Clackamas County, Oregon
Housing and Community Development
2013 Action Plan

Executive Summary

Each year Clackamas County submits an Action Plan explaining how the U.S. Department of Housing and Urban Development (HUD) resources will be used to improve communities throughout the County. This is the annual implementation plan of the 5-Year Consolidated Plan addressing the Housing and Community Development needs in Clackamas County. The needs, goals and objectives were identified through collaboration with participating cities, County agencies and other public and private project sponsors. The goals of the Consolidated Plan are primarily targeted to low- and moderate-income residents of Clackamas County and were developed to:

- Provide decent housing;
- Establish and maintain a suitable living environment; and
- Expand economic opportunities.

In implementing these goals the County has engaged the following long-term housing and community development objectives:

(1) Revitalization of distressed neighborhoods;
(2) Expansion and improvement of community services and facilities;
(3) Expansion and conservation of the housing stock;
(4) Expansion of employment opportunities for low and moderate income persons; and
(5) Elimination of conditions detrimental to the community's health and welfare.

The Action Plan is for the 12-month period beginning July 1, 2013. The plan, developed with the input of citizens and community groups, serves four major functions:

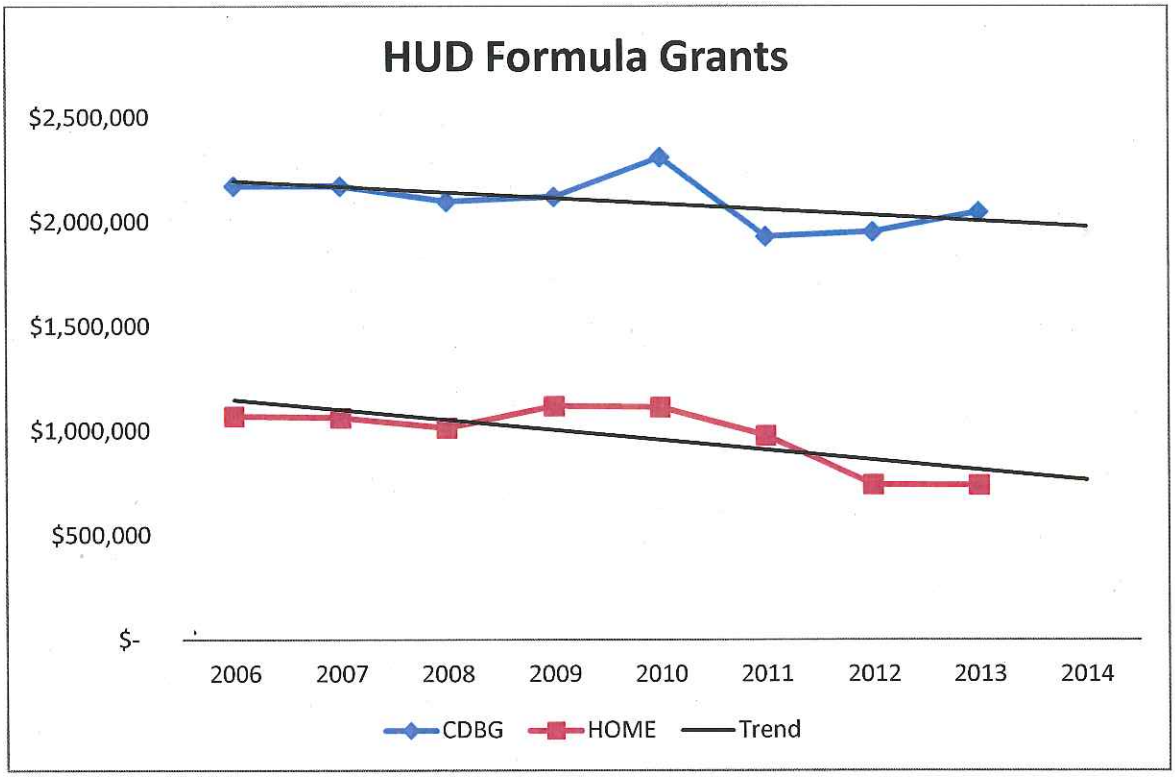
(1) It is the County's application for funds available through the three HUD formula grant programs: the Community Development Block Grant (CDBG), the HOME Investment Partnership Act (HOME), and the Emergency Solutions Grant (ESG) programs;
(2) It is the annual planning document, built through public input and participation, for CDBG, HOME, ESG, and other related programs;
(3) It lays out expected annual funding resources, the method of fund distribution, and the actions the County will follow in administering HUD programs; and
(4) It provides accountability to citizens for the use of the funds and allows HUD to measure program performance.

