



Community Development

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Consolidated Plan

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I. Introduction

Community Development

With the passage of the Housing and Community Development Act of 1974 federal housing and community development assistance became available from the U.S. Department of Housing and Urban Development (HUD) in the form of entitlement block grants. Previously federal assistance was provided in the form of categorical grant and loan programs under which communities competed for funds. Assistance by block grant established funding by formula on an annual basis for locally determined project activities. Clackamas County, based on a population in excess of 200,000, first qualified for a Community Development Block Grant (CDBG) in 1978, and has received an entitlement grant each year since.

The national objectives of the Community Development program are to benefit lower income persons, prevent or eliminate slums or blight and meet other urgent needs. A stipulation, which requires that at least 70 percent of CDBG funds must be used for activities that benefit low and moderate income persons, places particular emphasis on the objective to benefit lower income persons.

Activities that are eligible for CDBG assistance include various housing and public facility improvements. The CDBG program focuses on development of facilities to accommodate and support public services rather than direct provision of such services. Housing activity eligible for CDBG assistance is limited to rehabilitation of existing units and does not include new construction or the provision of rental assistance.

Community Development funds received by Clackamas County have been used throughout the County for a wide range of activities including architectural barrier removal to improve accessibility, historic preservation, housing rehabilitation, public works/infrastructure, senior centers and various other service facilities.

Homeless Assistance

With 1982 and 1983 CDBG funds Clackamas County began assisting homeless shelter facilities. Congress first directly addressed the issue of homelessness only as a small part of the 1983 \$4.6 billion Jobs Stimulus Bill. One provision of that legislation provided \$50 million in emergency food and shelter grants to be administered by the Federal Emergency Management Agency (FEMA), the traditional lead agency for federal assistance for disaster preparedness, emergency management and the coordination of emergency assistance to state and local authorities. Emergency Food and Shelter program assistance was funded through local recipient non-profit organizations. Assistance could be used to provide any number of wide-ranging services to supplement and extend existing programs or create new programs and services to benefit homeless and hungry individuals and families. Eligible activities included the provision of food services, the operation of mass feeding centers, direct services to supply emergency shelters and to prevent their closing, provisions of medical assistance, transportation and utility bill relief.

Prior to specific federal legislation in 1986 to address the issue of homelessness, HUD did not operate any direct homelessness assistance programs. Available assistance was subject to local discretion and consisted primarily of constructing temporary shelters for the homeless with Community Development Block Grant funds on a case-by-case basis and provision of Section 8 moderate rehabilitation funding for single room occupancy units.

The Homeless Housing Act of 1986 provided the first capital grants programs for homeless assistance. The Emergency Shelter Grants (ESG) Demonstration program initiated by this Act went beyond the Emergency Food and Shelter Program by providing funding for actual construction or rehabilitation activities. Funds were provided to states, metropolitan cities and urban counties having Community Development Block Grant funding allocations. With the passage of the Stewart B. McKinney Homeless Assistance Act of 1987 annual funding for the ESG program was established on a formula basis equal to the percentages allocated for determination of Community Development Block Grant entitlements. The McKinney Act also authorized the Supportive Housing, Shelter Plus Care, Safe Havens for Homeless Assistance, Rural Homeless Grant and Use of Surplus Property programs and granted permanent authority for the Emergency Food and Shelter program.

Housing Development

In 1990 The HOME Investment Partnership Act was authorized as part of the Cranston-Gonzalez National Affordable Housing Act. The HOME program, as it is most often referred to, is a formula-based allocation program intended to support a wide variety of state and local affordable housing assistance efforts including development and construction of new housing. In addition to authorizing the HOME program the Cranston-Gonzalez National Affordable Housing Act established the requirement for the preparation and submittal to HUD of a Comprehensive Housing Affordability Strategy (CHAS). The CHAS, which was initially required as a prerequisite for receiving HOME funds, served as a replacement for the previously required Housing Assistance Plan (for CDBG funds) and Comprehensive Homeless Assistance Plan (for ESG funds).

Authorization of the HOME program resulted in termination of categorical housing programs such as Rental Rehabilitation, Section 312 Rehabilitation Loans, Nehemiah Housing Opportunity Grants, Urban Homesteading and Section 8 Moderate Rehabilitation. Terminated programs have become model programs to be used at the discretion of participating jurisdictions as guidelines for the use of HOME funds.

Replacement of the categorical programs with a single grant has increased local discretion to select housing assistance activities. The County is given discretion to invest HOME funds as equity investments, interest-bearing or non-interest-bearing loans or advances, interest subsidies or other forms of assistance that HUD finds to be consistent with the objective of providing affordable housing for specific lower income groups. Federal requirements for provision of a matching contribution from non-federal sources has limited the selection of possible HOME activities somewhat.

The most recently added HUD housing program to provide entitlement grant assistance is the Housing Opportunities for Persons with AIDS (HOPWA) program. The HOPWA program is designed to provide localities with resources and incentives to devise long-term comprehensive strategies for meeting the housing needs of persons with AIDS and their families. Portland, as the most populous unit of general local government in the Portland metropolitan area, is eligible to receive formula entitlement allocations of HOPWA funds.

Clackamas County may participate in the HOPWA program in cooperation with the City of Portland. Clackamas County must certify that housing assistance proposed under the HOPWA

program is consistent with its Comprehensive Housing Strategy. Portland, as the applicant for HOPWA, is obligated to serve eligible persons who live throughout the metropolitan area.

Consolidated Housing and Community Development Plan

This Consolidated Plan has been prepared to comprehensively bring together planning efforts for Clackamas County's housing and community development programs. The Consolidated Plan attempts to coordinate planning and implementation of available housing programs and to address non-housing community development needs and assistance.

An initial requirement of the Consolidated Plan is the selection of a single time frame for the CDBG, ESG, HOME and HOPWA programs. The Consolidated Plan must identify the County's housing and community development needs and formulate a long-term (3-5 year) strategy for addressing identified needs with available resources. Clackamas County prepares a Consolidated Plan for anticipated housing and community development activities every three years.

Consultation and coordination with appropriate public and private agencies is required to assure that the Consolidated Plan is a comprehensive document. To assure adequate public awareness of available resources the County adopts a citizen participation plan to obtain input regarding the use of available funds.

The 1994-1998 CHAS Databook provided by HUD continues to be the most current suitable data available on which to base a housing and homeless needs assessment for Clackamas County's 2003-2005 Consolidated Plan. Since 1990, the date of the most recent available Census data, Clackamas County has experienced substantial demographic changes. Housing needs data contained in the 1994-1998 CHAS was based largely on 1990 Census. Housing needs have been updated based on local studies conducted as part of the County's efforts to develop a Continuum of Care strategy.

