



## **Governance Framework--Final**

Amendments, edits and final agreements approved by HereTogether Advisory Committee  
February 21, 2020

### **1) Regional Oversight**

- a) Expand scope of existing Metro Housing Bond Oversight committee, or use it as a model to create new committee to oversee homeless services.
- b) Expansion of existing oversight committee or creation of a new committee includes:

- i) Composition and membership of Regional Services Oversight Committee:**

- 1) Convener of body:** Metro

- 2) Purpose of body:** Monitor the ongoing implementation of the Regional Services Initiative by the counties on behalf of Metro, the county boards and the public.

- 3) Selection of members**

- (a) *To be finalized by ballot drafting sub-committee.*

- 4) Membership number and composition**

- (a) Total of 18 members, 15 voting members, 3 ex-officio

- (b) Metro must ensure that appointments achieve the following representation:

- (i) Voting membership must comprise 50% people of color.

- (ii) Have demonstrated experience in overseeing, providing or administering services as defined in Section 7.

- (iii) Have lived experience of homelessness or severe housing instability.

- (iv) Have experience in the development and implementation of supportive housing and other services including behavioral health, designed to serve the priority population.

- (v) Have experience in the delivery of culturally specific services.

- (vi) Represent the private for-profit sector.
- (vii) Represent the philanthropic sector.
- (viii) Represent communities of color, Indigenous communities, people with low incomes, immigrants and refugees, the LGBTQ+ community, people with disabilities, and other underserved and/or marginalized communities.
- (ix) Representative from continuum of care.
- (x) Representatives from each county's commission will serve as ex-officio members.

**5) Considerations for Convener**

- (a) One person may represent more than one of the required perspectives.
- (b) Counties should ensure geographic representation from within the Metro boundaries of each of the respective counties.
- (c) Provide stipends or other resources to support member participation.
- (d) Metro may contract with an independent 501(c)3, housing authority, or other government agency for staffing and research support.
- (e) New or existing committees may be used to achieve this.

**6) Responsibilities of Regional Oversight Committee**

- (a) Review Local Implementation Plans, both the initial plan and all amended plans, for consistency with the commitments made to voters in the Regional Services Initiative, and recommend to Metro council for adoption, adoption with amendments, or rejection.
- (b) Accept and review annual reports from each county for consistency with approved Local Implementation Plans (LIS) and present results to Metro Council and county boards annually.  
*Current reporting models that address the LIS plan and results will meet this requirement.*

**7) Staffing and resources:** Metro shall provide staffing and resources to support community engagement and facilitate equitable participation by community members, CBOs and others.

**2) Local Planning & Implementation**

- a) Each county will be responsible for developing and periodically updating a Local Implementation Plan that documents the uses of Regional Services Initiative funds and

how these uses align with the commitments made to voters in the Regional Services Initiative.

**b) Requirements for developing and updating Local Implementation Plan:**

- i)** Each county shall use a locally convened body that includes a broad array of stakeholders, to develop its Local Implementation Plan. It may convene a new committee or use a standing committee (if the standing committee can demonstrate a track record of achieving equitable outcomes in service provisions to regional oversight committee), provided that the committee responsible for drafting the Local Implementation Plan must:
  - 1) Use a racial equity lens to design and implement its decision making process and to develop the content of the Local Implementation Plan.
  - 2) Use the best available quantitative and qualitative data to develop the content of the Local Implementation Plan.
  - 3) Develop, implement, and use the results of a comprehensive community engagement process that prioritizes the voices of people with lived experience and from communities of color to develop the content of the Local Implementation Plan.
  - 4) Include as members of the committee:
    - (a) People with lived experience of homelessness and/or extreme poverty.
    - (b) People from communities of color and other marginalized communities.
    - (c) Culturally responsive and culturally specific service providers
    - (d) Elected officials, or their representatives, from the county and any CDBG cities.
    - (e) Representatives from the business, faith, and philanthropic sectors.
    - (f) Representatives of the county/city agencies responsible for implementing homelessness and housing services, and that routinely engage with the unsheltered population.
    - (g) Representatives from health and behavioral health who have expertise serving those with health conditions, mental health and/or substance use disorder from culturally responsive & culturally specific service providers.

