

MEMORANDUM

May 5, 2022

To: Gary Schmidt, Clackamas County Administrator

From: Vahid Brown, SHS Program Manager, Housing Authority of Clackamas County (HACC)
Rod Cook, Director of Clackamas County Health, Housing, and Human Services

RE: Supportive Housing Services FY21-22 Third Quarter Progress Report

The Clackamas County Supportive Housing Services (SHS) program, pursuant to its obligations under Supportive Housing Services Measure 26-210, provides quarterly progress reports detailing the SHS program's implementation to the Metro SHS Regional Oversight Committee. The report detailing the SHS program's activities and outcomes through the third quarter of FY21-22 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 which were at risk of ceasing operations. Since July, the SHS program has continued to expand by launching new permanent supportive housing programs in the second quarter of FY21-22 which included housing navigation/placement services, supportive housing case management, and the Regional Long-term Rent Assistance (RLRA) program.

Report Summary

In the third quarter of FY21-22, the SHS program worked with the program's five service providers and the County's RLRA program team to fully implement the housing navigation/placement, supportive housing case management, and RLRA programs launched in the second quarter. The program's five service providers for housing navigation/placement and supportive housing case management have continued to hire new program staff and all but one reached full operating capacity during the third quarter.

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 for program coordinators and a landlord liaison at the end of the third quarter.
- Development of a streamlined process for paying security deposits of RLRA recipients to ensure they secure housing as soon as possible.
- Establishing weekly open office hours for service providers to meet with RLRA and SHS program staff to receive training, clarify processes, and enhance collaboration between the program teams and service providers.

- Strengthening the program's data collection and reporting capabilities by adding new staff specializing in data analysis and establishing a new series of trainings on data collection and reporting for housing navigators and case managers.

The third quarter also saw a significant increase of revenue disbursements from SHS Measure 26-210 collections. This increase in funding will support the continued expansion of the SHS program, which began with six procurements opened at the end of the third quarter. These procurements will lay the foundation for new and expanded services by making approximately \$6.175M in additional funding for community based organizations available. The initiation of these services in the coming months will mark the largest expansion of SHS services since the program launched. Planned program expansion 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

In addition to these new services, the SHS program will open a Request for Information (RFI) in the fourth quarter to determine the feasibility of developing new transitional shelters in the County. This RFI will help staff design and develop safety off the street programming by assessing a variety of concepts, cost estimates, and potential partnerships. Potential models include safe rest areas, safe parking sites, transitional villages, facility based congregate shelters, or facility based non-congregate shelters. The goal of this RFI is to help craft future procurements for transitional shelters which will provide a temporary safe place to stay for our neighbors experiencing homelessness until they can find permanent housing.

ATTACHMENTS:

- Clackamas County Supportive Housing Services FY21-22 Third Quarter Progress Report

Healthy Families. Strong Communities.

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Clackamas County Supportive Housing Services Program

FY22 Third Quarter Update

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Overview

In the third quarter the Clackamas County Supportive Housing Services (SHS) program continued fully implementing the housing navigation/placement, supportive housing case management, and Regional Long-term Rent Assistance (RLRA) programs launched in the second quarter. Service providers have continued to staff up their programs and are nearly at full operating capacity. A series of significant procurements were also initiated which will substantially expand the breadth and scale of services offered by the SHS program beginning in the fourth quarter of this fiscal year and into the next fiscal year. The SHS and RLRA programs continue to emphasize internal growth and system development with the hiring of additional staff, refinement of internal program operating procedures, and development of data collection and reporting trainings. The third quarter was a time of growth for the program's current services and the SHS program looks ahead to the continued expansion of the types and level of services available to our neighbors in need.

A photograph showing two hands holding small, handmade cardboard house models. The houses are made of brown cardboard and have blue tape applied to their windows and doors. The background is blurred, showing what appears to be a person in a red and white patterned shirt.

