

MEMORANDUM

TO: Clackamas County Board of County Commissioners (BCC)
FROM: Rodney A. Cook, Director, Health, Housing & Human Services; Vahid Brown,
Supportive Housing Services Program Manager
RE: Supportive Housing Services FY 21-22 Fourth Quarter Progress Report
DATE: August 10, 2022

The Clackamas County Supportive Housing Services (SHS) program, pursuant to its obligations under the Supportive Housing Services Intergovernmental Agreement, provides quarterly progress reports to the Metro SHS Regional Oversight Committee detailing the status of implementing SHS-funded program and services. The report detailing the SHS program's activities and outcomes through the fourth quarter of FY 21-22 is attached for your review. This report is provided for informational purposes and staff is not seeking Board action.

Background

The SHS program launched in July 2021 and worked to immediately stabilize two emergency/transitional shelter programs that were at risk of ceasing operations. Since July, the SHS program continued to expand by launching new permanent supportive housing programs in the second quarter of FY 21-22, including housing navigation/placement services, supportive housing case management, and the Regional Long-term Rent Assistance (RLRA) program. In the fourth quarter, the SHS program conducted a series of procurements to significantly expand its services in FY 22-23.

Report Summary

In the fourth quarter of FY 21-22, the SHS program focused on the continued integration and expansion of the housing navigation/placement, supportive housing case management, and RLRA services launched in the second quarter. The program also expanded its capacity for both housing navigation/placement and supportive housing case management services, increasing the capacity for both services by 50 households.

On June 27th, Clackamas County and the Housing Authority of Clackamas County held the grand opening of Tukwila Springs, a 48 unit permanent supportive housing development in Gladstone. These 48 homes are for older adults (50+) who make less than 30% of the area median income and need supportive services. The SHS program will fund onsite resident services for all 48 units and supportive housing case management for 36 units. 12 units will be prioritized for residents requesting culturally specific supportive housing services for Native Americans who are referred by the Native American Rehabilitation Association. SHS funded services will include assistance accessing behavioral/physical health care services, connecting to education/employment assistance, access to healthy foods, and more.

The SHS program also continued to make substantial progress in developing the program internally through:

- Continued expansion of internal capacity with the addition of new staff for both the SHS and RLRA program teams, as well as the opening of additional recruitments to hire four SHS program coordinators.
- Revision of the RLRA policy for program participants changing units to ensure that households have sufficient time to find new housing.
- Some members of the RLRA team have become certified in Housing Quality Standards inspections and have begun training staff from the program's contracted service providers to conduct inspections.
- Strengthening the program's data collection and reporting capabilities by participating in Department of Housing and Urban Development (HUD) funded technical assistance workshops.
- Enhanced data compliance procedures for contracted service providers through the development of new data quality reports.
- Joined the Built for Zero initiative, which will provide the County with technical assistance, new resources, and access to software that will advance our ability to make homelessness in Clackamas County rare, brief, and non-recurring.

During the fourth quarter, the SHS program conducted six procurements, with a total value of \$6.175M, to significantly expand services in FY 22-23. These upcoming services will mark the largest expansion of the SHS program to date and the largest one-time investment in housing and homeless services in the history of Clackamas County. This includes:

- Veterans Village site operations and case management for residents
- Emergency shelter operations
- Outreach and engagement to people experiencing homelessness
- Justice system diversion supportive services
- Peer support services for residents of Housing Authority programs
- Expand the program's supportive housing case management services and provide case management for the County's Shelter + Care program

Contract negotiations for the above services began in the fourth quarter and the first contracts were initiated in July, 2022. With these first contracts for FY 22-23, the SHS program has assumed funding and contract management responsibility for the Veterans Village and Northwest Family Services' Casa Esperanza. Veterans Village is a transitional shelter community with on-site case management staff consisting of 24 small house-like structures which function as sleeping pods, shared community space, kitchen, and restrooms/showers. Casa Esperanza is a culturally specific shelter for female identifying Latina(x) survivors of domestic violence, sexual assault, and sex trafficking.

In addition to these services, the SHS program conducted a Request for Information (RFI) to determine the feasibility of developing additional safety off the streets shelter programming in the County. Ten submissions were received that detailed a significant interest from the County's provider community in the continued and expanded use of non-congregate motel-based shelter

and transitional villages. This RFI will help staff design and develop future safety off the streets programs by assessing the various concepts, cost estimates, and potential partnerships detailed in the proposals.