Chapter II of the Consolidated Plan addresses consultation and coordination activities that are required elements of the planning process. Chapter III of this Plan contains the description of the County's housing needs based on data from the CHAS Databook. Non-housing community development needs which are eligible for CDBG assistance are also identified in Chapter III. The County's comprehensive housing and community development strategy for the years 2003-2005 is presented in Chapter IV of the Consolidated Plan. Chapter V contains appendices to this Plan.

As a supplement to this Plan an Action Plan will be prepared and submitted to HUD for each of the three program years covered by this Plan. The annual Action Plans will more specifically address objectives for each year of the Community Development program.

Clackamas County's Citizen Participation Plan is designed to encourage input from persons interested in the CDBG, ESG, HOME and HOPWA programs and to be in general compliance with Consolidated Plan requirements. A copy of the current Citizen Participation Plan is included in Appendix A of this Consolidated Plan. The County's policies regarding the displacement of residents due to Consolidated Plan activities are stated in the Clackamas County Residential Anti-displacement and Relocation Assistance Plan, a copy of which is included as Appendix B. CHAS Tables 1A through 1C contain useful statistical data in support of the description of housing needs and are included as Appendix C to this Plan. Maps of low and

moderate income areas within Clackamas County are found in Appendix D and record of public input is in Appendix F.

This Consolidated Plan represents an attempt by the County to bring needs and resources together in a coordinated housing and community development strategy to:

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

principally for low and very low income persons. For the purpose of this Plan low income persons are members of a household with incomes below 50% of the areawide (Portland MSA) median and moderate income persons are members of a household with incomes between 50% and 80% of the areawide median. HUD income limits effective February 2, 2002 for low and moderate income households are shown below in Figure 1.

Figure 1. HUD Low and Moderate Income Guidelines - Portland MSA

Persons in Household	Low Income (50% MFI)	Moderate Income (50%-80% MFI)
1	\$23,050	\$36,850
2	\$26,300	\$42,100
3	\$29,600	\$47,400
4	\$32,900	\$52,650
5	\$35,550	\$56,850
6	\$38,150	\$61,050
7	\$40,800	\$65,250
8	\$43,450	\$69,500

Effective February, 2003

Source: U.S. Department of Housing and Urban Development

II. Consultation and Coordination

A. Consolidated Plan Program Year

Clackamas County's program year for the Consolidated Plan begins July 1 of the year funds are received under any of the covered grant programs and ends the following June 30th. As part of the County's Citizen Participation Plan (refer to Appendix A) a schedule is prepared annually which further details events for the planning and execution of program year activities.

B. Institutional Structure

For purposes of receiving available assistance through the CDBG, ESG and HOME programs for activities within Clackamas County cities or in unincorporated areas the County is the official grantee. As the recipient to these grants the County is responsible for preparation of the Consolidated Plan, preparation and submission of annual grant applications, administration of the covered grant programs and grant reporting.

Clackamas County's Community Development Division acts as lead agency for preparation of the Consolidated Plan. The Community Development Division directly administers CDBG funds within participating cities and in unincorporated areas. Since they first became available in 1987 ESG funds have been provided through the Community Development Division to the Annie Ross House and the Clackamas Women's Shelter, two emergency shelters operated by non-profit subrecipients. In 1999 The Inn was added as a third shelter receiving ESG operational funds. HOME funds are administered throughout the County by the County's Housing Rehabilitation Program.

The Community Development Division coordinates preparation of the Consolidated Plan with other public agencies and private organizations that provide assisted housing, health services and social services. Non-profit organizations with experience in housing development are encouraged to apply for HOME funds in support of low and moderate income housing. During the preparation of the Consolidated Plan the Community Development Division has worked closely with the Housing Authority and consulted with other County Agencies including Community Corrections, Employment Training and Business Services, Mental Health, North Clackamas Park & Recreation District, Office for Children and Families, Public Health, Social Services and Transportation and Development. Consultation with participating cities has focused on short-term and long-term needs of each community. Private service agencies active in the County have also been consulted.

Planning and Administration of the County's housing and community development programs requires coordination with various public and private organizations and incorporation of citizen input. Clackamas County has formed a Policy Advisory Board (PAB) consisting of representatives from participating local governments to identify housing and community development needs and make recommendations to the Board of County Commissioners regarding the use of available resources. Meetings conducted by the PAB provide a forum for input by members of the public and various public and private agencies and organizations to plan and implement the County's housing and community development activities.

C. Lead-based Paint Hazards

Consultation with other jurisdictions in the Portland Metro area regarding the issue of lead-based paint has increased as implementation strategies to minimize exposure to the hazardous material have emerged. Regional consultation has been promoted by:

- Formation of a regional lead-Based Paint Task Force (established by regional housing managers) to problem solve the Lead Based Paint issue. As a result a regional coordinator has been hired to research and seek solutions for lead liability insurance, increase of contractor capacity through training and incentive packages, coordination of regional standards for lead professional services and development of standards for regional lead specifications and cost estimates.
- Award of a \$3 million grant by HUD to the City of Portland with surrounding jurisdictions as partners to control lead hazards. Homes occupied by children age 6 and under are eligible for a grant for part of the lead work done on their homes. Regional partners meet regularly to discuss funding allocations, grant procedures, relocation issues, regulations, etc.
- Formation of the Oregon Health Division Lead-Based Taskforce by the state to discuss issues and problem solve. Oregon opted to regulate lead abatement instead of relying on the federal EPA to oversee the program. Oregon rules may become more restrictive than EPA rules but will not be less restrictive.
- Establishment of a Construction Industry Lead Based Paint Taskforce due to a need perceived by the construction industry, OSHA, OPA, ORA to address lead in construction. Thus far results include contractor training in HUD/NARI lead safe work practices, OSHA – mentoring/training program and outreach pamphlets at Home Depot and paint stores.

D. Continuum of Care

Provision of housing for the special needs population of Clackamas County is addressed through an extensive network of partnerships and working relationships among public agencies, private nonprofit organizations and community advocacy groups. This planning process, referred to as the Continuum of Care, is led by a core planning group named the Coordinating Council for Homeless Programs (CCHP). Activities promoted by the CCHP include collaboration to enhance development of affordable housing, planning of housing opportunities for specific subpopulations, implementation of housing developments, promoting information sharing between County agencies and Continuum of Care partners and participation on other planning processes involving the Housing Authority, Metro, the Local Public Safety Coordinating Council and the Commission on Children and Families. The Continuum of Care planning process is described in more detail in Chapter IV.

