, especially for youth, it might be worth calling out the importance of removing barriers and targeting investments for them.
- I would be interested in seeing a firmer commitment to equity required from investees. I don't know what is currently required in terms of contracts, but emphasizing nondiscrimination and tolerance in agreements, along with some monitoring and enforcement provisions, might be helpful.

GEOGRAPHIC EQUITY

- Urban growth boundary and Impact not clearly delineated.
- The need to look at local partnerships to accomplish geographic equity is not sufficiently included in the commitment to geographic equity on Pg. 13

ANALYSIS OF UNMET NEEDS

- Estimates for people needing rent assistance seem low.
- Project needs – reactions – Data seems low.
- Lack of BH focus. Multnomah County had more in their plan. Peer supports not mentioned, need to be highlighted more.
- There is a difference between being person-centered and building services around the unique needs of a person.
- Plan is silent on the needs of folks with IDD.
- This is the plan. Mental health needs more focus. Needs to serve one person has to be complete, include counseling, addictions services. Not loud enough.
- Latinx community: before last year not a lot of homelessness due to family living with family. More difficult now because of losing jobs and evictions, this is impacting entire families.
- Needs of seniors of elderly and youth not really addressed, wasn't mentioned.
- Senior citizens have to go to Portland for vaccines: unbelievable. Why does it have to be that way?
- Cultural difference in how people access housing. Lantinx families may have more people which may put them at risk for eviction for not meeting local housing codes.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- LIP must identify specific gaps – e.g. Public transport challenges – access, barriers about availability and length of commute time - commute time from FG, Tigard to Hillsboro.
- Western part of County is huge geographically-Banks, Gaston, Gales Creek etc. Measuring rural homelessness and rural poverty. (could be complicated by funding restrictions)
- How consideration mobile services i.e. Outfit a van or vehicle to deliver innovative services such as mental health services.
- Housing entity who owns property can hire mental health folks to provide supportive services; people most at risk need someone w/ special training.
- The CSH report estimates 944 households will need eviction prevention services. The most recent Census Pulse data (week 23) show nearly 111,000 households behind rent in Oregon, and just over 81,000 with no confidence they can pay next month's rent. I don't know what the total is for Washington County, but if it matches the county's proportion of the state population, that would be 11,000 households with no confidence.
- It seems like the CSH number is a dramatic underestimate of this need before the economic impacts of the pandemic have fully played out. Studies show that up to 62% of people evicted may experience homelessness.
- Given the impact of even a short period of homelessness, especially for children and youth, focusing more funding on eviction prevention in the near term could be a highly effective strategy.
- I don't see the "Improving Permanent Supportive Housing Service Delivery in Washington County" report from last March referenced (although I may have missed it). This seems like a helpful reference for this section.

PAY DISPARITY

- Equitable procurement and pay equity of service providers – what does that mean, what happens if service providers don't meet the base that is stipulated?
- Recruitment and hiring is harder than it has been in a very long time; this pay equity concept could make it even more challenging.
- Others talking about pay analysis and equity – also recognizing that providers will be asked to do more, but with pay increases may be asked to do more with less.
- Looking at pay equity from racial perspective critical, state standardized rates across licensed care homes was helpful in situations where a minority provider may not have been able to negotiate a comparable rate.
- State and local government has higher pay than nonprofits, so frequently the nonprofits train folks who they then lose.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

PRIORITY POPULATIONS

- Transitioned aged youth was called out, need for connection. Consider those systems and make sure they are aligned.
- Sensing a theme around the extent to which priority populations are inclusive to specific populations within the priority parameters;
- Additional cultural layers on top of race. Need to consider age, BH needs, etc.
- Youth have very different needs from adults/families, so if we're not targeting them up front, we won't be successful on the back end. Not sure how to infuse that.
- People living on disability stipends; how can this be leveraged to support home ownership.