ATTACHMENTS:

- Clackamas County Supportive Housing Services FY 21-22 Fourth Quarter Progress Report



Clackamas County
Supportive Housing Services Program

FY 21-22 Fourth Quarter Progress Update

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Overview

During the fourth quarter, the Clackamas County Supportive Housing Services (SHS) program continued fully implementing its permanent supportive housing services launched earlier in the fiscal year. A series of significant procurements were also conducted and the initiation of these services in early FY 22-23 will mark the largest one-time investment in housing and homeless services in the history of Clackamas County. The SHS and Regional Long-term Rent Assistance (RLRA) programs continue to emphasize internal growth and system development with the hiring of additional staff, refinement of internal program operating procedures, and the enhancement of data collection and reporting capabilities. The fourth quarter was a time of growth for the program's current services and laid the groundwork for the continued expansion of the types and breadth of service outlined in our Local Implementation Plan.

Programs and Services

In the fourth quarter, Clackamas County's SHS program focused on the continued integration and expansion of the services launched in the first half of FY 21-22:

Serenity and Haven Houses: Transitional mental health homes operated by Bridges to Change, which supports individuals who are homeless or are at risk of homelessness as they exit incarceration or are on parole/probation.

Hotel/Motel Emergency Shelter Program: Non-congregate emergency shelter rooms for households experiencing homelessness to reside in until they can be placed into permanent supportive housing.

Housing Navigation/Placement Services: Flexible services and funding to assist households in accessing and securing permanent supportive housing.

Supportive Housing Case Management: Flexible, tenant-driven services tailored to meet the needs of each individual household to help them achieve housing stability.

Regional Long-term Rent Assistance: A low-barrier rental assistance program for extremely low-income households that works in conjunction with housing navigation/placement and supportive housing case management services to create permanent supportive housing.

The program expanded its capacity for both housing navigation/placement and supportive housing case management services this quarter, increasing the capacity for both services by 50 households. These expanded services will increase the program's capacity at a critical time as we are preparing to shift our services to take referrals from the County's Coordinated Housing Access System in FY 22-23.

On June 27th, Clackamas County and the Housing Authority of Clackamas County held the grand opening of Tukwila Springs, a 48 unit permanent supportive housing development in Gladstone. These 48 homes are for older adults (50+) who make less than 30% of the area median income and need supportive services. SHS funding will provide onsite resident services

for all 48 units and supportive housing case management for 36 units. 12 units will be prioritized for residents requesting culturally specific supportive housing services for Native Americans who are referred by NARA (Native American Rehabilitation Association). SHS funded services will include assistance accessing behavioral/physical health care services, connecting to education/employment assistance, access to healthy foods, and more. Tukwila Springs is the first development to open with services funded by the SHS program.

During the fourth quarter, the SHS program conducted six procurements, with a total value of \$6.175M, to significantly expand services in FY 22-23. These upcoming services will mark the largest expansion of the SHS program to date and the largest one-time investment in housing and homeless services in the history of Clackamas County. This includes:

- Veterans Village Transitional Shelter Operations and Case Management Services
- Expanded Emergency Shelter Operations
- Outreach & Engagement Services
- Justice System Diversion Supportive Services
- Peer Services for Housing Authority of Clackamas County Programs
- Supportive Housing Case Management and the County's Shelter + Care Program

Program and System Development

Internal program and system development in the fourth quarter was carried out in accordance with the Local Implementation Plan's (LIP) Priority Program Investments and System Wide Investment Priorities. Below is a summary of the various activities the SHS program undertook in the fourth quarter to expand internal capacity, improve the RLRA process, and enhance data collection and reporting capabilities.

Enhancing the program's internal capacity continued to be a top priority to ensure the SHS program has the ability to launch a full continuum of new services in FY 22-23. In April, the SHS program hired an additional contracts analyst and also opened a recruitment to hire four program coordinators. These program coordinators will lead a group of agencies, case managers, peers, and other staff providing housing and wrap-around services for the SHS program. They will specialize respectively in outreach and safety off the streets; housing navigation and placement; supportive housing case management; and the youth homelessness continuum. As of July, the coordinators for outreach and safety off the streets, housing navigation and placement, and supportive housing case management had been hired. The RLRA program team also expanded by adding a landlord liaison who will build relationships with landlords to encourage them to partner with the RLRA program and rent to RLRA program participants.

The RLRA program also continues to refine its processes to ensure the program continues to best serve residents in need. In the fourth quarter, RLRA program staff revised their policy on clients changing units to ensure that households had sufficient time to find new housing. Under

the previous policy, clients had to give a vacate notice prior to beginning their housing search; this resulted in some cases of households being forced to vacate before they had found new housing. Under the new policy, clients now submit their vacate notice upon receiving approval for new housing. Additionally, some RLRA staff have become certified in Housing Quality Standards inspections and have begun training staff from the program's contracted service providers to conduct inspections. These newly trained staff have begun to relieve a backlog in inspections and thus improve move-in times.