E. Non-Housing Community Development Needs

Adjacent units of general local government that would be the most likely to have non-housing community development needs having solutions dependent on or common to activities planned within Clackamas County are the City of Portland, Multnomah County, Washington County and to some extent Marion County and Hood River County. Non-housing needs planned to be addressed during the 2003-2005 program years generally do not appear to involve problems and

solutions extending beyond the jurisdiction of Clackamas County. In the northwest urban part of the County some incorporated areas are split with relatively small amounts of their population falling within Multnomah and Washington Counties. Some coordination with Washington County has occurred as a result of population splits in the cities of Tualatin and Wilsonville.

F. Coordination to Address HIV/AIDS Strategies

Housing Opportunities for Persons with AIDS (HOPWA), a program of the U.S. Department of Housing and Urban Development (HUD), provides funding for housing and housing-related services for people living with HIV/AIDS and their families. Eligible metropolitan statistical areas (EMSA) and states receive direct allocations of HOPWA funding when 1,500 cumulative cases of AIDS are diagnosed in a region. The Portland EMSA is comprised of Clackamas, Columbia, Multnomah, Washington and Yamhill County, Oregon and Clark County, Washington. The City of Portland, through its Bureau of Housing and Community Development, has received and administered HOPWA funding for the Portland EMSA annually since 1994. Services for people with HIV/AIDS are also regionally funded to the EMSA. The Multnomah Health Department is the lead agency receiving the federal Ryan White Care Act Title 1 grant for HIV care for those living in our EMSA. The Multnomah Health Department provides some direct service and subcontracts out the remainder of the Ryan White funds to regional providers.

G. Coordination with the Housing Authority

The County's Community Development Division has consulted with the Housing Authority concerning consideration of public housing needs and planned Capital Fund Program activities. Ongoing consultation is maintained to assure that activities funded under the Capital Fund Program and Consolidated Plan activities are fully coordinated.

Although no activities are planned to include funding from both Capital Fund and Consolidated Plan programs several of the Consolidated Plan projects are planned in the Park Place neighborhood of Oregon City. These projects may impact Housing Authority facilities and will require close coordination. The HACC Board of Commissioners are composed of the Board of County Commissioners and one HACC Resident Commissioner. Coordination of housing and community development programs is streamlined by the consolidation of programs under one agency.

III. Housing and Community Development Needs

A. Community Profile

1. Market and Inventory Characteristics

a. Community Description

i. Background and Trends. Clackamas County, one of three Oregon counties in the Portland metropolitan area, had a 1990 population of 278,850 people, and 2000 population count of 338,391. The 2001 population of Clackamas County is estimated by the Center for Population and Research at Portland State University to be 345,150. Clackamas County encompasses 1,879 miles including the majestic Mt. Hood, Mt. Hood National Forest and the Bull Run Watershed. About 1/8th of the land area in Clackamas County is urban but the majority is rural. Some of Oregon's richest farmland is located in areas surrounding Canby, Sandy, Boring, Wilsonville, and Molalla. Major rivers include the Willamette and the Clackamas. A strong transportation network with I-5, I-205, Highway 26 and I-84 ties the area to the Pacific Northwest as well as to international markets.

Within the County, there are 14 incorporated cities, with 2000 Census population counts ranging from a low of 140 (Barlow) to a high of 32,989 (Lake Oswego). The County's geography and economic activities are quite varied, and include a large amount of agricultural and tourism activity, in addition to activities more commonly associated with metropolitan areas. The County business climate is strong and growing with concentrations of metals fabrication, machinery, distribution and computer hardware and software firms. Professional service firms and corporate headquarters cluster in Lake Oswego, Wilsonville and Clackamas Town Center. A thriving large retail base is located in the Clackamas Town Center area and along McLoughlin Boulevard.

City Profiles

Canby is a thriving agricultural and residential rural community of 12,790. The surrounding area contains some of the richest farmland in Oregon. Local nurseries produce a wide variety of plants, bulbs and seeds. Canby has the largest served industrial area in Clackamas County. The city government and an Economic Development Committee actively promote its development. Major annual events include the award winning Clackamas County fair, General Canby Days, and Summer Concerts in Wait Park. The community is located on the Willamette River and Highway 99E just 4 miles from I-5. Major employers include the Canby School District, Johnson Controls, Inc., Sprague Controls, Inc., Willamette Egg Farms, Cutsforth Thriftway, MOD Com, Inc., IFA Nurseries and a Fred Meyer store.

Estacada is a rural community located on the banks of the Clackamas River just 30 miles from the metropolitan amenities of Portland. This former timber town of 2,371 offers numerous outdoor recreation options include kayaking or rafting the rapids, or fishing for salmon, steel head and trout in the Clackamas River. Boating and water-skiing are popular on the nearby reservoir. There are also many trails for cross-country skiing, hiking, camping and backpacking in the Mt. Hood National Forest. Major employers include the Estacada School District, Eagle Foundry and the Estacada Ranger District.

Gladstone is an established community of 11,438. Residents are particularly proud of their schools, excellent park system and friendly small town atmosphere. Gladstone is located north of Oregon City at the confluence of the Willamette and Clackamas Rivers. The community offers excellent access to employment, shopping and recreational activity in nearby Clackamas, Milwaukie, and Oregon City. Major employers include the Gladstone School District, Thomason Auto Group, Gladstone Convalescent Center, Armstrong Buick & Volkswagen, and Clackamas County Social Services Division.

Happy Valley is a suburban residential community of 4,519 located on and around Mt. Scott, close to I-205 and the Clackamas Town Center Area. It is the fastest growing community in the County (a 197% increase since 1990) and has the highest median household income (\$51,654 in 1990).

Lake Oswego has 32,989 residents and a median household income of \$51,499 (1990). It is the largest city with the second highest median family income in the County. The city is located on I-5 and State Highway 43, only minutes to downtown Portland employment and commerce centers in Washington County. It is home to many of Portland's business leaders and professionals. The town is spread over rolling wooded hills and surrounds a large lake. The Kruse Way area is a prime corporate headquarters location with 863,618 square feet of office space. It is the biggest office space concentration in the County. Major Lake Oswego employers include Safeco Insurance Co. of America, Barbara Sue Seal Properties, Fender Musical Instrument Corp., and Gage Industries.

Milwaukie, with a population of 20,490, has moved from second to fourth largest city in the County during the past several years. It is a well-established, middle-income community with a large industrial base along Highway 224 and Highway 99E. Major employers include United Grocers, Oregon Cutting Systems Division of Blount, Warn Industries, and Providence Milwaukie Hospital. The community is located only five miles from downtown Portland along Highway 99E. It is also close to I-205, the Clackamas Town Center (a large retail center), and convenient to the Portland airport.