I. Resources

As of this date the U.S. Department of Housing and Urban Development (HUD) has not provided notice on the level of entitlement allocations for the 2013 fiscal year. The list below reflects an estimate of the grant amounts for the CDBG, HOME, ESG and CoC programs.

Sources	2013 Grants
Community Development Block Grant (CDBG)	$ 2,047,968
Emergency Solutions Grant (ESG)	$ 142,472
HOME	$ 741,398
Section 8 Tenant-Base Rental Assistance (Housing Authority)	$ 10,861,439
McKinney-Vento Homeless Assistance (Continuum of Care)	$ 1,790,561
Low-Income Housing Tax Credits	$ 15,000,000
HOPWA	$ unknown*
Estimated Program Income - CDBG	$ 283,956
Estimated Program Income - HOME	$ 100,000

The grant amounts for the CDBG, HOME and ESG Programs reflect a 5% decrease from last year's allocation as required by sequestration.



II. Objectives and Outcomes

Based on the guidelines HUD published in its final notice on the Outcome Performance Measurement System for Community Planning and Development's Formula Grant Programs the Action Plan identifies specific Objectives and Outcomes for each project.

Based on the intent of the activity each project is evaluated to determine which of the three overarching Objectives best describes its purpose. The three objectives are:

- Suitable Living Environment - In general, this objective relates to activities that are designed to benefit communities, families, or individuals by addressing issues in their living environment.
- Decent Housing - The activities that typically would be found under this objective are designed to cover the wide range of housing possible under HOME, CDBG, HOPWA or ESG. This objective focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort, since such programs would be more appropriately reported under Suitable Living Environment.
- Creating Economic Opportunities - This objective applies to the types of activities related to economic development, commercial revitalization, or job creation.

Lastly, each project is evaluated to determine which of the three outcome categories best reflects the anticipated achievement. The three outcome categories are:

- Availability/Accessibility. This outcome category applies to activities that make services, infrastructure, public services, public facilities, housing, or shelter available or accessible to low-and moderate-income people, including persons with disabilities. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low and moderate income people where they live.
- Affordability. This outcome category applies to activities that provide affordability in a variety of ways in the lives of low- and moderate-income people. It can include the creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation or day care.
- Sustainability: Promoting Livable or Viable Communities. This outcome applies to projects where the activity or activities are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefit to persons of low- and moderate-income or by removing or eliminating slums or blighted areas, through multiple activities or services that sustain communities or neighborhoods.

The following table identifies the Objectives and Outcomes for all of the 2013 Action Plan projects.

2013 Objectives and Outcomes

Project Name	Objective	Outcome
Annie Ross House Redevelopment	Decent Housing	Availability/Accessibility
Bell Road Ped/ Bike Improvements	Suitable Living Environment	Availability/Accessibility
Clackamas Cty. Service Dist. No.1 NCRA SHUAGP	Suitable Living Environment	Availability/Accessibility
Home Base	Suitable Living Environment	Availability/Accessibility
Housing Rehabilitation Program	Decent Housing	Availability/Accessibility
Housing Rights and Resources	Decent Housing	Availability/Accessibility
Jackson Place Rehabilitation Project	Suitable Living Environment	Availability/Accessibility
Milwaukie ADA Ramps	Suitable Living Environment	Availability/Accessibility
Northside Sidewalk Infill	Suitable Living Environment	Availability/Accessibility
Northwest Gladstone Infrastructure Rehabilitation Project	Suitable Living Environment	Availability/Accessibility
Proud Ground Acq/Rehab Project (CD Float Loan)	Decent Housing	Affordability
Rent Well	Decent Housing	Availability/Accessibility
Save the Francis Ermatinger House	Suitable Living Environment	Availability/Accessibility
Youth Shelter Care Expansion	Suitable Living Environment	Availability/Accessibility
CHAP Homebuyer Assistance Program	Decent Housing	Affordability
Multi-Family Rental Housing	Decent Housing	Affordability
Emergency Shelter Grant - CWS	Decent Housing	Availability/Accessibility
Emergency Shelter Grant - Springwater	Decent Housing	Availability/Accessibility
Emergency Shelter Grant - The Annie Ross House	Decent Housing	Availability/Accessibility