The SHS data team also continues to improve its methods of data collection, monitoring, and analysis. The SHS data team continues to refine its data processes through engagement with data staff from neighboring counties and participation in Department of Housing and Urban Development (HUD) funded technical assistance workshops. New data quality reports have been developed in the Homeless Management Information System (HMIS) that allow the SHS data team to monitor data entry progress and compliance for contracted providers. Finally, the SHS program has officially joined the Built for Zero initiative managed by Community Solutions. Participation in Built for Zero will provide Clackamas County with technical assistance, new resources, and access to software that will advance our ability to make homelessness in Clackamas County rare, brief, and non-recurring.

Advancing Racial Equity

The six procurements conducted in the fourth quarter were focused on advancing racial equity by emphasizing the importance of partnering with culturally specific service providers. All six procurements emphasized the importance of equity in service provision and awarded additional points for culturally specific service providers. Prioritizing partnerships with culturally specific service providers new to Clackamas County is one of the program's primary strategies for advancing racial equity and addressing the historical lack of culturally specific services within the County.

Notices of Intent to Award Contracts for these procurements were posted on April 28th. Three of the organizations listed as apparent successful proposers are culturally specific service providers specializing in serving immigrants and refugees, the Black community, and the Native American community. In addition to these three service providers, an additional successful proposer operates a culturally specific shelter for female identifying Latina(x) survivors of domestic violence, sexual assault, and sex trafficking.

Financial Summary

The fourth quarter financial report continues to illustrate the work of building a new program. Administrative expenses continue to represent a higher percentage of overall program expenses than will be reflected in future reports as the program continues to build internal capacity and prepare for a significant expansion of services in FY 22-23. SHS program staff anticipate that program expenditures will rapidly increase throughout FY 22-23 as several new services come online, existing programs normalize operations, and additional households are approved for rental assistance.

The SHS program continues to work closely with County staff to leverage other funding sources such as one-time Federal Emergency Management (FEMA) and American Rescue Plan Act (ARPA) funds to continue financing the Hotel/Motel Emergency Shelter Program. In FY 21-22, these leveraged funds have paid for approximately \$3.13M in expenditures for the Hotel/Motel Emergency Shelter Program, enabling the SHS program to allocate funding for new services via the six procurements conducted this quarter.

Figure 1 details the funding received, actual expenditures, and the remaining contract values of contracts the SHS program has executed through the end of the fourth quarter. As regional tax collections have begun to yield significantly more revenue for Clackamas County, the \$5M loan taken from Metro in the first half of FY 21-22 was repaid from a portion of June’s disbursement. Fourth quarter expenditures demonstrate continued expansion of the program’s housing placement and support services as well as the Regional Long-term Rent Assistance program. FY 20-21 SHS expenditures of \$413,153.67 have been removed from the table to more accurately reflect FY 21-22 expenditures.

The expenditures detailed in Figure 1 are subject to change as the County finishes processing its FY 21-22 expenditures. Final figures will be presented in the FY 21-22 Annual Report.

Figure 1 - FY 21-22 Funding and Expenditures

Funding	Q4	FY 21-22 Total	
SHS Measure Disbursements	\$29,748,625	\$35,483,026	
SHS Funding Advance	-	\$5,000,000	
Total Funding	\$29,748,625	\$40,483,026	
Expenditures	Q4	FY 21-22 Total	Remaining Executed Contract Value
Housing Placement and Support Services	\$399,751.24	\$811,829.53	\$1,820,432.47
Emergency Housing - Shelter/Transitional	\$97,346.61	\$279,955.89	\$28,801.71
Service Provider Administration	\$70,769.40	\$107,327.06	\$185,729.34
Regional Strategic Initiatives	-	\$18,000.00	-
Internal SHS Program Operations	\$219,193.93	\$516,327.58	-
Internal SHS Program Administration	\$60,406.53	\$276,094.62	-
Rental Assistance and RLRA Program Operations	\$574,482.13	\$988,964.56	-
RLRA Administration	\$43,742.66	\$164,178.95	-
Total Expenditures	\$1,465,692.50	\$3,162,678.19	-

Program Outcomes & Population

The outcome and population data in Appendix A contains measures which detail the system wide and SHS data for people and households receiving assistance, unmet need for services in the County, system wide housing placements, and SHS/RLRA services. System wide and SHS data is for the period of 07/01/21 – 06/30/22 and population data has been disaggregated by race and ethnicity. Reported SHS data includes the population served through the Hotel/Motel Emergency Shelter Program which currently utilizes leveraged funding sources. The reported Population A/B split for the system-wide unmet need and people/households served by SHS services was calculated using proxy data which likely contributed to a lower estimated number of Population A households.