Molalla is a small rural community of 5,647 in the foothills of the Cascade Range and the Mt. Hood National Forest. It is located 15 miles south of Oregon City and 13 miles from I-5 with good access to both Portland and Salem. The surrounding area is rich in recreation opportunities such as fishing in the Molalla River, hunting, and hiking. Molalla is surrounded by farms and rural residential development. The community offers full urban services, good schools, an excellent airport, a scenic golf course, and moderate housing and land costs. Major employers include Molalla School District, Avison Lumber Company, Molalla Manor Care Center, Molalla Forest Products Co., and RSG Forest Products. Molalla hosts the over 70-year-old Molalla Buckeroo Rodeo, the Apple Festival and a miniature steam train at Shady Dell Park.

Oregon City, the oldest city west of the Mississippi River, is located at the "End of the Oregon Trail". It is rich in museums, historic homes, and buildings. Oregon City is the County seat and home to Clackamas Community College and Willamette Falls Hospital. Oregon City has experienced the most significant recent growth and it is now the second largest city in the County with a population of 25,754. Located at the confluence of the Willamette and Clackamas Rivers, the town is strategically situated near I-205 and State highway 99E, 43, and 213. Major

employers include Clackamas County Government, Clackamas Community College, Willamette Falls Hospital and PED Manufacturing.

Sandy is a small rural community of 5,385 on Highway 26 with views of Mt. Hood and the Sandy River. The surrounding area is home to some of the largest nursery growers in the state. The city's industrial base is expanding at the west end of town. Major employers include Sandy School District, Iseli Nursery, Inc., Safeway Stores, Scenic Point Living Center, Baerts Metal Products, and Halvorson Industries. The town is located only 10 miles from Gresham and a few minutes more from the large urban population in east Multnomah County. Sandy is also within one half hour of year-round downhill skiing at Timberline Ski Resort and other recreational activities in the Mt. Hood National Forest.

West Linn is a residential community of 22,261, the third largest in the County. The city overlooks the Willamette and Tualatin Rivers with scenic views of Mt. Hood. It has good access via Highway 43 and I-205 to Oregon City, Tualatin, and Lake Oswego. Major employers include West Linn-Wilsonville School District. West Linn is an upper-middle income city that attracts small businesses and professionals. There are limited commercial and industrial opportunities. The Camassia Natural area in West Linn is an ecological preserve that contains many unique and endangered plants.

Wilsonville is a relatively new suburban city of 13,987 and is a major employment center in the region. It is home to corporate headquarters and distribution firms. Its prime location just south of Portland, on I-5 and near the I-205 junction is a major attraction. The largest employers include Tektronix, Inc., Mentor Graphics Corporation, Sysco Food Services of Portland Inc. and G.I. Joe's Inc. Warehouse & Distribution. It is the only city in the county that has more jobs than population. Other amenities include fully served industrial land, many industrial parks, some rail service, and suburban office buildings. Much of its population lives in Charbonneau, a large upper middle-income development with a 27-hole golf course.

Figure 2. Assorted City Statistics

City	1995 Population	Medium HH Income 1990	95-96 Property Tax Rate per \$1000	Sewer	Water	Natural Gas	Freeway / Highway Access
Barlow	130	\$30,833	\$9.92-11.73	Y	N	N	99E
Canby	10,855	\$30,230	\$14.67	Y	Y	Y	99E
Estacada	2,060	\$21,915	\$15.87	Y	Y	Y	224
Gladstone	1,475	\$32,069	\$12.38-15.04	Y	Y	Y	I-205, 99E
Happy Valley	2,660	\$51,654	\$13.22-13.76	A	Y	Y	I-205
Johnson City	615	\$23,062	\$12.39	Y	Y	Y	I-205
Lake Oswego	34,280	\$51,499	\$11.96-14.70	Y	Y	Y	I-5, 43
Milwaukie	20,015	\$29,693	\$15.21-15.80	Y	Y	Y	I-205,99E
Molalla	4,045	\$20,928	\$14.48 - 15.32	Y	Y	Y	213,211
Oregon City	18,980	\$28,687	\$14.48 - 14.50	Y	Y	Y	99E, 213,I-205
Rivergrove	300	\$40,625	\$10.14-10.45	A	Y	Y	I-5
Sandy	4,685	\$27,927	\$15.11-15.25	Y	Y	Y	26
West Linn	19,370	\$45,474	\$12.86-12.99	Y	Y	Y	I-205, 43
Wilsonville	9,765	\$38,456	\$12.38-14.55	Y	Y	Y	I-5
County		\$33,789	\$11.39	NA	NA	NA	NA

Average							
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ii. Population and Employment Trends. Of the four counties in the Portland metropolitan area Clackamas County's population density in 1990 was the lowest with 149 persons/square mile; Multnomah County had the highest at 1,355 persons per square mile. Clackamas County's overall density is projected to increase to 197 people per square mile by 2010. This relatively low density figure attests to the high percentage of single family dwelling units, including mobile homes, and the fact that it is the largest in land area of the four counties.

The Metropolitan Service District's Regional Forecast of June 1989, indicated that households in the four-county metropolitan area will increase from 553,107 in 1990 to 786,349 in 2013, an increase of more than 230,000 households for an annual rate of growth of 1.5% for the region. Of the four counties, Multnomah County is the only one forecasted to grow at a rate less than the regional average (0.8%) while the other three counties exceed the regional growth rate. Clackamas County's annual rate of growth is estimated at 1.8% with an overall 25-year increase of about 52,000 households.

As shown in Figure 3, the Center for Population Research and Census at Portland State has projected that Clackamas County can anticipate accommodating substantial new employment growth. The University has projected a 1990 - 2010 population increase in Clackamas County of almost 120,000 people, about a 41% population increase over 20 years, from 278,850 people in 1990 to 395,138 in 2010. The 2000 Census counted population at 338,391, indicating that this growth projection has been quite accurate. Much of the recent and projected growth is due to the fact that the region is expected to continue to experience a relatively high rate of in-migration.

Figure 3. Portland Metropolitan Area Population Projections: 1990-2010

	1990	1995	2000	2005	2010
Clackamas County	278,850	312,294	339,451	367,332	395,138
Multnomah County	583,887	624,071	645,950	666,116	684,320
Washington County	311,554	369,387	416,889	454,239	491,547

Source: PSU Center for Population Research and Census

Results of a survey conducted by the Oregon Department of Employment in May, 1995 indicate the in-migrants to Clackamas County tended to be relatively young when compared to neighboring counties or to the state at large. More than half had attended some college with 39% having completed a 4-year degree. A job was given as the reason for moving to Oregon by 43% of the Clackamas County respondents. Occupation before moving was listed as management or professional by 52% of Clackamas County's in-migrants, a somewhat higher percentage than that found in neighboring counties or in the state overall.