Programs and Services

In the third quarter, Clackamas County's SHS program focused on the continued operation of the transitional and emergency shelter programs and the full implementation of the housing navigation, supportive housing case management, and RLRA services launched in the second quarter. The five community based organizations which launched services in the second quarter have fully stood up their programs and are actively assisting households move into and remain in permanent supportive housing. Summaries and updates on the active programs and services are outlined below:

Serenity and Haven Houses are supportive mental health homes operated by Bridges to Change which shelter and support some of the most vulnerable people in the County: those who are homeless or are at risk of homelessness as they exit incarceration or are on parole/probation. These clients need additional support due to severe and persistent mental illness, substance use disorders, or co-occurring disorders. In the third quarter, SHS program staff began an initiative to expand the current referral process to Serenity and Haven Houses which will facilitate additional connections to individuals in need of their services. This initiative will also enhance collaboration between the County, Bridges to Change, and Central City Concern by connecting Central City Concern's Law Enforcement Assistance Diversion program to Serenity and Haven Houses.

The Hotel/Motel Emergency Shelter Program was a time-limited non-congregate emergency shelter program which began in response to the COVID-19 pandemic to provide a safe shelter-in-place option for people experiencing homelessness with high risk factors for adverse effects from contracting COVID-19. While the SHS program was initially going to assume funding responsibility for this program, it is continuing operations through a combination of Federal Emergency Management Agency (FEMA) and American Rescue Plan Act (ARPA) funds which were leveraged by the County's Social Services Department and SHS program. Households currently in this program are being matched with SHS service providers to receive housing navigation and supportive housing case management assistance as well as rental assistance through the County's RLRA program.

Housing Navigation/Placement Services are being provided by five service providers to place 102 high-need and high-barrier households into permanent housing. Housing navigation assistance is being provided by 12 navigators who work closely with individuals and families to provide flexible funding and services to overcome barriers to housing. All households receiving navigation assistance will also receive supportive housing case management services once they have been placed in

permanent housing. Additionally, they will receive rental assistance through the County's RLRA program to ultimately create a permanent supportive housing living situation for each household.

Supportive Housing Case Management Services are also being provided by the same five organizations who are providing housing navigation/placement services. Nine case managers are providing flexible, tenant-driven assistance to ensure households remain in permanent housing long-term either through ongoing rental assistance and case management support or by "graduating" from rental assistance and/or case management services. These organizations have the capacity to serve 205 households this fiscal year. This figure includes the 102 households set to receive navigation support this fiscal year as they will continue working with their matched service provider to receive supportive housing case management services once they move into permanent housing. All households receiving supportive housing case management services also receive a form of rental assistance, typically through the County's RLRA Program to create permanent supportive housing living situations. In the third quarter, SHS staff began partnering with other County programs, such as Bridges to Housing, to provide additional case management services to some households receiving rental assistance through the RLRA Program.

Rental Assistance is primarily being provided through the County's RLRA program which is anticipated to approve 200 vouchers for households in need of assistance by the end of this fiscal year. This program was created in partnership with the three Counties and Metro staff and is designed to work like a housing choice voucher providing permanent rental assistance to extremely low-income households. Households enrolled in RLRA may be in permanent housing receiving rental assistance or may still be looking for a rental unit that meets their needs. In addition to RLRA, the SHS program began leveraging other forms of rental assistance in the third quarter such as Emergency Housing Vouchers. Households receiving RLRA or other forms of rental assistance will be paired with SHS services such as housing navigation and/or supportive housing case management to create permanent supportive housing living situations

In the third quarter, the SHS program also opened six procurements for additional services which are expected to begin at the end of the fourth quarter or the beginning of FY22-23. These procurements will mark the next significant expansion of the SHS program and lay the ground work for services and programming in FY22-23. These services include:

- Veterans Village Transitional Shelter Operations and Case Management Services
- 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 third 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 third quarter to expand internal capacity, improve the RLRA process, and enhance data collection and reporting capabilities.

Ongoing Expansion of Internal Capacity continued throughout the third quarter. In January, the SHS program added an additional HMIS Management Analyst to oversee data reporting trainings for service providers. Additional recruitments for the SHS and RLRA programs were also initiated at the end of the third quarter. The SHS program hired a contracts analyst who joined the team in April and also opened a recruitment to hire four SHS Program Coordinators. The 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 in outreach and safety off the streets; housing navigation and placement; supportive housing case management; and the youth homelessness continuum. The RLRA program team began a recruitment for a landlord liaison who will build relationships with landlords to encourage them to rent to RLRA program participants.