The BIPOC population served by the SHS program currently comprises a smaller proportion of total program population than is reported system wide. Initial services are assisting populations in time-limited programs that were established prior to the launch of the SHS program. The SHS program continues to prioritize partnering with culturally specific service providers to identify and prioritize opportunities to advance racial equity and ensure that the historically underserved BIPOC community is connected to necessary services.

The SHS program's data collection and reporting infrastructure continues to refine and improve its processes as the program grows. While system-wide housing placements are reported in Appendix A, the process for separating the SHS-specific housing placements continues to be refined and SHS housing placements for FY 21-22 will be included in the upcoming Annual Report. Additionally, the SHS program is now providing data for households and people served in two ways. Unique households and people enrolled in SHS programming have been identified and are depicted in Appendix A to provide an unduplicated count of individuals and families served during the report period. Clackamas County SHS also recognizes that many households will utilize multiple services offered by the SHS program during their journey to permanent housing. As such, the graph in Appendix A depicting *Households Served by SHS Service Component* details the number of households and people served by each component of SHS to demonstrate the scope of each service.

Figure 2 summarizes the number of households and units provided through each service component from the County's Local Implementation Plan (LIP). Many households receive more than one service during their housing search and thus may be reflected in more than one service component. In previous quarters, the SHS program has reported the number of households matched with service providers, but that were not yet receiving the services as the program was standing up its services. As the program has grown and continues to expand, our reporting will no longer include households matched with, but not yet receiving services. Data will reflect households once they actively engage with their service provider and are entered into the County's Homeless Management Information System.

Figure 2 – Supportive Housing Services As of 06-30-22

LIP Service Component	Number Served (Households/Units)
Supportive Housing Case Management	122 Households
Housing Navigation/Placement Services	95 Households
Regional Long-term Rent Assistance *Figure Includes: 122 Households Leasing 80 Households Approved and Searching for Housing	202 Households*
Emergency Housing – Shelter/Transitional	100 Units

Looking Ahead – Future Program Growth

In the fourth quarter, the SHS program conducted a Request for Information (RFI) to determine the feasibility of developing additional safety off the streets shelter programming in the County. Ten submissions were received that detailed a significant interest from the County’s provider community in the continued and expanded use of non-congregate motel-based shelter and transitional villages. This RFI will help staff design and develop future safety off the streets programs by assessing the various concepts, cost estimates, and potential partnerships detailed in the proposals.

The six procurements conducted during the fourth quarter will lay the foundation for new and expanded services for the program’s second year. Contract negotiations began in the fourth quarter of FY 21-22 and the first contracts were initiated in July, 2022. With these first contracts for FY 22-23, the SHS program has assumed funding and contract management responsibility for the Veterans Village and Northwest Family Services’ Casa Esperanza. Veterans Village is a transitional shelter community with on-site case management staff consisting of 24 small house-like structures which function as sleeping pods, a shared community space, a kitchen, and restrooms/showers. Casa Esperanza is a culturally specific shelter for female identifying Latina(x) survivors of domestic violence, sexual assault, and sex trafficking.

Continued expansion of the SHS program for FY 22-23 will begin with the execution of the remaining contracts from these six program offers, including:

Emergency Shelter Operations: Services will support, expand, or establish emergency shelter operations throughout Clackamas County. Households entering these shelters will also receive diversion services, a Coordinated Housing Access (CHA) screening, have access to on-site amenities, and receive connections to both housing navigation and long-term supportive housing case management services.

Outreach & Engagement: Services will assist with CHA waitlist clean-up, locate individuals as they come to the top of CHA housing program waitlists, and assist with navigation into permanent housing. Additional services will include providing supplies to help people

experiencing homelessness meet their basic needs, facilitating connections to safety-off-the-streets services, mental health outreach, and culturally specific outreach.

Justice System Diversion Supportive Services: An integrative service model program managed by a community based organization in collaboration with Clackamas County law enforcement agencies, the District Attorney's Office, and Clackamas County. Services will focus on diverting households experiencing or at risk of experiencing homelessness from arrest and incarceration toward voluntary engagement in case management and housing services.

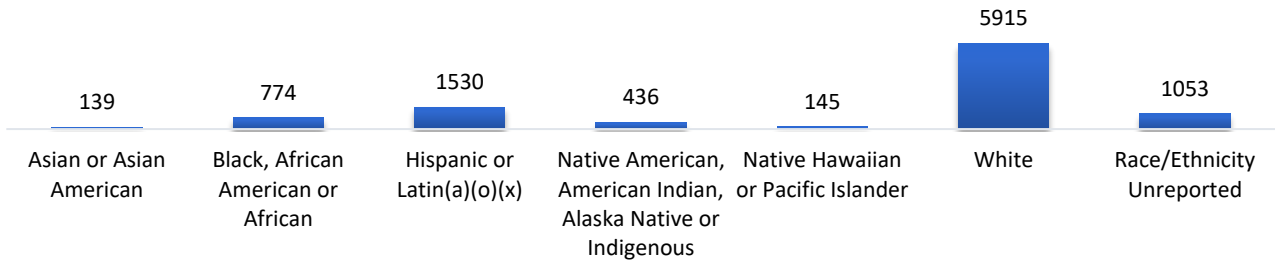
Housing Authority Peer Support Services: Ongoing peer support services for residents in programs and properties managed by the Housing Authority of Clackamas County (HACC). Peer support specialists will identify and provide supportive services for residents in need, plan and coordinate community events for residents, create and implement resident initiatives, and assist residents with resource referrals and systems navigation.