Employment trends reported by the Oregon Employment Department for Clackamas County show a decrease in manufacturing jobs related to lumber and wood products, electrical equipment, instruments and paper products during the 1990's offset by increases in durable goods, machinery and transportation equipment. The non-manufacturing sector saw growth in employment across the board including areas such as construction, communications and utilities, services, wholesale and retail trade, finance, insurance and real estate.

During the 90's Clackamas County has been on a growth spurt when compared with the rest of Oregon. While total covered employment statewide grew by slightly over 25 percent between 1990 and 1998 Clackamas County experienced a 36 percent increase which amounted to over

33,500 jobs. Every major industry in the County grew at a faster pace than its statewide counterpart, with finance, insurance and real estate leading the way.

From 1990 through 1998 Clackamas County's civilian labor force grew from 152,920 to 195,530 for a 27.9% increase. During the same period total employment increased from 147,680 jobs to 188,400 for a 27.6% increase. Unemployment remained steady during the 90's ranging from 3.4% to 5.5%.

Since the early 1980's Clackamas County's annual average unemployment rate has consistently been below that of the Portland metro area, the state and the nation. During 1998 an average of 7,130 people, or 3.6 percent of the County's labor force, were unemployed. Possible explanations for this relatively low unemployment rate may be a well-educated labor force and a diversified local and regional economy. Clackamas County benefits from strong agricultural, manufacturing and trade sectors and is located close to many industries and trade opportunities in the Portland metro area. The diverse economy tends to dampen the seasonal employment impacts which often drive up unemployment rates in the state's more rural and natural resource-dependent counties.

Unemployment data from the 1990 Census suggests that the incidence of unemployment is lower in the more urban portions of the County found along the I-5 and I-205 Corridors. The 1990 respective unemployment rates in West Linn, Lake Oswego and Oregon City were 2.6%, 3.0% and 3.4. Cities in more rural portions of the County, which tend to be dependent on more seasonal industries, had much higher rates of unemployment. At the same time the average annual unemployment rates in Sandy, Estacada and Molalla were 6.4%, 7.4% and 8.4% respectively.

As has occurred in other parts of the state, jobs based on lumber and wood products have been on the decline in Clackamas County. In 1978 lumber and wood products provided approximately 4,300 jobs in the County, many of them being located in the rural areas. These sectors have since declined in employment with roughly 1,000 jobs being lost between 1980 and 1982. Timber related employment leveled off during the remainder of the 1980's and continued to decline gradually into the early 1990's. The most significant lumber-related loss of jobs occurred in logging and paper mills. Between 1978 and 1998 logging jobs dropped from about 575 to 140 for a 75 percent decrease. During the same period employment in paper mills dropped by 400 and sawmills and planing mills lost 683 or 43 percent of their 1978 number of jobs. By 1998 a total of 2,800 jobs remained in the lumber and wood produces industry.

Clackamas County is relatively better off than many other regions of the Country. However, national trends such as population growth outstripping job-creation, the growing difficulty of getting into the job market due to lack of jobs or inadequate education or training and the continuing loss of full-time jobs (e.g. jobs in timber-related industries) have had a negative economic impact. Service jobs that are created to replace those in the resource-based or manufacturing sector may result in an overall lower economic standard for many people because the jobs pay less and many jobs are part-time with few, if any, benefits. If housing costs continue to increase but overall income levels do not increase at the same rate due to shifts in the economy, then rent and cost burdens will rise for an increasing number of households.

iii. Racial and Ethnic Concentrations. As shown in CHAS Table 1A (CHAS Tables 1A-1C are included in Appendix C to this Plan) 96.3% of Clackamas County's total households is white,

non-Hispanic. The 1990 Census showed the Hispanic population is the largest ethnic/racial group in the County, with 1,688 households and 6,968 individuals.

CHAS Table 1A also shows that, between 1980 and 1990, the County's overall population increased by 15.3%, whereas the Hispanic population experienced more growth than any other racial/ethnic group -- a 92.3% increase. The population of Asian and Pacific Islanders increased by 90.5% and Native Americans by 55.7%. The population increase for White (non-Hispanic) and Black (non-Hispanic) groups was less than the overall county rate.

For purposes of identifying any areas that have concentrations of ethnic/racial minorities a threshold level of 10% has been utilized for this Plan to define areas of minority concentration. Based on this threshold level there are no large concentrations of minority/ethnic groups within Clackamas County. Data from the 1990 Census indicates that Canby had the highest minority concentration of cities in the County with an 8.5% Hispanic population. Census Tracts 229 (largely within Canby) and 238 had the next largest minority concentrations with 7.8% and 6.5% Hispanic populations respectively.

iv. Low Income Concentrations. Figure 4 compares changes in concentrations of persons with limited incomes in selected areas of Clackamas County from 1980 to 1990. It tracks the percent of persons with very low and low incomes and the percent with incomes below poverty status. From a countywide perspective, the percent of very low and low-income persons declined from 1980 to 1990 (35% to 32.7%) whereas the percent of those below poverty status increased from 1980 to 1990 (6.0% to 6.9%). This suggests a general improvement in overall income level, but a widening gap between those with the lowest incomes and others in the County. Again, to provide the comparison, the poverty level for a four-person household is estimated at \$14,352 per year, whereas a very low income four-person household at 50% of median earns \$20,350 per year and the 80% of median guideline for a low income four-person household is \$32,550 per year.

Figure 4. Percentage of Persons with Very Low and Low Incomes and Below Poverty Status for Selected Places in Clackamas County, 1980 and 1990

	%Very Low and Low Income		% Below Poverty Status	
	1980	1990	1980	1990
Clackamas County	35	32.7	6.0	6.9
Barlow	NA	42.5	NA	NA
Canby	46	43.2	8.4	8.6
Clackamas	NA	45.7	NA	NA
Estacada	44	52.1	NA	12.5
Gladstone	37	31.1	7.3	3.9
Happy Valley	21	16.2	NA	2.4
Jennings Lodge	NA	41.4	NA	NA
Johnson City	50	53.1	-	12.7
Lake Oswego	22	13.5	4.6	3.7
Milwaukie	41	37.0	6.9	8.3
Molalla	55	55.9	13.4	18.4
Mt. Hood Village	NA	36.8	NA	NA
Oak Grove	42	38.9	5.9	7.8
Oatfield	NA	23.7	NA	NA
Oregon City	42	42.8	7.6	9.2
Rivergrove	22	15.4	NA	NA

Sandy	51	41.7	6.7	8.8
Sunnyside	NA	16.1	NA	NA
West Linn	25	20.4	4.0	3.9
Wilsonville	36	30.1	5.2	5.7

Sources: 1980 and 1990 U.S. Census of Population and Housing, including special data runs for the Community Development Block Grant program; 1980 very low and low percentages taken from 1992-96 CHAS, Table 6, page 11.