III. Funding Categories

The Community Development Division provides funds to assist in the development and reconstruction of a wide variety of activities that promote neighborhood revitalization and expand affordable housing opportunities throughout Clackamas County. CDBG, HOME and ESG funds have been budgeted into 5 general categories.

1. Housing – Development and rehabilitation programs which offer a variety of deferred payment loans to low and moderate-income homeowners and home-buyers. Programs also provide housing resources for the development of low and moderate-income affordable rental housing, and special needs housing.

2. Public Improvements - Acquisition, construction, reconstruction, or rehabilitation of facilities that provide assistance to low- and moderate-income individuals, and construction or reconstruction of infrastructure in low- and moderate-income neighborhoods.

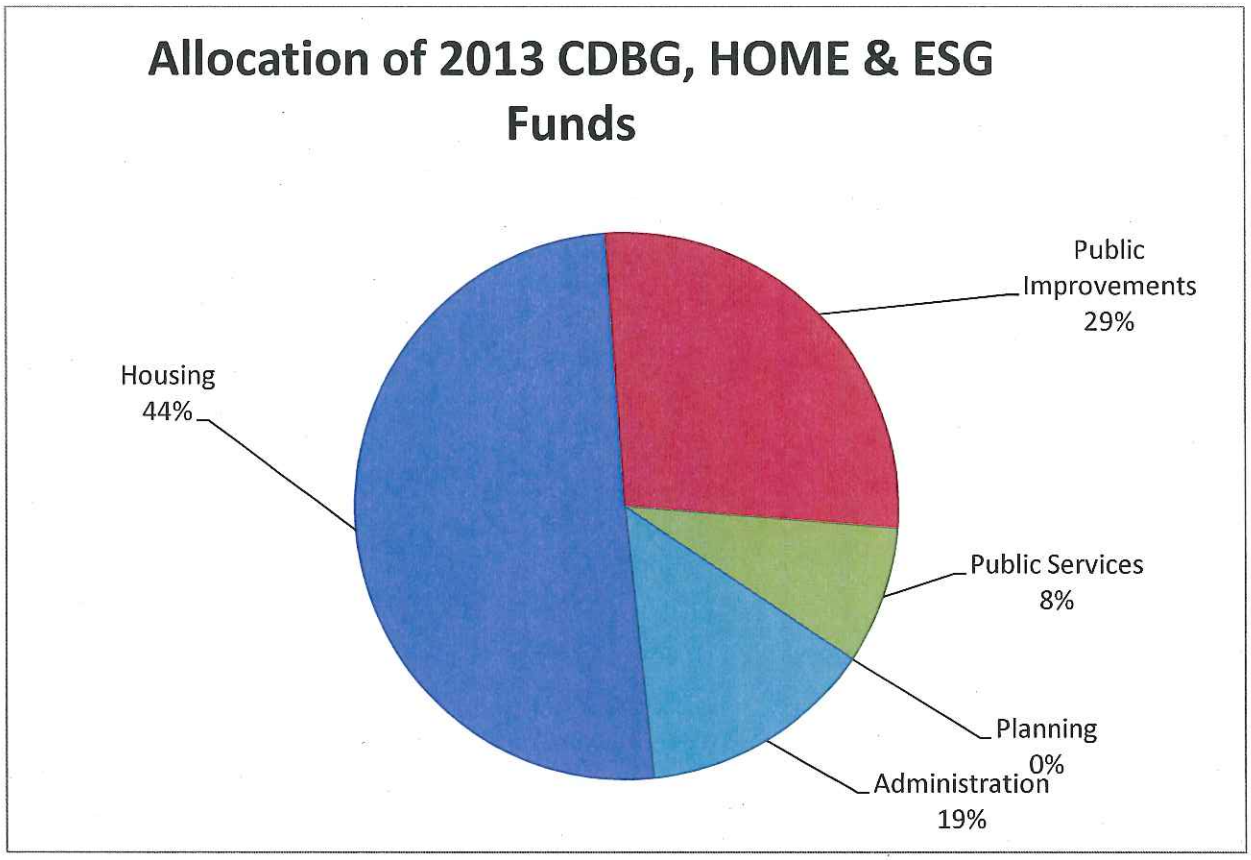
3. Public Services – Payment of staff, supplies and materials to agencies providing direct assistance to low- and moderate-income individuals. This assistance may include case management and counseling associated with employment, crime prevention, child care, health, drug abuse, education, fair housing, energy conservation, and welfare.