COMMUNITY ENGAGEMENT

- What exists today is organic evolution of providers and how do we plan to develop that capacity to address what is missing.
- Inviting culturally specific organizations, needs to go beyond invitation. What are the ways you can provide feedback? A forum like this is not the format where may feel comfortable providing such feedback.
- Create/consider 'central spaces' for culturally specific services i.e. a space for services, food, counseling, access to services that help transition people from Section 8 onto homeownership pathways.
- Culturally competency is a term still used by professionals to consider the realities and encourage more participation and education for diverse communities in the pipeline and engagement with support groups with lived experience.
- It is socioeconomic, health, trauma, strengths of different communities, and if under-counted how do we infuse the strengths of the diverse community into the plan and implementation of building out SHS Program.

COORDINATED ENTRY

- Need to address how we can simplify the process for clients applying to or accessing services.
- LIP does not talk about lowering the barrier for disability to lower the disability documentation requirements.
- People with physical disabilities was easier to get into Bud Clark Commons, and others were more difficult.
- Getting people engaged with mental health treatment to get disability was a real barrier, so got them to doctor for disability with self-report and not need the Social Security to approve.
- Use self-report on disability to get people into housing.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- Thread together the person-centered approach. What is the design of the service for a particular person rather than options that are available for everyone?
- I think this section could be strengthened by including more info on low/no-barrier services beyond self-reporting and documentation practices.

CAPACITY BUILDING

- Priority to invest in culturally specific organization that may not work necessarily with this population – if suddenly receiving several contracts would the agency have time to develop expertise, capacity, etc. and be able to provide a good job.
- Risk with infusion of funds that not all agencies are able to fully operationalize; e.g. will need training and capacity development for the agency.
- Be cautious about driving mission drift in organization that may not want to go that direction, provide support for organizations that want to expand their mission/target population, and expand workforce development to increase a diverse workforce.
- Career ladder will be needed with peer mentors.
- Program to recruit from communities of color to develop capacity and provide training – maybe PCC to provide training and credentials. Don't necessarily need a masters to do this work.
- Winners and losers with CDBG grant. Can we eliminate competitive nature of the process, so we aren't pitting populations against each other?
- Culturally specific mental health is huge. People of color not getting the mental health services they need.
- Isolation of senior citizens. Has also impacted youth. Isolation issues important.
- When looking for APAC specific services in the county, no one at the county being able to communicate in the needed languages – specially with technical things that are important to communicate.
- Ensure language capability is included in service delivery work i.e. 'the how'.
- Where are more details about how each strategy is going to be implemented, specifics around outcomes, e.g., outcome data is very critical, but capacity of organizations to do that is a huge barrier.
- Homeownership – where do we talk about this and wealth-building for Black and Indigenous and undocumented communities; access is pro-rated with HUD; how do we avoid perpetuating discriminatory practices in this regard.

INTEGRATED SYSTEMS

- Criminalization of homelessness, and increased chance of people experiencing homelessness to be arrested (which in turn makes it harder for them to access future services if they have a history), needs to be addressed.





LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- Intersections between justice system and institutionalized racism for people of color at risk of or experiencing homelessness.
- Talking to school districts about LIP. Previously worked w/ education program in Tacoma Housing Authority that could serve as a guide around youth homelessness.
- Community corrections works to get people discharged to some type of housing but have an opportunity to do better.
- Need to integrate mental and behavioral health.
- Youth don't want to go into MH programs where people don't look like them. Need to develop BH services for them too.
- It would be great to see more detail and explicit goals added here in future versions. For example, how might these partnerships make it easier to fill out required forms and secure IDs needed to access services, education, employment, housing, etc.?
- How will youth and adults affected by the justice system be supported to avoid or exit homelessness, and how can justice system interactions be minimized, especially for people of color, to reduce their risk of future homelessness?
- How can systems be modified to better support youth aging out of foster care?
- How might McKinney-Vento liaisons and school districts be better incorporated into systems of service?
- Need to look at intersections of criminal justice system and homelessness, especially among people of color.
- People experiencing homelessness are more likely to be arrested than housed folks, which creates a history that makes it hard for them to access employment, housing, and services in the future.