Figure 4 also shows that, in some jurisdictions, the percent of very low and low-income persons increased from 1980 to 1990, notably Estacada, Johnson City, Molalla, and Oregon City. Others including Canby, Milwaukie, Molalla, Oak Grove, Oregon City, Sandy and Wilsonville showed a decline in the percent of very low and low-income persons while experiencing an increase in the level of below poverty persons.

Figure 5 summarizes other demographic indicators of concentrations of families in need, by selected places. As shown in Figure 5, Clackamas County families with children under the age of 5 are twice as likely (9.7%) to be below the poverty level as all families (4.7%). Female headed households are almost five times (19.8%) as likely to be below the poverty level than all families, and female headed households with children under the age of 5 are 13 times as likely to be below the poverty level (52.2%).

All of the selected places have a greater percentage of non-institutionalized populations who have mobility and self-care limitations than in the overall County population. This attests to the fact that those with disabilities are concentrated in the towns and cities where they can find appropriate housing, better transit and receive supportive family or social services.

Overall, in comparison to the remainder of the County, the communities of Estacada, Milwaukie, Molalla, Oak Grove and Sandy appear to have the greatest number of indicators of concentration of low income households with a range of needs as shown in Figures 5, 6 and 7.

Figure 5. 1990 Population Characteristics: Selected Places in Clackamas County

	Total Population	% with Mobility Self Care Limits*		% Below Poverty Level			
				Families		Female HH	
				All	Child> 5	All	Child> 5
		16-64	65+				
County	278,850	2.8	18.1	4.7	9.7	19.8	52.2
Canby	8,983	10.2	44.1	5.5	13.6	15.7	43.7
Estacada	2,016	15.5	47.2	10.7	13.0	47.7	68.4
Gladstone	10,152	9.6	37.3	1.2	3.7	7.7	22.7
Happy Valley	1,551	7.2	18.0	1.7	--	5.9	--
Johnson City	605	16.4	48.0	10.8	33.3	28.1	42.9
Lake Oswego	30,444	5.6	26.2	1.8	1.4	8.2	--
Milwaukie	18,692	11.0	34.2	6.2	16.6	26.5	55.4
Molalla	3,651	16.31	50.0	16.9	34.8	48.8	88.2
Oak Grove	12,576	9.3	32.9	5.2	11.1	21.8	53.3
Oregon City	14,698	9.9	43.8	7.0	14.4	23.2	63.4
Rivergrove	284	10.6	38.7	1.2	--	--	--
Sandy	4,152	12.5	37.6	7.2	11.0	31.8	100.0
West Linn	16,367	6.1	24.3	3.2	4.9	13.6	20.3
Wilsonville	7,096	5.1	26.3	4.7	12.4	17.4	74.0

*Non-Institutionalized Civilian Population

Source: Center for Population Research and Census; Table 1. Selected Serial Characteristics; 1990; Table 3. Income & Poverty Status in 1989:1990; Table 4.

Figure 6 shows concentrations of low and moderate-income persons by block group as reported by the 1990 Census. Those census areas listed include block groups (and split block groups in some instances where Census and city limit boundaries do not coincide).

Areas of low income concentration are defined in Clackamas County as those which have low and moderate income concentrations greater than the “exception criteria” threshold of 44.1%. Areas which meet the exception criteria threshold are identified in Figure 6. Maps of these low and moderate-income areas are included in Appendix D of this Plan.

Consistent with the wide range of demographic and market characteristics in Clackamas County, the dispersion and concentration of very low and low income households, those with self-care limitations, those with rent and cost burdens also generally show wide variations between various communities. The areas that appear to be most consistent between jurisdictions are the percent of people in various places with mobility/self care limitations and renters with rent burdens of 30% or more. This is probably due to the fact the cities and towns offer more rental opportunities and services, and those with particular needs are attracted because of accessibility.

Because there is such widespread dispersion of the subpopulations with special needs, there is no compelling reason for the County to pursue a general policy of geographic targeting of housing

Figure 6. Clackamas County Block Groups with Low- and Moderate-Income Populations

Census Tract	Block Group	Location	Total Population	Low Mod Population	Percent Low Mod
201.00	3	Lake Oswego	682	417	61.10%
208.00	2	Milwaukie	863	407	47.20%
209.00	3	Milwaukie	1409	716	50.80%

Census Tract	Block Group	Location	Total Population	Low Mod Population	Percent Low Mod
210.00	1	Milwaukie	102	73	71.80%
211.00	3	Milwaukie	808	406	50.20%
212.00	1	Oak Grove	1550	735	47.40%
212.00	2	Oak Grove	1444	640	44.30%
213.00	1	Oak Grove	2229	1010	45.30%
215.00	1	Unincorporated	237	115	48.50%
216.01	1	Unincorporated	989	634	64.10%
216.01	2	Unincorporated	1186	771	65.00%
216.01	5	Unincorporated	872	599	68.70%
216.02	1	Unincorporated	1211	536	44.30%
217.00	2	Gladstone	624	367	58.80%
218.00	2	Jennings Lodge	2840	1308	46.00%
219.00	1	Gladstone	958	513	53.60%
219.00	1	Jennings Lodge	712	442	62.10%
219.00	2	Gladstone	1057	467	44.20%
221.01	1	Johnson City	618	328	53.00%
221.02	1	Gladstone	42	42	100.00%
221.02	2	Clackamas	546	328	60.10%
221.02	3	Unincorporated	36	36	100.00%
221.02	7	Gladstone	64	64	100.00%
222.01	1	Unincorporated	626	483	77.20%
222.01	2	Unincorporated	1927	937	48.60%
223.00	2	Oregon City	563	403	71.60%
224.00	2	Oregon City	905	531	58.70%
224.00	3	Oregon City	642	314	48.90%
224.00	4	Oregon City	729	440	60.40%
225.00	1	Oregon City	1766	1147	65.00%
225.00	4	Oregon City	827	416	50.30%
227.01	2	Wilsonville	146	68	46.60%
228.00	3	Unincorporated	291	131	45.00%
228.00	4	Unincorporated	234	133	56.80%
229.00	6	Canby	1105	528	47.90%
229.00	7	Canby	166	114	68.70%
229.00	8	Unincorporated	50	24	48.00%
229.00	8	Canby	1677	1252	74.70%
229.00	9	Canby	1984	978	49.30%
234.02	1	Sandy	107	81	75.70%
234.02	2	Sandy	830	373	44.90%
234.02	3	Sandy	1130	564	49.90%
234.02	4	Sandy	1244	606	48.70%
235.00	4	Unincorporated	735	336	45.70%
235.00	5	Unincorporated	731	402	55.00%
239.00	1	Molalla	972	583	60.00%
239.00	2	Molalla	1008	570	56.60%
239.00	2	Unincorporated	509	285	56.00%
239.00	3	Molalla	991	494	49.90%
239.00	4	Molalla	384	228	59.40%
239.00	4	Unincorporated	459	230	50.10%
240.00	2	Unincorporated	789	424	53.70%