Improving the RLRA Process for both service providers and RLRA recipients continued to be a focus for the program during the third quarter. As RLRA operations have continued to expand since launching in the second quarter, staff identified that security deposit payments needed to be expedited to ensure that RLRA recipients could secure housing. Staff improved their security deposit process which increased the frequency of payment processing from twice a month to weekly. An emergency procedure was also created for extremely time-sensitive cases which allows staff to process payments immediately. Additionally, staff identified that as service providers onboarded new personnel there were gaps in training and knowledge of RLRA processes. In response to this, the RLRA and SHS teams created weekly open office hours for housing navigators and case managers to receive training, clarify processes, and enhance collaboration between the program teams and the service providers.

Strengthening the Program's Data Collection and Reporting Capabilities continues to be a focus of the program as we refine our internal reporting infrastructure and service providers expand their data collection/reporting capabilities and train new staff. SHS data staff have updated and expanded

the SHS program's training procedures and resources for data collection and reporting. A series of dedicated Homeless Management Information System (HMIS) trainings have also been created to assist service providers with training their staff and improving their data collection and reporting processes. This work is improving data quality and reporting timeliness while simultaneously strengthening the relationships with new service providers.



Advancing Racial Equity

During the third quarter, the SHS program continued its work to strengthen its relationship with the two culturally specific service providers new to Clackamas County: Greater New Hope Family Services and El Programa Hispano Catòlico. These organizations both specialize in providing services to historically underserved populations. El Programa Hispano Catòlico specializes in providing services to Oregon's Latino community and Greater New Hope Family Services specializes in assisting Oregon's BIPOC community. Program staff have worked closely with both of these organizations to help them expand their programs into Clackamas County, establish best practices for program management, and enhance their data collection and reporting infrastructure. Additionally, staff have worked with both organizations to facilitate connections and establish relationships with other service providers that have a long history providing housing and homeless services to Clackamas County residents.

The six new procurements launched in March are 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 also 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 Clackamas County.



Financial Summary

In the third quarter, the SHS program's expenditures have begun to more closely reflect the levels of services currently provided as the program's service providers have fully launched their programs and are invoicing the SHS program accordingly. Administrative expenses currently represent a higher percentage than will be reflected in future reports as the program continues to launch new services and expand its operations staff over the coming months.

Additionally, the SHS program has continued to work closely with County staff to leverage other funding sources such as Federal Emergency Management (FEMA) and American Rescue Plan Act (ARPA) funds to continue covering the expenditures incurred by the Hotel/Motel Emergency Shelter Program. Through the first three quarters of this fiscal year, these leveraged funds have covered approximately \$2.5M in expenditures for the Hotel/Motel Emergency Shelter Program. An estimate is provided here as the third quarter expenditures have not been finalized as of this report's publication date. These leveraged funds have allowed the SHS program to allocate its funds for launching new services via the procurements opened at the end of the third 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 third quarter. The leveraged funding for the Hotel/Motel Emergency Shelter Program enabled \$1.16M of SHS funds for as-needed emergency/transitional sheltering contracts to be reallocated towards new services and the contracts expired on March 31, 2022. Those reallocated funds will now support the new services currently being procured.