PLANNED INVESTMENTS / PHASING OF PLANNED INVESTMENTS

- How will long-term rent assistance and support be included in plan? How will providers have flexibility in doing that?
- Cost analysis worksheets can be helpful to understand the value of investments.
- If our goal is to create 1,600 units on page 14 then why would our numbers on page 7 be so low. What does this mean if we need to create the 1,600 why wouldn't we want to estimate these numbers on page 7.
- Don't have the skills to maintain their housing. There are other places in the country that do this. Consider looking at other services out there to support people with mental illness. Lip can call out these services for investment.
- Construction of regulated affordable housing, in the housing-first model approach makes sense.
- Are there adequate/enough units in development in Washington County that can take the demand.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

- Challenge in investing in culturally specific organizations in light of the lack of capacity.
- The county has not invested in such organizations to do the organizing and become tokenize. As example conversations around police body cameras – community organizations dialogue and voiced their opposition for body camera budget, nonetheless the county voted for them. How do you rebuild that trust?
- Homeownership and wealth accumulation are not mentioned as a strategy for those who have not had access, to mitigate oppression.
- For those living on SSI (stable income) could that be leveraged for homeownership; can mitigate displacement in future (John) – what will the homeless measure allow for in terms of uses.
- Need to make it easier to understand the category comparisons; e.g., housing placement and long-term rental assistance are different numbers – seems these would be related/overlap.
- Pay equity analysis; how will this play out for providers who are under pressure to fulfill missions without adequate funding.

SERVICES/CULTURALLY SPECIFIC INTEGRATION with LANDLORDS

- How do we ensure youth services/outreach embedded in plan, often adults/families are assumed? If we don't target at beginning, it won't happen by the end.
- Want to be sure we understand program categories for existing services compared to slightly different categories used to indicate need, and projected/planned investments.
- Is the detail included in this draft about \$\$ and phasing of planned investments by program area (Answer, not yet, next versions)?
- How will agencies like Sequoia access culturally specific assistance as needed.
- How does low barrier housing/services correlate to racial justice issues – how can this funding impact third party housing providers, as well as those in the Housing Authority's purview
- How can we use this to influence how residents have interactions with landlords (for those who may have mental health or other issues challenging their tenancy)?
- If same organization is running resident services and property management., how to mitigate, provide training.
- Often, specialized services are needed, i.e. mental health providers.
- Not yet clear how we will connect service providers, culturally specific orgs and landlords, especially during crisis.
- Could there be a bullet to reference specific providers in the "service deserts" like Forest Grove? Will the county help deliver providers/services to these areas?



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

OUTCOMES AND EVALUATION

- DATA: Estimates of need from CSH analysis seem very low, even before COVID. What about McKinney-Vento data, or households behind on rent at risk of eviction?
- Need to ensure we pull data from multiple sources -- education, housing, homeless services, justice -- to ensure a complete picture both now and moving forward to inform the plan.
- How will data be updated, and the plan changed to reflect that over time?
- The CSH estimates are much lower than other, pre-COVID measures, and dramatically lower than COVID-era estimates. Oregon Department of Education numbers on homeless students, and Census Pulse data on households at risk of homelessness, are useful sources in addition to Point in Time and HMIS data. Just using PIT and HMIS data are likely to undercount need, especially among communities of color.
- Need a range of data sources incorporated into the estimates. PSU and Eco Northwest have done a lot of work in this area and have useful reports.
- Need to invest in regional database at Metro created with info from each county to support coordination across region.
- Data is very important, but we also want to make certain we don't go down the "data rabbit hole" at the expense of addressing needs.
- How will the plan change over time?
- How will this function as an iterative process as we learn more and get new data over time?
- Also need to consider how different communities of color show up in data -- many people of color in Washington County are at high risk of future homelessness due to housing insecurity but are not as visible in data.
- Slavic community is an ethnic minority but does not show up separately in data. Homelessness is often couch surfing in community, so people don't show up in those numbers either. Important to have ways to improve data collecting and reporting over time.
- Important to pull in evictions data, criminal justice data.
- Washington and Multnomah County -- Working in both counties and how these numbers are developed -- Washington County seems under-counted.
- More camping on the west-side, so "gut says under count". These counts not based on count but rather projections on national data. National numbers do not reflect the need.
- Projected need data is "low" and in part due to PIT is imperfect process and currently only serving 28% of literally homeless that come through Community Connect.
- Large number of families in the data, but the families are not focused as much as we believe is the need v. single person in the system.
- Might be an issue of data gathering. Their needs might be invisible due to data gathering techniques used. Seniors are going to be more impacted.