Census Tract	Block Group	Location	Total Population	Low Mod Population	Percent Low Mod
241.00	2	Unincorporated	122	78	63.90%
242.00	1	Estacada	1040	618	59.40%
242.00	2	Unincorporated	149	75	50.30%
242.00	4	Unincorporated	739	379	51.30%
243.01	2	Mt. Hood Village	122	78	63.90%

Source: 1990 U.S. Census of Population and Housing, including special data runs for the Community Development Block Grant program

resources; however, this will not preclude specific efforts to target certain subpopulations that may be concentrated in a particular place.

v. Housing Characteristics. The 1990 Census indicates that, in comparison to the other counties in the Portland metropolitan area, Clackamas County's housing stock included the highest percentage of single family units (72%); the lowest percentage of multi-family units (17%), and the highest percentage of mobile homes (10%). Information on age of structure (older homes tend to be priced or rented at lower levels), housing costs as a percent of household income for owners and renters and median rents are also provided for selected places in the County in Figure 7.

Figure 7. 1990 Housing Characteristics: Selected Places in Clackamas County

	Age of Structure		Housing Cost as % of HH Income (30% or more)		Median Rent
	pre 1940	1940-59	Owner	Renter	
County	10.8	17.4	17.5	33.6	472
Canby	6.0	18.7	17.5	32.9	421
Estacada	17.3	14.5	22.5	38.1	360
Gladstone	8.3	23.0	16.3	32.4	443
Happy Valley	4.0	28.4	15.1	41.2	475
Johnson City	--	2.8	33.3	--	275
Lake Oswego	6.4	18.2	21.4	33.5	641
Milwaukie	12.5	27.0	12.9	31.2	438
Molalla	16.0	17.8	28.2	42.2	382
Oak Grove	12.7	24.6	13.6	42.3	447
Oregon City	25.3	16.0	16.7	33.3	438
Rivergrove	9.2	26.6	25.0	18.8	621
Sandy	10.2	1.0	19.4	38.4	410
West Linn	7.8	16.7	19.8	30.7	511
Wilsonville	3.1	1.7	19.8	29.4	494

Selected Housing Characteristics: 1990; from U.S. Census of Population and Housing in CPH-L-82, STF 3.

Figure 8 addresses the issue of overcrowding, using the measure of 1.01 persons/room and the median number of persons per room for selected places in the County. Overall, the data indicate that renters are more likely to live in crowded situations than owners but that overcrowded living conditions are not very severe in the County. However, some jurisdictions show a higher level of overcrowding than others. Finally, a review of the data on crowded living conditions, shows that Hispanic and Asian/Pacific Islander households are more likely than other groups in Clackamas County to live in crowded conditions.

Figure 8. Overcrowding in Selected Places in Clackamas County

	% of Units with 1.01 + Persons/Room			Mean Number of Persons/Room		
	Owner	Renter	All Units*	Owner	Renter	All Units*
County	1.7	4.8	-	.42	.54	-
Canby	-	-	5.1	-	-	.49
Clackamas CDP	-	-	4.4	-	-	.52
Gladstone	1.1	5.2	-	.42	.56	-
Jennings lodge CDP	-	-	0.0	-	-	.45
Lake Oswego	.3	1.3	-	.35	.43	-
Milwaukie	1.3	3.1	-	.41	.49	-
Molalla	-	-	5.8	-	-	.56
Oak Grove CDP	1.8	4.5	-	.42	.52	-
Oatfield CDP	.8	3.5	-	.40	.53	-
Oregon City	2.2	5.9	-	.44	.57	-
Sandy	-	-	5.0	-	-	.52
Sunnyside CDP	-	-	1.9	-	-	.43
West Linn	.7	3.7	-	.39	.53	-
Wilsonville	-	-	2.3	-	-	.44

* Break out for owner and renter units not available for Census places with less than 10,000 persons.

Source: 1990 Census of Housing, General Housing Characteristics of Oregon, 1990 CH-1-39

b. Market and Inventory Conditions

i. General Market and Inventory. As shown in CHAS Table 1B, in 1990 the Census indicated that there were a total of 109,003 housing units in the County and 95% of the units (103,530) were occupied at the time of the census. Of the occupied units, 71.7% were owner-occupied and 28.3% were renter-occupied. Of the 5,473 vacant units, 32% (1,668 units) were for rent with an overall vacancy rate for rental units of 5.6%; 626 or 11.3% of the vacant units were for sale with an overall vacancy rate for sale units of less than 1% (.8%). The majority of the vacant units (3,102), were neither for sale nor for rent at the time of the Census. According to Census definitions, this "other" category includes the following: rented or sold but not occupied (595); for seasonal, recreational or occasional use (1,736); for migrant workers (10); other vacant (838) including boarded up units (70). The overall rental unit vacancy rate seems fairly reasonable indicating an adequate market supply of rental units at the time of the Census.

A closer inspection of data provided in the CHAS Databook shows that the vacancy rates for units which are affordable to those with very low and low incomes in 1990 was less than 5% overall and at about the 3% level for those with the lowest incomes (0-30% MFI). The very low vacancy rate for sale units suggests a tight supply at the time of the Census and this has an impact on the rental market and the availability of affordable units, as those with moderate and upper incomes do not have a full range of market choices with low vacancy rates and thus with increasing demand, there is more competition for fewer units. Generally, about 15-25% of those above the low income level of 80% of median can be expected to underexpend for housing, i.e. they spend less than 30% of their gross income for rent and this adds additional pressure on a limited affordable housing stock.

Postal vacancy data for the Portland MSA from May 1987 to March 1991 provided a more detailed picture of regional and county vacancy rates over time. During that time period the County's multi-family vacancy rate ranged from 4.5% to 8.2% as compared to a regional multi-

family vacancy rate of 5.9% to 6.8%. The data show a single-family vacancy rate range of 1.6% to 2.6%, compared to regional rates of 2.3% to 3.2%. For mobile homes, the County's vacancy rate ranged from .9% to 2.1% as compared to a regional range of 2.8% to 3.6%. As indicated earlier, Clackamas County has the largest mobile home inventory in the region. The low rates for single-family and mobile homes are consistent with the low vacancy rate of sale units.