Figure 1 - FY21-22 Funding and Expenditures

| Funding | Q3 Actuals | Q1-Q3 Actuals | |
|---|-----------------------|-----------------------|--|
| SHS Measure Disbursements | \$4,828,328 | \$5,734,401 | |
| SHS Funding Advance | - | \$5,000,000 | |
| Total Funding | \$4,828,328 | \$10,734,401 | |
| Expenditures | Q3 Actuals | Q1-Q3 Actuals | Remaining Executed Contract Value |
| FY20-21 Carryover | - | \$413,153.67 | - |
| Housing Placement and Support Services | \$412,078.29 | \$412,078.29 | \$1,759,039.71 |
| Emergency/Transitional Sheltering | \$62,332.68 | \$182,609.28 | \$126,148.32 |
| Short-term Rent Assistance | - | - | \$90,000.00 |
| Service Provider Administration | \$36,557.66 | \$36,557.66 | \$228,577.74 |
| Regional Strategic Initiatives | \$18,000.00 | \$18,000.00 | - |
| Internal SHS Program Operations | \$123,969.98 | \$297,133.65 | - |
| Internal SHS Program Administration | \$63,616.85 | \$215,688.09 | - |
| Rental Assistance and RLRA Program Operations | \$288,232.02 | \$414,482.43 | - |
| RLRA Administration | \$52,050.15 | \$120,436.29 | - |
| Total Expenditures | \$1,056,837.63 | \$2,110,139.36 | \$2,203,765.77 |

A collection of wooden cutouts of houses and trees, arranged to represent a neighborhood. The houses are in various sizes and styles, and the trees are simple green shapes. The background is a dark grey gradient.

Program Outcomes & Population

The outcome and population data in Appendix A contains measures which detail the system wide and SHS data for adults and households receiving assistance, unmet need for services in the County, housing placements, and current SHS/RLRA services. System wide and SHS data is for the period of 07/01/21 – 03/31/22 and population data has been disaggregated by race. 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 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 which were established prior to the launch of the SHS program. Third quarter data has begun to show that the population served by the SHS program is becoming more diverse as additional households enter the program. As current services expand and new services are introduced, we will continue 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 third quarter of this fiscal year saw consistent growth in the services provided by the SHS and RLRA programs. During this quarter the reporting infrastructure continued to expand and service providers became fully trained in HMIS reporting. Program expansion highlights through the end of the third quarter of FY21-22 include:

- 246 Households have been served by the SHS program through the third quarter.
- 68 Households were leasing with RLRA at the end of the third quarter.
- There have been 68 permanent supportive housing placements through the third quarter.
- SHS program demographics continue to grow more diverse as the BIPOC population grew from 19% to 23% of total program population.

Figure 2 summarizes the number of households receiving and matched for services as of March 31st, 2022. Households are matched with service providers using a by-name list process emphasizing participant choice to ensure that they receive the services best tailored to their specific situation. As service providers establish relationships and begin actively assisting these households, their information is entered into HMIS and reflected in the various data sets contained in Appendix A. Transitional/Emergency Shelters are not tracked by households served in Figure 2 but by the number of units, as to remain consistent with the Program’s LIP. The number of households served by emergency/transitional shelters is available in Appendix A.

Most households in Figure 2 are reflected in more than one service component. Households issued RLRA but not yet leasing are actively looking for housing. Most of these households are receiving housing navigation assistance to help locate and secure permanent housing. The majority of households leasing with RLRA also receive supportive housing case management services once they move into housing.

All households matched for or receiving housing navigation assistance are also matched for supportive housing case management at the same time; however, both components are not utilized simultaneously. Receiving services in Figure 2 reflects the households which have actively utilized that service component.

Figure 2 - Households Receiving and Matched for Services

| LIP Service Component as of 03-31-22 | Receiving Services / Leasing with RLRA | Matched with Service Provider / RLRA Issued | Total |
|---|--|---|-------|
| Supportive Housing Case Management (Households) | 68 | 84 | 152 |
| Housing Navigation (Households) | 66 | 10 | 76 |
| Regional Long-term Rent Assistance (Households) | 68 | 71 | 139 |
| Transitional / Emergency Shelter (Units) | 85 | - | 85 |



Looking Ahead – Future Program Growth

The SHS program will open a Request for Information (RFI) in the fourth quarter to determine the feasibility of developing new transitional shelters in the County. This RFI will help staff design and develop safety off the street programming by assessing a variety of concepts, cost estimates, and potential partnerships. Potential models include safe rest areas, safe parking sites, transitional villages, facility based congregate shelters, or facility based non-congregate shelters. The goal of this RFI is to help craft future procurements for transitional shelters which will provide a temporary safe place to stay for our neighbors experiencing homelessness until they can find permanent housing.