Supportive Housing Case Management and Shelter + Care: Supportive housing case management services are dedicated to ensuring participants remain in permanent housing by providing highly flexible services tailored to meet the unique needs of each household. The County's Shelter + Care program provides case management services for chronically homeless individuals with disabilities.

Appendix A

System Wide & Supportive Housing Services Demographics Disaggregated by Race and Ethnicity

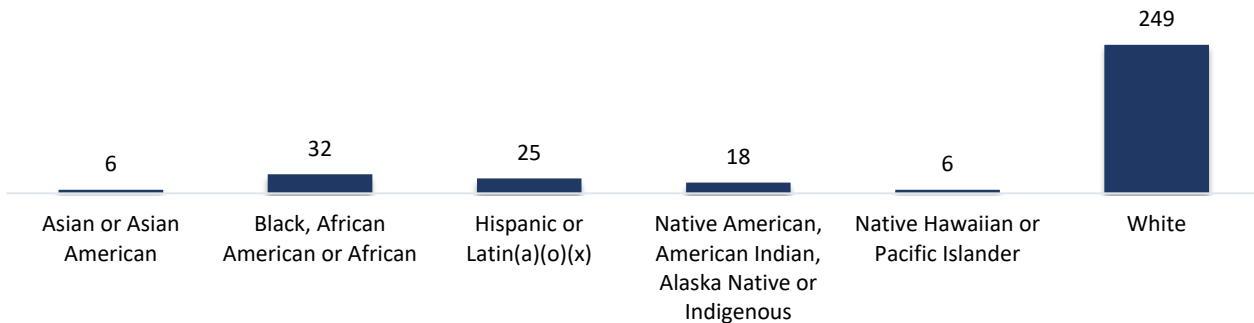
Whole System Demographics: Race & Ethnicity
As of 06/30/2022



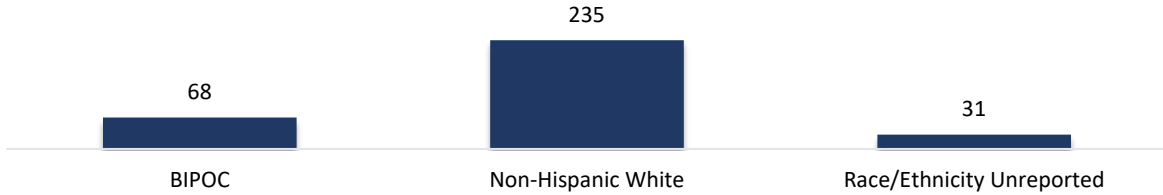
Whole System Demographics: Inclusive Racial Categories
As of 06/30/2022



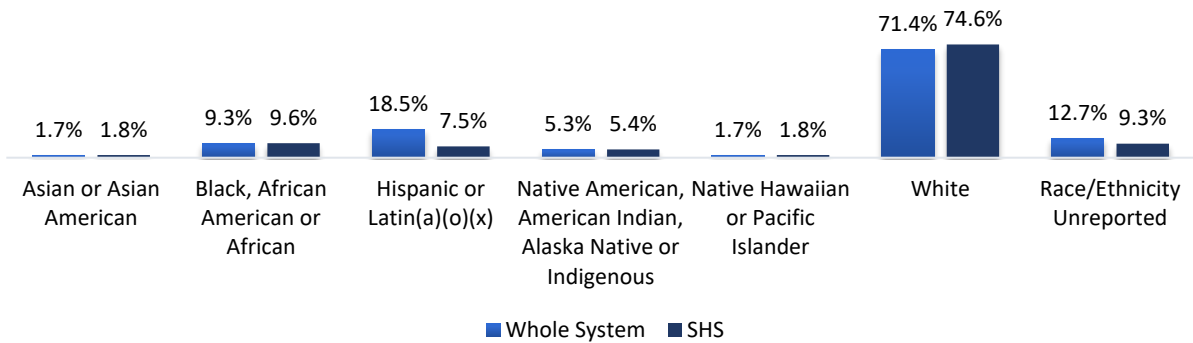
SHS Demographics: Race & Ethnicity
As of 06/30/2022