**c) Process for approving local implementation plan:**

- i)** Each county shall develop and present their initial Local Implementation Plan to the Regional Services Oversight Committee for its review, comment and recommendation.
- ii)** Following the Regional Services Oversight Committee's review and

recommendation, each county's Local Implementation Plan must be approved by Metro and that County's Board.

**d) Each County's Local Implementation Plan must demonstrate the following:**

- i) Geographic Equity:** A commitment to and a strategy to ensure that services funded through the Regional Services Initiative are equitably geographically distributed throughout each county.
- ii) Community Engagement:** A demonstration that the Local Implementation Plan was created by a committee, and through a process, that meets the requirements of 2) b) i).
- iii) Racial Equity:** A thorough racial equity analysis and strategy that includes: (1) an analysis of the racial disparities within the homeless population in county and the Priority Service Population (see Section 6) in particular; (2) disparities in access and outcomes within the county's current services for the homeless population and the Priority Service Population in particular; (3) clearly defined service strategies and resource allocations intended to remedy existing disparities and ensure equitable access to Regional Services Initiative funds; and (4) an articulation of how perspectives of communities of color/culturally specific groups were considered/incorporated.
- iv) Needs/Gaps Analysis:** A review of current system investments/capacity benefitting the priority population, 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. Each County's gaps analysis should include an inflow analysis that identifies likely inflow of people in the priority population based upon a review of data related to who are in jails, adult care facilities, hospitals, etc., as well as an assessment of people who meet the extremely low income and disabled definition who are still in housing, and those who are rent-burdened in excess of 50%. Existing data and reports may be used.
- v) Services & Service Delivery:** A description of the planned investments of Regional Services Initiative funds that will speed access to permanent housing (e.g. housing first) through services that include: (1) the types of services that will be invested in (e.g. outreach, shelter, supportive housing, transitional housing, prevention), and how these proposed investments align with need/gaps analysis in v (above); (2) the scale of the investments proposed in (1) and how these address the needs/gaps identified in v (above); (3) the outcomes anticipated by the investments identified in (1) and (2) (this section); and (4) the service delivery models/best practices that will be used in each service area to ensure the best and most equitable outcomes from the expenditure of Regional Services Initiative funds.
- vi) Outcome Tracking, Reporting & Evaluation:** Each county shall propose in the Local Implementation Plan how it will track outcomes from Regional Services Initiative funded services, a plan for reporting those outcomes (no less often than annually), and a plan for the evaluation of Regional Services Initiative funded services and programs.

- vii) Procurement:** Each county’s Local Implementation Plan must include a description of how Regional Services Initiative funds will be allocated to public and non-profit service providers. It is expected that counties will use their established procurement processes for public funds to ensure funds are made available through transparent and accountable processes.
  - viii) Prohibition on displacement of funds:** For the purposes of ensuring augmentation of existing investments in homeless services, counties shall annually confirm to the Regional Services Oversight Committee, either in the progress report set out in 3) a) or separately, that they have conducted the review required in their local implementation plans and that regional services initiative funds were not used to offset reductions in county general fund investments in homeless services. Increases or decreases in municipal investments in homeless services within the Metro UGB will be noted. In the event that a county has identified an extreme circumstance that necessitates displacement of funds to remedy (e.g. recession, natural disaster, force majeure), the county shall request an emergency review of their local implementation plans and any amendments.
- 
- e) Reporting:** Each county shall provide a report annually on its progress under the local implementation plan to the regional services oversight committee that will include a discussion of progress towards outcomes in each of the service areas identified in the local implementation plan and a separate analysis of progress toward the implementation of the county’s racial equity strategy, as set out in d) iv). Reports will also include municipal investments from cities within the Metro UGB who have either increased or decreased contributions to homeless services for the priority population. Existing reports may be used.
  - f) Process for changing local implementation plans:** A county wishing to use Regional Services Initiative funds in a manner that substantially deviates from what is contemplated in the original Local Implementation Plan, either because it wishes to change its strategies or service delivery for the priority population, or because it wishes to begin serving people at risk of or experiencing homelessness who are not in the priority population, shall follow procedures outlined in Section 2.

