

## II. CONSOLIDATED PLAN DEVELOPMENT PROCESS

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### A. INTRODUCTION

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In 1994, the U.S. Department of Housing and Urban Development (HUD) issued new rules consolidating the planning, application, reporting and citizen participation processes for four formula grant programs: Community Development Block Grant (CDBG), Home Investment Partnership (HOME), Emergency Shelter Grants (ESG) and Housing Opportunities for People with AIDS (HOPWA). The new single-planning process was intended to more comprehensively fulfill three basic goals: to provide decent housing, to provide a suitable living environment, and to expand economic opportunities. It was termed the “Consolidated Plan for Housing and Community Development.”

The Consolidated Plan is designed to be a collaborative process whereby a community establishes a unified vision for community development actions. It offers Clackamas County the opportunity to shape its housing and community development programs into effective, coordinated neighborhood and community development strategies. It also creates the opportunity for strategic planning and citizen participation to take place in a comprehensive context and attempts to reduce duplication of effort at the local level.

The *2009-2011 Housing and Community Development Consolidated Plan for Clackamas County* is the comprehensive three-year planning document identifying these needs and respective resource investments in satisfying the County’s housing, homelessness, non-homeless special population, community development and economic development needs.

As the lead agency for the Consolidated Plan, the Community Development Division (CDD) follows HUD’s guidelines for citizen and community involvement. Furthermore, it is responsible for overseeing these citizen participation requirements, those that accompany the Consolidated Plan and the Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and the Emergency Shelter Grant (ESG) programs, as well as those that complement the CDD planning processes already at work in the county. Consequently, the CDD strongly encourages public participation and consultation with other organizations as an essential means of identifying community needs.

### B. ORGANIZATIONAL STRUCTURE AND AGENCY INVOLVEMENT

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State agencies, local governments, nonprofit organizations, businesses, financial institutions and other organizations help carry out numerous housing and community development-related policies and programs in the county. The Community Development Division values its partners and affiliated agencies and recognizes their vital contribution to improving the health and well-being of the entire county.

As part of the reporting requirements of the Consolidated Planning process, this section describes the institutional framework through which the County will carry out its

Consolidated Plan. It then examines the CDD's housing and community development partners and affiliated agencies and how they cooperate with each other to administer policies, operate programs, implement projects and provide services that enhance the lives of its residents. This section then presents the strengths and prospective weaknesses in this housing and community development institutional structure, the difference of which may be interpreted as gaps in the delivery system.

## **AGENCIES AND ORGANIZATIONS**

### **Board of County Commissioners**

The County is the recipient of CDBG and HOME funds and, as such, its board of elected officials is ultimately responsible for program administration and the use of funds. The Board of County Commissioners (BCC) has final approval authority for the Consolidated Plan and makes final decisions on funding allocations.

### **Clackamas County Policy Advisory Board**

The Clackamas County Policy Advisory Board (PAB) is the primary forum for making recommendations to the Board of County Commissioners relative to the usage of funds under the CDBG program. The PAB is comprised of 15 members, each representing one of the cities which are partners with the County in the CDBG program. Members are selected by their respective cities. The committees meet on an "as needed" basis. Meetings of the PAB conducted as part of this process were open to all interested persons. Notification of the meetings and periodic packets of information were sent to PAB members as well as a mailing list.

### **Clackamas County Community Development Division (CDD)**

The CDD administers the County's CDBG and HOME programs, providing staff support to the County and the PAB. CDD's responsibilities are broad, ranging from the development of plans to monitoring projects for compliance with federal and local policies. CDD staff provides technical assistance to potential applicants to assist with project submissions and to subsequently ensure successful program management and project administration.

### **Housing Authority of Clackamas County**

Created in 1938, the Housing Authority of Clackamas County (HACC) was the first housing authority recognized in the state of Oregon. HACC also has the distinction of having developed Oregon's first public housing project in 1940. Although it is a separate entity, the HACC falls under the administrative structure of Clackamas County government. The three members of the Board of Commissioners of Clackamas County and one Resident Commissioner serve as the Housing Authority's Board of Commissioners. HACC owns and manages rental units and administers HUD Vouchers. Housing authorities have no taxing

power. Principal sources of income include rental income, fees, federal grants and investment income. Public housing residents participate in the development of Housing Authority plans and related documents. Housing Authority staff members were consulted and Housing Authority documents were reviewed in the development of the Consolidated Plan.

### **Clackamas County Social Services Division**

Services for the general public are provided by Clackamas County Social Services Division (CCSSD). Social Services coordinates with local law enforcement agencies in providing intervention and assistance to homeless individuals living in cars, under bridges, etc., as they are located by police. This can be the first step in placing a homeless person in appropriate housing, if such housing is available. Representatives of the CCSSD participate in both the Clackamas Housing Action Network and the Coordinating Council for Homeless Programs.

### **Clackamas Housing Action Network**

The Clackamas Housing Action Network (CHAN) is a coalition of advocates, service providers, faith groups, community organizations and interested people working collectively to support adequate housing resources for all community members. CHAN advocates for housing that meets the needs of low- and moderate-income people in Clackamas County with a priority on those with the greatest need. This includes but is not limited to: people with special needs, those who have lost housing or are at risk of losing housing, very-low- and extremely-low-income people and those least served by the market.