LOCAL IMPLEMENTATION PLAN (LIP) ADVISORY COMMITTEE

Working LIP Draft: Feedback Summary & Aggregated Feedback Data

February 18, 2021

-
- There is such a lack of anything that makes it hard to identify challenges/barriers.
 - McKinney-Vento data from schools.

DRAFT

Appendix G: Supportive Housing Services Program Work Plan



oregonmetro.gov

Supportive Housing Services Program Work Plan

December 2020

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

So, hello. We’re Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

Stay in touch with news, stories and things to do.

oregonmetro.gov/news

Follow oregonmetro



Metro Council President

Lynn Peterson

Metro Councilors

Shirley Craddick, District 1

Christine Lewis, District 2

Craig Dirksen, District 3

Juan Carlos Gonzalez, District 4

Sam Chase, District 5

Bob Stacey, District 6

Auditor

Brian Evans

600 NE Grand Ave.
Portland, OR 97232-2736
503-797-1700

2020 SUPPORTIVE HOUSING SERVICES PROGRAM WORK PLAN

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

TABLE OF CONTENTS

| | | |
|-----|--|----|
| 1. | INTRODUCTION | 2 |
| 2. | GUIDING PRINCIPLES AND RACIAL EQUITY | 2 |
| 3. | GOVERNANCE | 3 |
| 3.1 | METRO COUNCIL | 4 |
| 3.2 | METRO CHIEF OPERATING OFFICER AND STAFF | 4 |
| 3.3 | LOCAL IMPLEMENTATION PARTNERS | 4 |
| 3.4 | REGIONAL OVERSIGHT COMMITTEE | 5 |
| 4. | FUNDING DISTRIBUTION AND ELIGIBLE USES | 6 |
| 4.1 | ALLOCATION AND DISTRIBUTION OF SUPPORTIVE HOUSING SERVICES REVENUE | 6 |
| 4.2 | PRIORITIZATION OF SUPPORTIVE HOUSING SERVICES FUNDS | 7 |
| 4.3 | ELIGIBLE USES OF SUPPORTIVE HOUSING SERVICES FUNDS | 7 |
| 4.4 | REGIONAL APPROACH TO MEETING SUPPORTIVE HOUSING NEED | 7 |
| 4.5 | ADMINISTRATIVE COSTS | 7 |
| 5. | ACCOUNTABILITY STRUCTURES AND PROCESS | 8 |
| 5.1 | LOCAL IMPLEMENTATION PLANS | 8 |
| 5.2 | REGIONAL OUTCOME METRICS | 10 |
| 5.3 | ANNUAL REVIEW PROCESS | 11 |
| 5.4 | AUDITS | 12 |
| 6. | REGIONAL COORDINATION | 12 |
| 6.1 | TRI-COUNTY ADVISORY BODY | 12 |
| 6.2 | TRI-COUNTY PLANNING | 13 |
| | ADDENDUM A - BALLOT MEASURE 26-210 | 14 |
| | ADDENDUM B - REGIONAL OVERSIGHT COMMITTEE CHARTER | 16 |
| | ADDENDUM C - DEFINITIONS FOR SECTIONS 4.2 AND 4.3 | 20 |
| | ADDENDUM D - LOCAL IMPLEMENTATION PLAN REQUIREMENTS | 22 |

1. INTRODUCTION

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

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

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

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

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

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

2. GUIDING PRINCIPLES AND RACIAL EQUITY

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

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

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

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

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

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

3. GOVERNANCE

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

3.1 METRO COUNCIL

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

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

3.2 METRO CHIEF OPERATING OFFICER AND STAFF

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

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

3.3 LOCAL IMPLEMENTATION PARTNERS

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

Local Implementation Partners must:

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

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

3.4 REGIONAL OVERSIGHT COMMITTEE

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

The committee will be charged with the following duties:

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

Membership

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

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

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

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

Committee members will serve two-year terms.