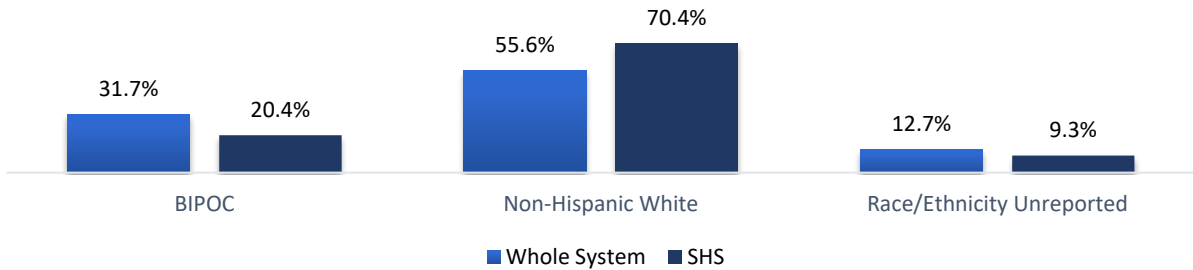
SHS Demographics: Inclusive Racial Categories
As of 06/30/2022



Whole System and SHS Demographics Comparison: Race & Ethnicity
As of 06/30/2022

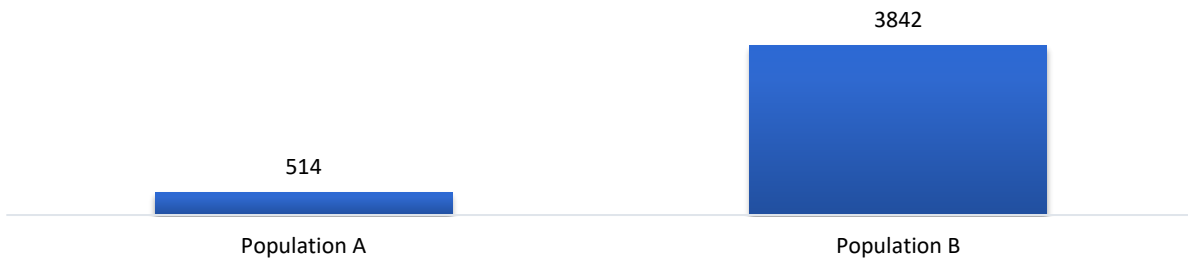


Whole System and SHS Demographics Comparison: Inclusive Racial Categories
As of 06/30/2022