### **Coordinating Council for Homeless Programs**

The Coordinating Council for Homeless Programs (CCHP) is a consortium of individuals and organizations with the common purpose of planning a housing and services continuum for people who are homeless. CCHP has representatives from state and regional agencies, including health service agencies and a variety of other advocacy groups. CCHP is not a formal advisory council to Clackamas County, although it does operate with County staff support. CCHP was originated to meet the Federal HUD requirements for a Continuum of Care and to allow for McKinney-Vento Act funds to aid people in Clackamas County who are homeless.

### **Local Governments**

Involvement by the participating cities was key in the development and assessment of needs throughout the county. Consequently, CDD staff solicited comments directly from representatives of the Cities of Barlow, Canby, Damascus, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy,

West Linn and Wilsonville as part of this process through an online survey, as well as a public input meeting.

This particular online survey instrument asked a number of questions pertaining to perceived needs and preferences experienced within the 15 participating communities, as well as the remainder of the county. All communities responded had one or more representatives who completed the survey, for a total of 48 completed surveys.

### **THE CONSOLIDATED PLAN DELIVERY SYSTEM**

The CDD continues to foster greater cooperation and coordination of efforts with other local governmental agencies and works to identify a variety of programs, services and strategies suitable for the significant involvement of other County departments, local municipalities, other agencies and the private sector. As these are more fully described, the CDD will work with all partners to identify ways to leverage resources to more fully serve the needs of Clackamas County residents.

### **C. EFFORTS TO ENHANCE CITIZEN INVOLVEMENT**

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During the initial stages of developing the Consolidated Plan, the CDD developed a Citizen Participation Plan (CPP). Clackamas County used this plan to provide a framework of policies and procedures to guide the County's efforts to encourage citizen participation in this and other planning processes. The provisions of the CPP, which is included in its entirety in Appendix A, fulfill statutory and regulatory requirements for citizen participation specified by HUD in its rules for the Consolidated Plan, the HOME Investment Partnerships (HOME) Program, the Community Development Block Grant (CDBG) Program and the Emergency Shelter Grants (ESG) Program. The citizen participation plan is part of the Consolidated Plan and is subject to the same public review and comment process for adoption and amendment. The following narrative provides highlights of this active planning process.

#### **CITIZEN OUTREACH AND PUBLIC PARTICIPATION**

It is a primary goal of the Community Development Division to provide for and encourage participation in all phases of the program by low- and moderate-income persons, especially those residing in neighborhoods that are considered slum and blighted areas, are predominately low- and moderate-income, or are areas where program funds are proposed to be used. The CDD took two main steps for citizen outreach and public input: a survey of county residents and a public input meeting. Additional public review activities were also conducted following development of the Draft Consolidated Plan for public review. These sets of activities are described below.

## **The 2008 Housing and Community Development Resident Survey**

The CDD elected to use a survey instrument for collecting resident input on needs associated with the Consolidated Plan. The survey comprised a series of questions in which the respondent was asked to rank the desirability of a particular housing or community development need. The levels of the ranking were listed as “no need,” “little need,” “medium need” or “high need.” Topics included community services, community facilities, infrastructure, neighborhood services, the needs of special populations, housing and economic development needs. Selected questions were then posed under each topic area.

The survey was distributed via an e-mail with a link to a Web-based survey, with additional printed copies distributed throughout the community. The survey generated 120 responses, a much larger number of responses than received during the previous consolidated planning process.

## **Public Input Meeting for the Consolidated Plan**

Citizens were invited to attend the meetings to learn about the programs and services available to them through the CDD, the Housing Authority and other County programs and to express their views on their neighborhood’s housing and community development needs.

A notice advertising the community meetings was published in November of 2008 in the Lake Oswego Review and the Clackamas Review. The notice was published in the non-legal section. That notice is presented below.

### **NOTICE OF PUBLIC MEETING**

The Clackamas County Community Development Division will hold a

#### **PUBLIC MEETING**

Clackamas County Public Services Building  
2051 Kaen Road – 3rd Floor, Room 369  
Oregon City, Oregon  
Thursday, November 6, 2008  
6:00 p.m.

The purpose of the meeting will be to receive testimony from citizens on housing and community development needs for the County’s Housing and Community Development Program.

Citizen’s views received at the hearing will be considered during the preparation of the County’s 2009-2011 Consolidated Plan.

For more information contact Chuck Robbins or Mark Sirois at 503.655.8591.

Furthermore, each county commissioner and participating city was notified of the upcoming meeting and given an opportunity to provide additional input on housing and community development needs.

#### **D. PUBLIC HEARINGS AND APPROVAL PROCESSES**

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A 30-day public notice was released on March 12, 2009 advertising a hearing for public comment on the 2009-2011 Housing and Community Development Consolidated Plan for Clackamas County, Oregon. The notice invited citizens to review the draft Consolidated Plan and to attend the public hearing on April 2, 2009 to present oral and written comments to the Clackamas County Board of County Commissioners for consideration in approving the Consolidated Plan.

The public hearing was held April 2, 2009 and the public hearing process was explained to those in attendance. The floor was opened to public comment; three comments expressed favorable views of the Consolidated Plan and a fourth comment expressed concern over the importance of the public review process in redevelopment projects.

The Board of County Commissioners met and approved the Consolidated Plan on April 23, 2009.