4. Planning – Consultant activities which consist of data gathering, studies, analysis, and preparation of plans and the identification of actions that will implement the Goals and Objectives of the Community Development Division.

5. Administration – Overall program administration, including program development, management and coordination, personnel, accounting, and grant compliance for the Community Development Block Grant (CDBG), Emergency Shelter Grant (ESG), HOME Partnership Act (HOME), and the Continuum of Care (CoC) programs.

During the 2013 program year the Community Development Division is proposing the following allocation levels in these 5 areas:

(See chart on next page)



IV. Evaluation of Past Performance

A. Primary Activity Areas

As a general statement Clackamas County's performance in meeting the goals and objectives of the Consolidated Plan has been good. The overwhelming majority of expenditures have been in the highest priority category with emphasis on Primary Activities. The following are specific comments on each of the performance areas.

1. Resources

To complement the HUD funds already programmed for housing and community development activities the Community Development Division has begun working with other housing and housing service providers within the Department to discuss potential future collaborations. This has resulted in the development of the Health, Housing and Human Services (H3S) Housing Initiative. The goals of the initiative are to:

- House clients quicker/ reduce the time from intake to housing placement.
- Increase the number of placements.
- Create new units.
- Increase housing tenure/ the length of time people remain in stable housing.

There has also been agreement to focus this initiative to Target Population. They are:

- Special Needs (Mental Health Housing, A & D Housing)
- Homeless Families with Children
- Survivors of Domestic Violence

Through this initiative additional funding has been identified by:

a. The Behavioral Health Division to develop supportive housing for those in alcohol and drug recovery to be used for housing stabilization, providing rent assistance, deposit and moving assistance, and payment of arrears.
b. The Housing Authority of Clackamas County to project base some of their vouchers to assist with the development of new affordable housing projects.

2. Public Policies

a. The county has established, and continues to refine, its policies to minimize conflict associated with the selection of project site locations and development of special needs housing. The newly adopted policies attempt to incorporate the basic principle of respect for legitimate concerns of the existing communities as well as the rights of prospective residents of a proposed development. A copy of the policy can be obtained by contacting the Clackamas County Community Development Division at 503-655-8591.

b. The County is working to maximize the efficiency of the HOME monitoring process by participating in a regional "Streamlining Compliance" effort to establish a coordinated, streamlined approach to monitoring among the various funders. The process incorporates web-based databases and uniform property inspections. The end product/process will be more efficient for lenders and owners and less disruptive to the tenants.

c. The Community Development Division is reinforcing its partnership with SSD, and Northwest Housing Alternatives to administer and operate the HomeBase program. The program includes 3 elements: Rent Subsidy Program designed to provide short term (3 months) and medium term (up to 18 months) of rent subsidies to low- and moderate-income renters. A Rapid Re-Housing Program designed to provide housing placement, short-term rental assistance, case management and other support services to families with dependent children who have been living in emergency shelters or on the streets for at least seven days. Counseling and Housing Stabilization Services including case management, outreach, housing search and placement, legal services, and Credit Repair

3. Institutional Structure

a. The lead agency for the implementation of Clackamas County's Action Plan is the Community Development Division. The Housing Program, which is operated as part of the Community Development Division, implements CDBG and HOME funded housing rehabilitation and new housing development that is partially financed with HOME funds. Non-housing community development actions are implemented directly by the Community Development Division rather than passed-through to sub-grantees. The Community Development Division also monitors the performance of

emergency shelter providers, and prepares the application and performance report for the Continuum of Care program.

b. The Community Development Division continues to implement the recommendations of the Analysis of Impediments to Fair Housing Choice through the Housing Rights and Resources program. Building on the administrative, and Information and Referral expertise of the Social Services Division, the program expanded to include the legal expertise of Oregon Legal Aid, and the education, training and testing expertise of the Oregon Fair Housing Council.