The six procurements opened at the end of the third quarter will lay the foundation for new and expanded services in the fourth quarter and into FY 22-23. These procurements will make approximately \$6.175M in additional funding for community based organizations available and mark the largest expansion of SHS services since the program's launch. Planned program expansion for the fourth quarter of FY 21-22 and the first quarter of FY 22-23 includes:

Veterans Village Operations and Case Management: The SHS Program has launched a \$350K program offer to partner with a community based organization for management of operations at the Clackamas County's Veterans Village and to provide ongoing case management services for its residents. Veterans Village is a transitional shelter community located in the urban unincorporated community of Clackamas. It consists of 24 small house-like structures which function as sleeping pods with a site layout and infrastructure capable of hosting up to 30 such structures in addition to two buildings for common facilities such as showers and restrooms. Eligible residents are adults experiencing homelessness who identify as veterans of the armed services of the United States.

Emergency Shelter Operations: Continued support and expansion of the County's emergency shelter system continues to be a priority for the SHS program. Through this program offer, approximately \$2.5M in funding will be available to support, expand, or establish emergency shelter operations throughout the Urban Growth Boundary in 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: The SHS program will be launching its first outreach & engagement

services through a \$700K program offer. 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-street services, mental health outreach, and culturally specific outreach.

Justice System Diversion Supportive Services: This \$750K program offer will establish 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. This service model is an integrative approach to provide outreach and engagement, connections to stable housing, supportive housing stabilization services, and wrap-around supports to program participants.

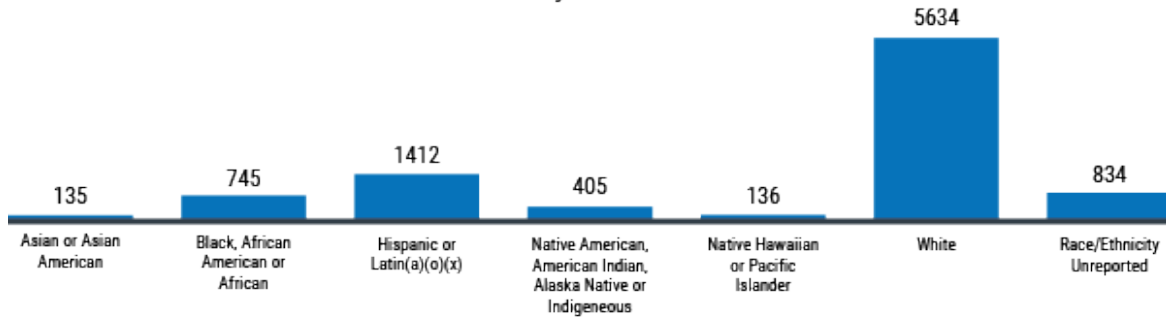
Housing Authority Peer Support Services: A \$275K program offer was also opened to procure ongoing peer support services for residents in programs and properties managed by the Housing Authority of Clackamas County (HACC). The peer support specialists will work closely with HACC resident services staff to identify and provide supportive services for residents in need. Additionally, peer support specialists will 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: The SHS Program will also expand its existing supportive housing case management system capacity and procure case management services for the County's Shelter + Care program through a \$1.6M program offer. 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. These flexible services may include assistance in applying for rental assistance and other benefits, connections to independent living supports, assistance with lease compliance, and connections to education and employment opportunities. The County's Shelter + Care program assists chronically homeless individuals with disabilities. Case management services for this program will include assistance with housing navigation and placement, provision of housing retention and eviction prevention services, and assistance in applying for eligible benefits programs.