### **3) Local Accountability**

- a) Progress Reporting:** Following the approved Local Implementation Plan outcome, reporting, and evaluation plan, each county shall provide a report on the uses and outcomes achieved with Regional Services Initiative funds to the Regional Services Oversight Committee and the public at least annually. The Regional Services Oversight Committee shall hold a public forum(s) to share and receive public feedback on the annual county progress reports.
- b)** Counties shall annually confirm to the Regional Services Oversight Committee, either in the progress report set out in 3)a) or separately, that they have conducted the review

required in their Local Implementation Plans and that Regional Services Initiative funds were not used to offset reductions in county general fund investments, or existing municipal investments within the Metro boundary, in the Regional Services Initiative authorized services provided to the priority population.

#### **4) Local Administrative Expenses**

- a) Local government administrative costs will be limited to 5% over 10 years.
- b) Metro administrative expenses must not exceed 5% of the RSI.
- c) Administrative costs do not include costs directly associated with program and service delivery.

#### **5) Funding Allocation**

Funds distributed according to the county they are collected in (i.e. money collected in Clackamas County is returned to Clackamas County).

#### **6) Funding Priorities/Priority Service Population(s)**

**Summary:** The following would place the highest priority for RSI on addressing the growing number of people of color and members of other historically marginalized communities who are struggling with disabling conditions, extremely low-incomes, and are experiencing long-term street and shelter homelessness. If they are currently doubled up, they are presumed to be imminently at risk of “literal homelessness” and thus in the first priority category. After that, priority is given to addressing the housing and support service needs of all who have disabling conditions, extremely low-incomes and are experiencing, or are at imminent risk of long-term street and shelter homelessness. In both of these cases, being doubled up involuntarily suffices to demonstrate an imminent risk of literal homelessness. Once the needs of these populations are met, remaining funds are prioritized to people of color and members of other historically marginalized communities who are experiencing any form of homelessness, including being doubled up, or who are at substantial risk of becoming homeless by virtue of their low income and substantial rent burden or other circumstances.

- (a) Regional Services Initiative (RSI) funds shall first prioritize the provision of housing and services for people of color, and members of other historically marginalized communities, who have extremely low-incomes and one or more disabling conditions and: (a) are experiencing long-term or frequent episodes of literal homelessness, or (b) are at imminent risk of experiencing long-term or frequent episodes of literal homelessness. Meeting this need shall include investments in long-term rental assistance and culturally specific supportive housing services scaled to meet the needs of this population.

**(b)** Regional Services Initiative funds remaining upon satisfying (a) shall prioritize the provision of housing and support services to address the needs of persons who have extremely low-incomes and one or more disabling conditions and who: (a) are experiencing long-term or frequent episodes of literal homelessness, or (b) are at imminent risk of experiencing long-term or frequent episodes of literal homelessness. RSI funds shall be used to scale rental assistance and culturally responsive and culturally specific wrap around support services to the level necessary to meet the needs of this population.

*75% of Regional Services Initiative Funds will be devoted to sections (a) and (b).*

**(c)** RSI funds available upon satisfying (a) and (b) shall prioritize rental assistance and support services for people who are experiencing homelessness, by virtue of being very low income and extremely rent-burdened or other circumstances, or face a substantial risk of homelessness. Within this population, priority shall be given to people of color and members of other historically marginalized communities.