4. Intergovernmental Cooperation

Clackamas County has continued to perform well in this area.

a. The ongoing goal is to continue working to strengthen local non-profit housing agencies, exploring the opportunities for expanding the existing model to increase the number of cooperative housing projects developed with and by these providers.

b. Clackamas County continues to work in partnership with Multnomah, Washington and Clark Counties to implement the regional Bridges to Housing initiative.

Bridges to Housing (B2H) represents an innovative and holistic approach to the growing and alarming problem of family homelessness in the Portland –Vancouver metropolitan area.

B2H is a targeted initiative aimed at moving high need homeless families out of the cycle of homelessness and calls for a realignment of housing and service provision in the region. The 4 counties along with cities and local housing authorities jointly developed this program to support families in their efforts to overcome poverty and progress towards self-sufficiency. B2H is recognition that family homelessness is a mobile and regional issue, and that the best solution will be a result of regional cooperation.

During the last year Clackamas County received $193,692 to provide permanent supported housing and extensive human services to 30 households. To date, the B2H program has helped a total of 56 families with a total of 129 children with housing services, as of March 2013.

c. In recognition of the larger issues effecting Fair Housing choice Clackamas County has joined with Multnomah and Washington Counties, as well as with the City of Portland and Beaverton to begin exploring a more regional approach. Some thoughts that have been discussed include:

(1) Coordination of individual Analysis of Impediments to Fair Housing Choice (AI)

(2) Possible development of a regional AI

(3) Development of a central, web based, data base of contact information, local services, training opportunities, and educational materials.

B. Addressing Homelessness

The County is implementing a 10-Year plan and Policy to end homelessness. The goals of

this plan are as follows:

Goal 1: Prevent Homelessness

Goal 2: Reduce Educational Impacts of Homelessness on Children

Goal 3: Transition from Homelessness to Stable Living Situations

Goal 4: Create/Expand Permanent Supportive Housing (PSH), Affordable Housing and Accompanying Services

Goal 5: Reduce Impacts of Homelessness on Local Communities

C. Program Goals and Objectives

In addition to the performance areas the County continues to address the Division's long-term housing and community development objectives.

Great strides have been taken in the revitalization of distressed neighborhoods, and the expansion and improvement of community services and facilities. During this fiscal year over $1,350,000 of CDBG funds, and $4,300,000 of local matching funds is expected to be expended to address needs in these two areas.

Another area where the County has had a strong impact is in the expansion and conservation of housing. We anticipate completion of at least twenty (20) housing rehabilitation loans totaling $300,000 of CDBG funds will be completed this year. Additionally, over $1,200,000 of HOME and CDBG funds is expected to be expended on the development of affordable housing leveraging an additional $15,000,000 in Low Income Tax Credits.

In meeting the housing goals for the County proposed activities include:

1. Preservation of an affordable senior housing project in the Oak Grove area. Preservation involves the acquisition of an affordable housing project that has reached the end of its period of affordability. This is called an "expiring use".

   The term "expiring use" refers to privately owned, but publicly subsidized, housing developments that can be converted to market rents when the mortgage is paid off or the subsidy contract expires. (Most mortgages were for 30 to 40 years).

2. Construction of a new affordable housing project for families in the City of Sandy.

3. Implementation of a set-aside policy that requires developers requesting the use of HOME funds to set-aside up to 15% of the new units for the H3S Target Populations.

4. Advertisement of an RFP to seek proposals from development teams interested in developing or preserving multi-family affordable housing rental project(s) that serve lower income households and provide alcohol and drug free living opportunities.