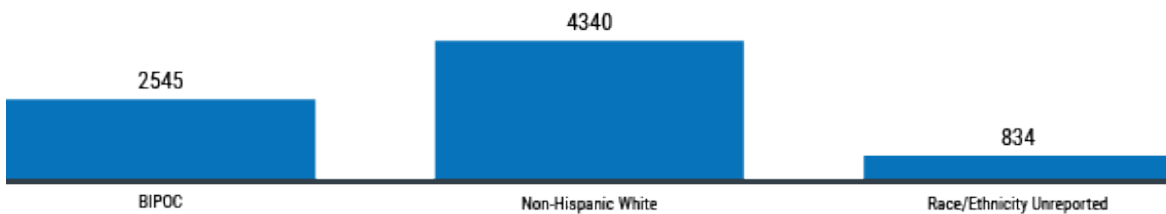
Appendix A

System Wide & Supportive Housing Services Demographics Disaggregated by Race

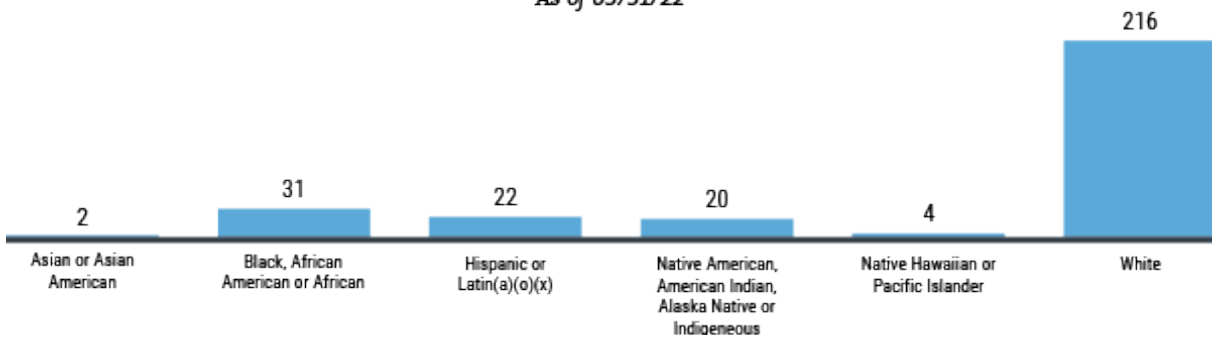
Whole System Demographics: Race
As of 03/31/22



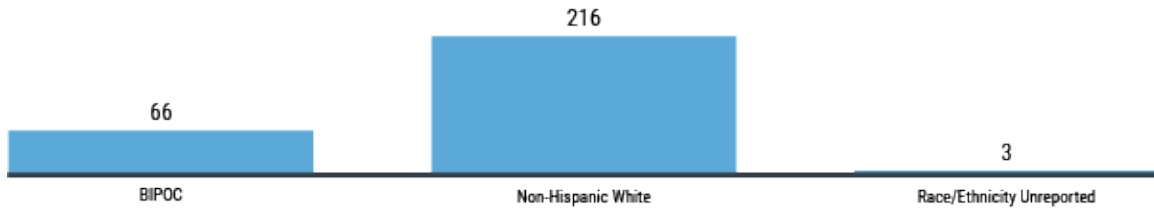
Whole System Demographics: Inclusive Racial Categories
As of 03/31/22