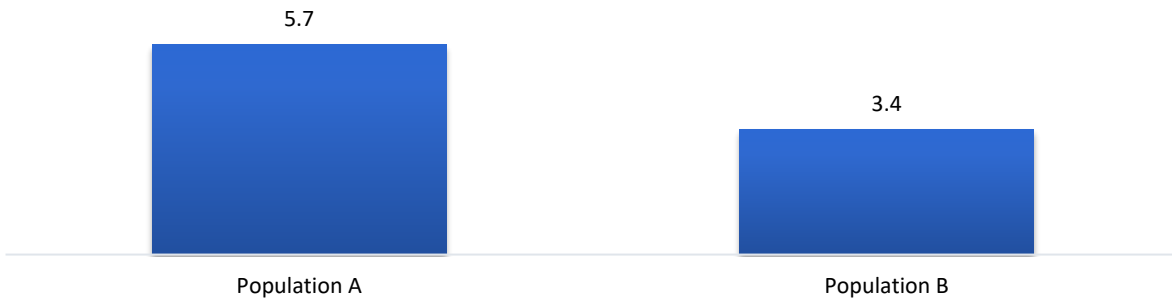


System Wide Unmet Need

System Wide Unmet Need *As of 06/30/2022*

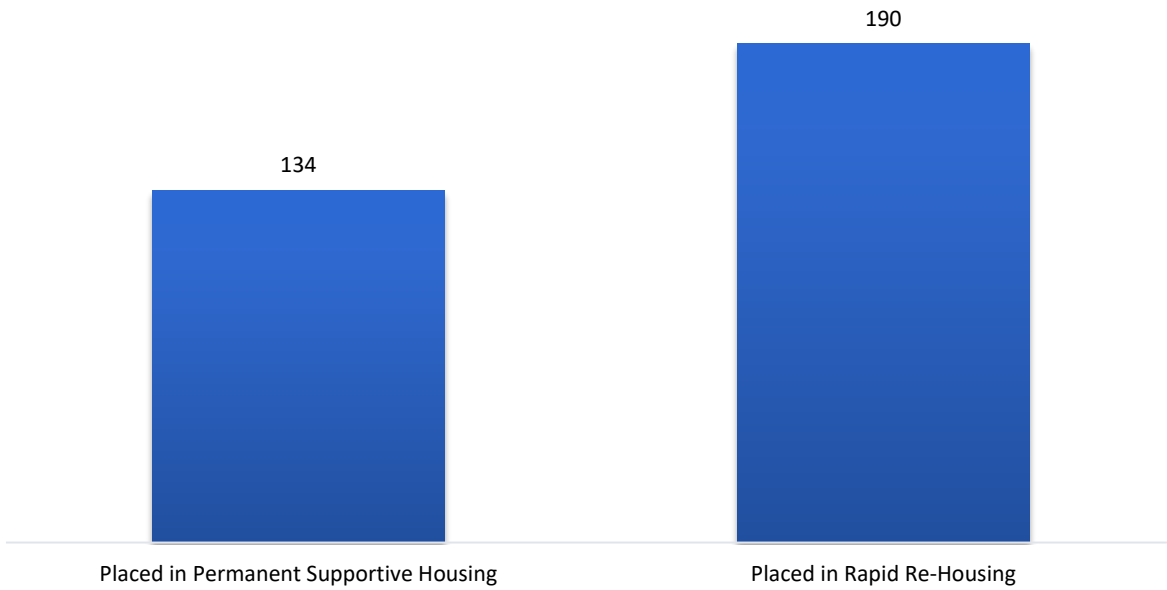


Average Years Homeless by Population with Unmet Need *As of 06/30/2022*



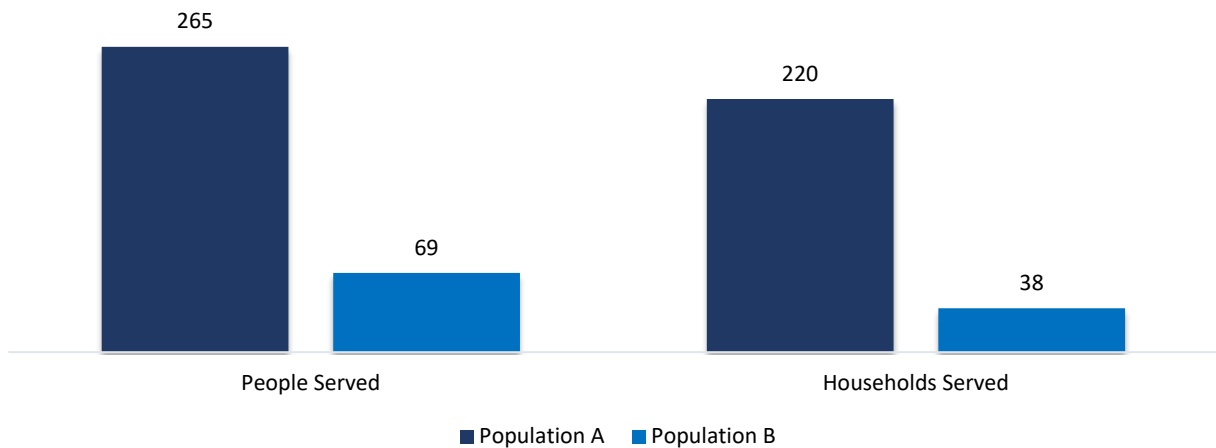
System Wide Housing Placements

System Wide Housing Placements
As of 06/30/2022

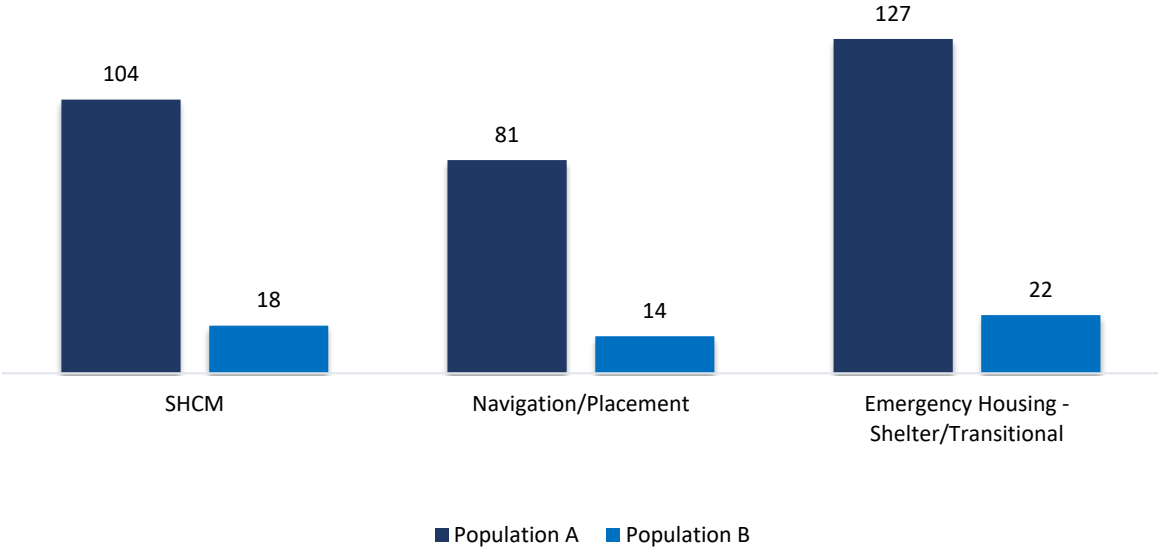


Supportive Housing Services – People and Households Served

SHS People and Households Served
As of 06/30/2022