D. Slow Moving Projects

As a "General Rule" it takes approximately 18 months to complete a Public Works project, 24 months to complete a Public Facilities project, and 36 months to complete an Acquisition/Public Facility project. In many cases the proposed completion date in the Action Plan did not take into consideration this Rule and under estimated the amount of time necessary to complete a project. By applying the General Rule it appears that Clackamas

County has been very timely in the completion of the majority of its CDBG projects. At this time there are no projects that qualify as slow moving.

County is completing its projects in a timely manner. Where unforeseen problems cause delays in the completion of a few projects the County will continue to work at ensuring the delay is as short as possible.

HUD has made clear its high priority to reduce the number of entitlement grantees that exceed the regulatory standard for carrying out their program in a timely manner. Under the provisions of 24 CFR 570.902 of the CDBG regulations, a grantee is considered to be timely, if 60 days prior to the end of the grantee's program year, the balance in its line-of-credit does not exceed 1.5 times the annual grant. It is expected that as of April 30, 2012 we will report a timeliness figure of less than 1.10.

V. Citizen Participation and Consultation

Clackamas County now allocates CDBG funds for first 3 years of a 5-Year Consolidated Plan. Proposals for the 2012-2014 planning cycle were requested in November and due in December of 2011. In reviewing these proposals the County used a selection process that emphasizes communication, compromise, and consensus. Working closely with all of the project sponsors CD Staff helped to prioritize each project and evaluate actual project costs. With a commitment to local match participation the County ensures a high degree of leveraging and maximizes the impact CDBG funds have on local communities throughout the County. A second allocation for the remaining 2 years of the 5-Year Consolidated Plan will be conducted in late 2014 for the 2015 and 2016 program years.

The 2013 Action Plan implements the 2nd year of our 5-Year Plan.

The citizen participation and consultation process included; a community needs survey for residents, a public meeting, numerous focus group discussions, a meeting with Policy Advisory Committee, and a Public Hearing in front of the Board of County Commissioners. The availability of the Draft Action Plan was advertised in the newspapers of record, posted to the Community Development website and a copy sent to each county library.

It addition to the above activities, Community Development staff expanded its consultations through presentations to the Coordinating Council of Homeless Programs and to the Clackamas Housing Advocacy Network.

Public Meeting

Clackamas County Action Plan
Public Input Meeting
February 27, 2013
6:00pm

A meeting notice was published in the newspapers of record, Clackamas Review on January 23,

2013 and the Lake Oswego Review on January 24, 2013. A meeting notice, a schedule of dates for the Action Planning process and a list of Community Development projects were distributed to persons on the Citizen Participation list.

In Attendance:
Martha McLennan, Northwest Housing Alternatives
Angela Trimble, Northwest Housing Alternatives
Monica Lodolini, Madonna's Center
Chuck Robbins, Community Development Director
Mark Sirois, Project Coordinator

Mark Sirois, Community Development Division, opened the meeting at 6:00p.m. Mark explained that this public meeting provides the CD Program an opportunity to accept feedback on the projects currently funded by CDBG funds as well as an opportunity to identify and describe future housing and community development needs in the County.

The full meeting summary is in Appendix D.

Public Hearing

PUBLIC HEARING MEETING SUMMARY
At the Public Services Building, Hearings Room - 4th Floor, Room 409
2051 Kaen Road, Oregon City, Oregon
Thursday, April 11, 2013

Commissioner John Ludlow opened the hearing at 10:30 a.m. Chuck Robbins, Director of the Community Development Division introduced himself to the Board of County Commissioners and the audience. Chuck Robbins explained the purpose of the meeting. The Action Plan was now in 30- day comment period would end on April 22nd at which point the plan would come back to the Board of County Commissioners for final approval on May 2nd before the plan was submitted to HUD.

Three (3) persons testified at the public hearing. Scott Archer of Oregon City thanks the County for funding for the Ermatinger House historic preservation project. Martha McLennan of Northwest Housing Alternatives thanked the County for Annie Ross House funding and testified on the continued high need for services and programs for homeless people. Marianne Moore of Gladstone requested more funding for City of Gladstone infrastructure projects.

Tom Cusack submitted email testimony objecting to the Action Plan until his comments on the 2012 Analysis of Impediments to Fair Housing Choice (AI) had been addressed. Mr. Cusack's comments were addressed in the final AI plan.

The full Public Hearing meeting summary is in Appendix D.