Jurisdictional representation

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

Accountability

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

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

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

4. FUNDING DISTRIBUTION AND ELIGIBLE USES

4.1. ALLOCATION AND DISTRIBUTION OF SUPPORTIVE HOUSING SERVICES REVENUE

Supportive Housing Services revenue will be distributed as follows:

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

4.2 PRIORITIZATION OF SUPPORTIVE HOUSING SERVICES FUNDS

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

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

- Extremely low-income; AND
 - Have one or more disabling conditions; AND
 - Are experiencing or at imminent risk of experiencing long-term or frequent episodes of literal homelessness.
- B. Twenty-five percent of funds will be devoted to services for population B, defined as:
- Experiencing homelessness; OR
 - Have a substantial risk of experiencing homelessness.

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

4.3 ELIGIBLE USES OF SUPPORTIVE HOUSING SERVICES FUNDS

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

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

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

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

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

4.4 REGIONAL APPROACH TO MEETING SUPPORTIVE HOUSING NEED

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

4.5 ADMINISTRATIVE COSTS

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

Administrative costs will be restricted as follows:

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

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

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

5. ACCOUNTABILITY STRUCTURES AND PROCESS

5.1 LOCAL IMPLEMENTATION PLANS

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

Development and approval process

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

Advisory body membership must include:

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

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

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

Required elements

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

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

Updates and amendments

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

5.2 REGIONAL OUTCOME METRICS

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

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

Required regional outcome metrics will include:

A. Housing stability

Measurable goals:

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

Outcome metrics:

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

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

B. Equitable service delivery

Measurable goals:

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

Outcome metrics:

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

C. Engagement and decision-making

Measurable goals:

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

Outcome metrics:

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

Data disaggregation

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

5.3 ANNUAL REVIEW PROCESS

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

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

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

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

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

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

5.4 AUDITS

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

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

6. REGIONAL COORDINATION

6.1 TRI-COUNTY ADVISORY BODY

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

The advisory body will include people representing the following perspectives:

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

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

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

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

6.2 TRI-COUNTY PLANNING

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

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

ADDENDUM A

BALLOT MEASURE 26-210

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

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

On Behalf of:

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

Submitted by: Carrie MacLaren, Metro Attorney

ADDENDUM B

REGIONAL OVERSIGHT COMMITTEE CHARTER

Background on the Supportive Housing Services Program

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

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

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

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

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

Regional Oversight Committee Authorizing Ordinance

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

Regional Oversight Committee's Purpose and Authority

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

The committee is charged with the following duties:

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

Committee Membership

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

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

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

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

Chairperson(s) Role

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

Metro Council and Staff Roles

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

Elected Delegate Role

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

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

Accountability

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

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

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

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

ADDENDUM C

DEFINITIONS FOR SECTIONS 4.2 AND 4.3

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

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

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

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

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

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

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

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

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

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

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

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

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

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

ADDENDUM D

LOCAL IMPLEMENTATION PLAN REQUIREMENTS

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

Local Implementation Plans must include:

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

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

disparate outcomes for people by race, ethnicity, disability status, sexual orientation and gender identity. (See Section 5.2 for the regionally required outcome metrics.)

- A commitment to regional measurable goals to decrease racial disparities among people experiencing homelessness. (See Section 5.2 for the regional measurable goals for advancing racial equity.)
- A commitment to evaluation standards and procedures to be established through regional coordination. Evaluation will be conducted every three years and include performance of systems coordination, housing and service program types, and services provision.