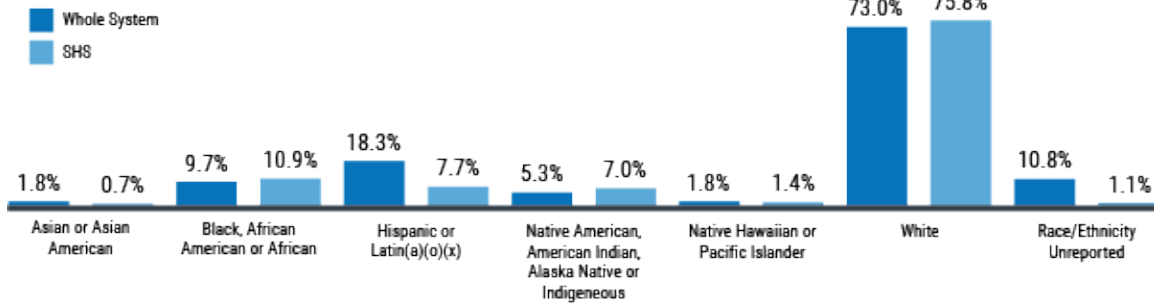
SHS Demographics: Race
As of 03/31/22



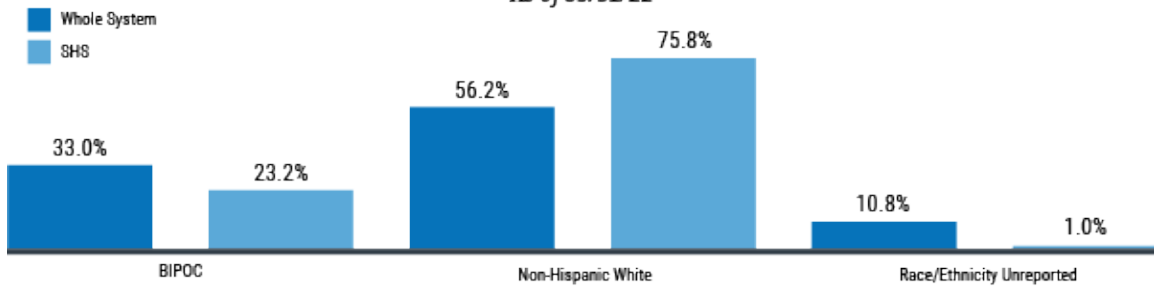
SHS Demographics: Inclusive Racial Categories As of 03/31/22



Whole System and SHS Demographics Comparison: Race As of 03/31/22



Whole System and SHS Demographics Comparison: Inclusive Racial Categories As of 03/31/22