*25% of Regional Services Initiative Funds will be devoted to section (c).*

**For purposes of paragraphs (a)-(c):**

Extremely low income: a household earning less than 30% of AMI.

Very low income: a household earning less than 50% of AMI.

Extremely rent burdened: paying 50% or more of income toward rent and utilities.

Literal homelessness: as defined by HUD (unsheltered, in emergency shelter or transitional housing, or living in a place not meant for human habitation).

Homelessness: as defined by the U.S. Department of Education:

Imminent risk of literal homelessness: any circumstance, including being involuntarily doubled up, someone exiting an institution (including but not limited to exiting incarceration or foster care), fleeing a domestic violence or abuse situation, that provides clear evidence that a person will become literally homeless but for the investment of RSI funds.

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 support through RSI the household would find themselves literally homeless or living involuntarily doubled-up.

## 7) Services

Provide client-centered wraparound, highly flexible services, and genuine economic opportunity.

**a) Expand case management and outreach services by:**

- i) Prioritizing permanent supportive housing services.
- ii) Expanding professionally trained, culturally appropriate street outreach programs to actively connect people who are chronically homeless with services and housing.
- iii) Expanding access to culturally responsive and appropriate service providers in all counties.
- iv) Increasing flexible funding streams to help people transition out of homelessness.
- v) Address the immediate crisis at hand by helping those who are currently on the streets with outreach and basic survival support designed to help them move into housing and support services.
- vi) Use best practices, including assertive engagement, along with emerging research to place client need and experience at the center of solutions.

**b) Expand clinical services by:**

- i) Improving access to behavioral health: mental health services and interventions, and addiction services to support people in crisis and people in recovery.
- ii) Expanding access to services and interventions for people with physical impairments and disabilities.

**c) Increase access to income opportunities including:**

- i) Financial literacy, employment, job training and retention, education, peer support services, and workplace supports.
- ii) Assisting individuals to access veterans benefits, Social Security, disability income, and other benefits.

**d) Homeless prevention to include:**

- i) Rent assistance, displacement, eviction prevention services, education and legal services among other programs, for those most at risk of becoming homeless to prevent a net-negative effect, ensuring people can remain successfully housed.
- ii) Prevention services tailored to rural households.

**e) Expand access to housing placements that are affordable and culturally appropriate to our community's most vulnerable, including:**

- i) Maximize federal, state, and local housing programs and subsidies that meet the needs of individuals where they are.
- ii) Shelters, bridge/transitional housing placements, including for people exiting institutions, foster care, etc., so unsheltered homeless individuals are provided the option to sleep indoors.



- iii) Long-term housing subsidies for the elderly, those disproportionately at-risk of long-term homelessness, youth and people with disabilities.

**f) Improve systems coordination, state, and regional alignment by:**

- i) Incentivizing regional coordination efforts, including data collection, and use metrics that measure the size of the region's sheltered and unsheltered homeless population.
- ii) Maximizing resources by leveraging existing local, state and federal service dollars and other investments, and coordinating with other services (Medicaid, hospitals, jails, child welfare, aging services, etc.).
- iii) Encouraging innovation and collaboration with nonprofit, business, faith communities, government agencies, etc.

**g) Be transparent, outcome-driven and allow for strong community oversight of the funds, program implementation and evaluation of outcomes.**

- i) Align systems and processes to ensure public accountability through data analysis and program evaluation and ongoing communication and feedback from individuals served to maximize the effectiveness of service delivery.
- ii) Use incentives, including matching or challenge grants and funding and other strategies, to ensure that existing community investments are increased and not reduced.
- iii) Employ a racial equity lens to prioritize equitable outcomes for communities that are overrepresented in our homeless population, are most-at-risk of chronic homelessness, and/or have been historically marginalized.