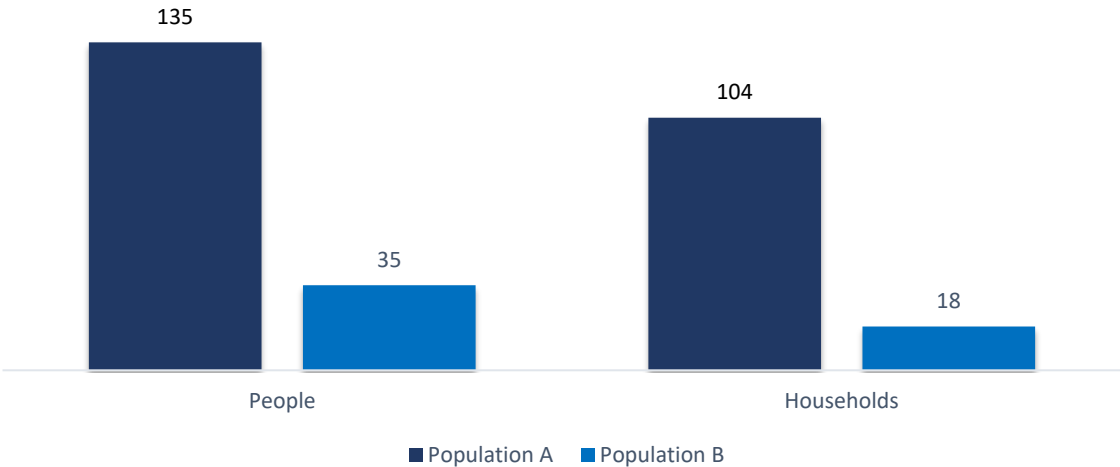
Households Served by SHS Service Component*
As of 06/30/2022



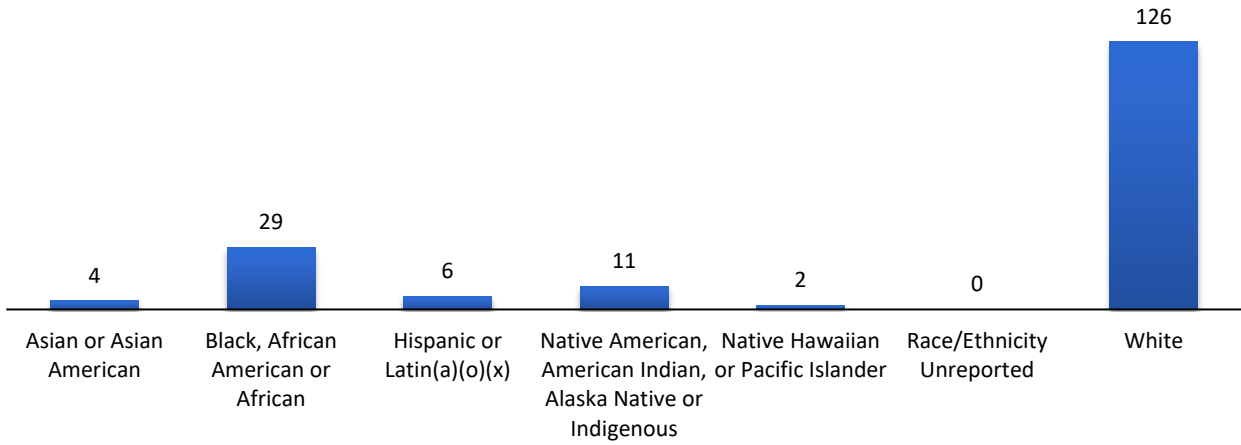
*Note: Some households receive multiple services and thus may be reflected in more than one component.

Regional Long-term Rent Assistance – People and Households Served

RLRA People and Households Served
As of 06/30/22



RLRA Demographics: Race & Ethnicity
As of 06/30/2022



RLRA Demographics: Inclusive Racial Categories
As of 06/30/2022