System Wide Unmet Need

System Wide Unmet Need
As of 03/31/22

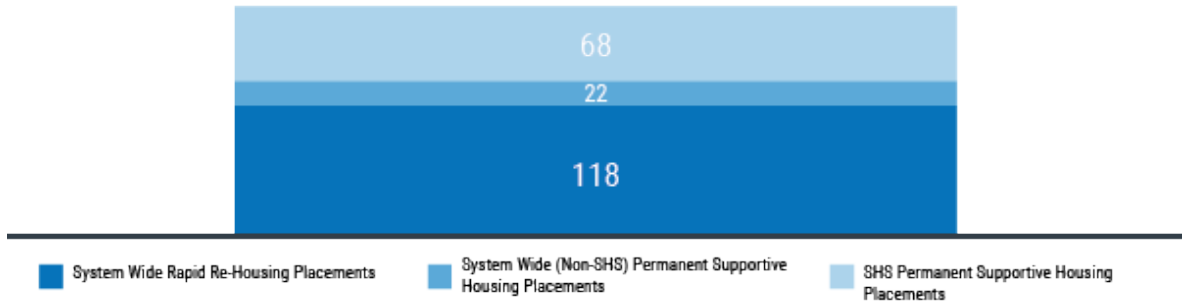


System Wide Average Years Homeless by Population with Unmet Need
As of 03/31/22



Supportive Housing Services and System Wide Housing

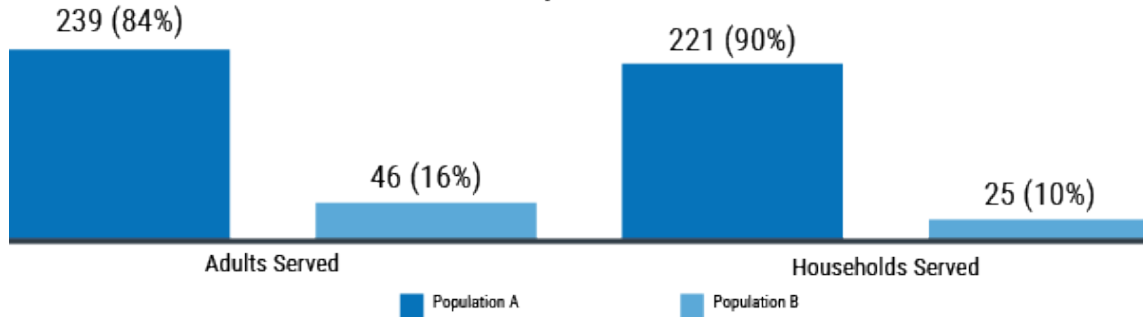
Housing Placements
As of 03/31/22



Supportive Housing Services – Adults and Households Served

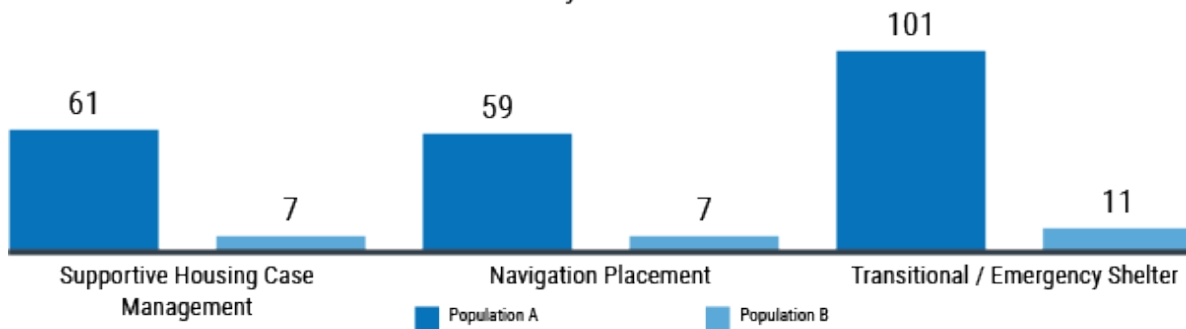
Adults and Households Served by SHS Services

As of 03/31/22



Households Served by SHS Services

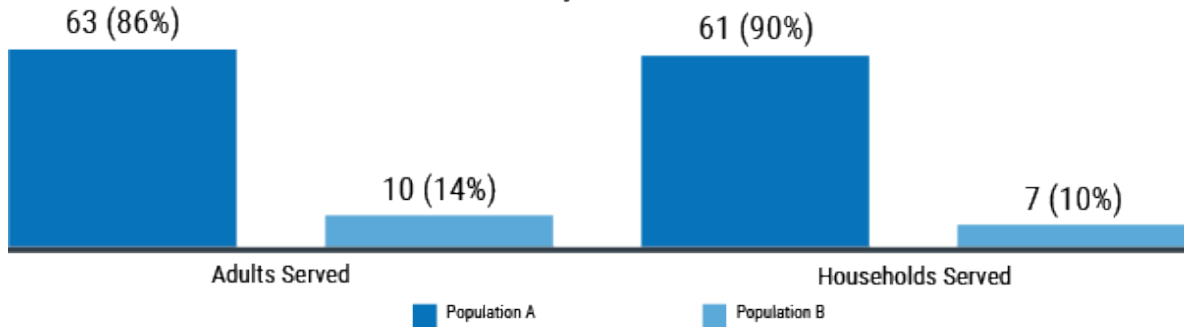
As of 03/31/22



Regional Long-term Rent Assistance – Adults and Households Served

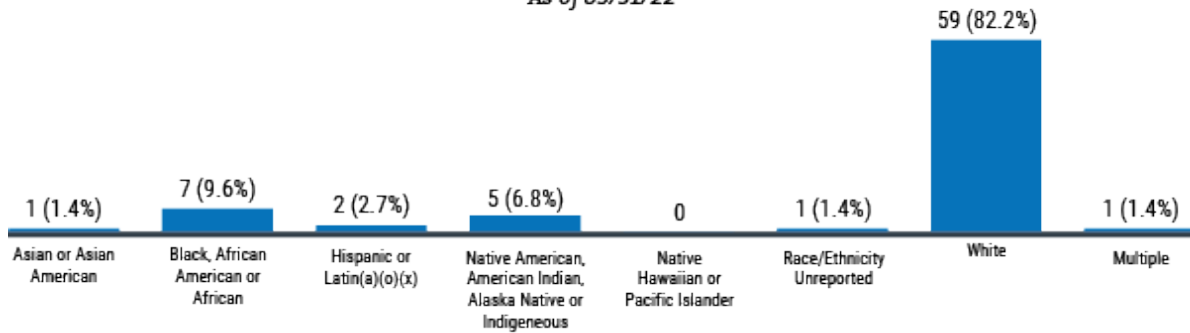
RLRA Adults and Households Served

As of 03/31/22



RLRA Demographics: Race

As of 03/31/22



RLRA Demographics: Inclusive Racial Categories

As of 03/31/22