## **8) Revenue**

- a) High earners income-tax up to 2% on Oregon taxable income starting at \$150K single-filers/\$300K joint-filers (includes people who reside or earn their money in the region).
- b) Requires voter renewal after 10 years of tax collection.

## **9) Racial Equity**

**a) Focus on equity and lead with race/center perspectives and experiences:**

- i) Within other priorities already stated, employ a racial equity lens to plan development and implementation to prioritize equitable outcomes for communities that are overrepresented in our homeless population, are most-at-risk of long term homelessness, and/or have been underserved and/or marginalized and under-served due to lack of culturally specific and/or linguistic specific services.
- ii) Meaningfully engage and make decisions with communities of color, Indigenous communities, people with low incomes, immigrants and

refugees, the LGBTQ+ community people with behavioral health disorders, people with disabilities, and other underserved and/or marginalized communities in identifying, prioritizing, planning, developing, selecting, and funding of projects.

- iii) Actively remove barriers for organizations and communities to ensure full participation by providing stipends, scheduling events at accessible times and locations, and other supportive engagement tactics.
- iv) 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 other programs.
- v) Use shared community values to set aspirational goals for investing in a robust and diverse workforce committed to achieving equitable outcomes among communities most impacted. These goals should include robust and fair compensation for service providers that considers the lived experience and expertise frontline services workers bring, while also celebrating their professionalism, dedication to the work, and recognizing the traumatic impact of front line work.

**b) Ensure equity in outcomes:**

- i) Demonstrate accountability for tracking outcomes and reporting impacts, particularly as they relate to communities of color, Indigenous communities, people with low incomes, LGBTQ+ community, and other underserved and/or marginalized communities.
- ii) Set measurable goals for advancing racial equity and identify metrics for monitoring outcomes:
  - 1) Establish meaningful and ongoing communication with community-based organizations to review metrics and methods used to evaluate program impact.
  - 2) Use evaluation as a tool to expand community engagement in the program, identify challenges and opportunities for further progress, improve program implementation to achieve identified outcomes, and celebrate accomplishments and successes.
  - 3) County reporting on LIS outcomes must include tracking outcomes and reporting impacts, particularly as they relate to communities of color, Indigenous communities, people with low incomes, immigrants and refugees, the LGBTQ+ community people with-behavioral health disorders, people with disabilities, and other underserved and/or marginalized communities.

**c) Stay accountable to long term impact.**

- i) Include strategies to prevent or mitigate displacement and/or

gentrification resulting from investments of resources made under this measure.

- ii) Teach equity: Provide ongoing/continuing education equity training opportunities that include anti-racist curricula for all project partners, including building owner and management staff, resident services staff, and partners that support residents.

## **10) Tri-County Planning Initiative**

- a) Metro shall annually allocate a portion of resources from its share of their administrative cap to provide the staffing and logistical support to convene and maintain a tri-county homeless services planning body. This body is responsible for the development and implementation of a tri-county initiative that will be responsible for identifying regional goals, strategies, and outcome metrics related to addressing homelessness in the region.
- b) The counties shall present to the regional services oversight committee for its approval a proposal for the implementation of the tri-county initiative no later than 1 year after the adoption of the regional services initiative, May 2021.
- c) An annual allocation of no less than 5% of each of the counties' share of RSI funding shall be contributed by the counties to a regional strategy implementation fund.
- d) The regional strategy shall be approved by the RSI Oversight Committee.
- e) The proposed initiative governance structure must be inclusive of people representing at least the perspectives required in Section 1b4, including local electeds from each of the counties, except that elected leaders and government employees shall be full voting members.
- f) Within one year of the adoption of the tri-county initiative plan, and as needed thereafter, each county shall bring forward amendments to its Local Implementation Plan that incorporate relevant regional goals, strategies, and outcomes measures.

## **11) Ballot Drafting: Continuing Work**

Metro shall continue to work with the body currently appointed as the HereTogether ballot drafting committee post-referral to develop a work plan and finalize details not included in the referral language.