The/Summer 2002 issue of The Barry Apartment report on the metropolitan area real estate market reported that the unemployment rate of 7.6% has contributed to a 6.5% multi-family vacancy rate in the Portland metro area. The report indicated that rates are highest (8% to 16%) for newer units located in the suburbs. In contrast the vacancy rates for the 2,333 units of HACC - administered assisted housing are at or below 1% at any given time. HACC's waiting lists include 5,230 for the Section 8 program and 4,992 for public housing.

Despite increasing in vacancies, the average apartment rents have continued to increase each year. Between 1990 and 1999, average rents in the Portland metro area increased by 34%. During the same period, the applicable Fair Market Rent (FMR) also increased but did not keep pace with the actual market. The FMR is a HUD-approved maximum rent level for different sized units for which HUD will provide Section 8 rent assistance and it is intended to represent what different sized units would rent for on the open market at a point in time. In most cases the current average apartment rents in Clackamas County exceed the HUD Fair Market Rents as shown in Figure 9 below. This information suggests that the FMR is below the market range, primarily in smaller apartments. The high vacancies in the higher-priced units indicates that there may be very few affordable units available and, as the FMR is not high enough to include all available units, it can be assumed that this further constrains the availability of affordable units or adds additional rent burdens for persons with lower incomes.

Figure 9. Average Market Rent/Fair Market Rent

	0-Bedroom	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
HUD FMR (rent + utilities)	\$508	\$625	\$771	\$1,073	\$1,164
Constructed 1979 or before	\$447	\$538	\$661	\$742	n.a.
Constructed 1980 or after	n.a.	\$650	\$742	\$889	n.a.

Source: U.S. Department of HUD, McGregor Millette Report, Vol. Twelve No. One, Spring/Summer 1999

In 1990 the Metropolitan Real Estate Report showed a wide range in home prices, ranging from an average selling price in the Oregon City/Molalla area of \$89,200 to \$183,200 in the Lake Oswego/West Linn area. More recent housing prices in Figure 10 show average housing prices in Clackamas County in 1996 ranging by area from \$99,500 to over \$239,500. There is a high demand for low- to medium-priced homes although prices are becoming too steep for some first time buyers. Residential values increased an adjusted average of 9% from 1997 to 1998. Higher priced properties in the Lake Oswego and West Linn areas experienced below average value growth. The market was especially strong in the rural areas because of lower priced housing.

Figure 10.a Average Housing Prices - Urban

Urban/Suburban Communities	1993	1994	1995	1996	Price Trends
Lake Oswego	\$195,000	\$201,900	\$226,000	\$239,500	0-19%
Charbonneau	\$184,100	\$193,500	\$214,100	\$221,500	6-11%
West Linn	\$164,200	\$170,200	\$187,300	\$202,100	4-15%
Wilsonville	\$134,200	\$140,400	\$172,300	\$182,600	8%
Happy Valley, Sunnyside	\$149,100	\$160,100	\$168,500	\$181,700	Reappraisal

Clackamas	NA	\$118,500	\$130,500	\$143,500	Reappraisal
Jennings Lodge	NA	\$109,000	\$128,000	\$134,400	Not Available
Canby	\$101,000	\$105,600	\$122,700	\$133,800	10%
Oregon City	\$95,700	\$107,200	\$119,400	\$132,500	5-19%
Gladstone	\$97,000	\$109,500	\$118,000	\$129,800	Reappraisal
Sandy	NA	\$98,800	\$113,000	\$121,700	Reappraisal
Milwaukie	\$83,500	\$98,500	\$105,700	\$118,100	12%
Estacada	\$67,500	\$74,800	\$94,400	\$105,700	12%
Molalla	\$67,300	\$74,000	\$90,000	\$99,500	Reappraisal
Urban Area Average	\$119,517	\$126,020	\$140,205	\$153,654	9%

Figure 10.b Average Housing Prices - Rural

Rural Areas	1993	1994	1995	1996
Boring, Damascus	NA	\$156,700	\$162,000	\$179,600
Redland	NA	\$144,300	\$156,200	\$169,200
Rural Oregon City, Canby	NA	\$147,900	\$149,300	\$162,700
Molalla	NA	\$105,200	\$120,400	\$142,500
Colton	\$95,600	\$107,100	\$116,600	\$140,300
Mt. Hood Corridor	NA	\$97,200	\$109,700	\$132,200
Rural Area Average	\$95,600	126,400	\$135,700	\$154,417

Building permit data for Clackamas County during the period from 1975 to 1990, as shown in Figure 11, indicates that construction of new single-family units peaked during this time period in 1977 (2,979 units), declined sharply in the early 1980s, and then remained fairly constant for a period of time. In contrast, multi-family building permits issued during this period peaked in 1989 (2,343 units) after which time they started to decline.

Figure 11. Building Permits in Clackamas County, 1975-1990

Year	Single Family	Multifamily Units	All Units
1975	2,165	581	2,746
1976	2,632	981	3,613
1977	2,979	897	3,876
1978	2,523	598	3,121
1979	1,619	553	2,172
1980	1,301	351	1,652
1981	945	517	1,462
1982	525	160	685
1983	909	113	1,022
1984	860	288	1,148
1985	1,026	1,115	2,141
1986	1,062	1,071	2,133
1987	1,173	996	2,169
1988	1,384	1,295	2,679
1989	1,495	2,343	3,838
1990	1,725	1,636	3,361

Source: Metropolitan Portland Real Estate Report, V.76, Spring 1993

Figures 12 and 13 contain single family and multi-family building permit data for the period from 1990 to 1997. The more recent data shows a steady continuation of single family activity with the number of building permits issued ranging between 1481 and 1938 annually. Multi-

family permits exceeded 1,000 units per year between 1994 and 1997 after bottoming out at 327 units in 1992.

Figure 12. Single Family Building Permits in Clackamas County, 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997	Totals	%
Canby	85	184	64	114	147	45	71	90	800	5.7
Estacada	0	1	2	6	6	7	9	7	38	0.3
Gladstone	12	15	12	22	14	16	24	13	128	0.9
Happy Valley	46	53	77	91	115	55	68	153	658	4.7
Lake Oswego	212	185	173	236	211	85	104	117	1323	9.5
Milwaukie	42	20	68	56	34	37	39	41	337	2.4
Molalla	8	8	14	8	18	63	62	100	281	2.0
Oregon City	22	30	66	168	246	332	347	232	1443	10.4
Sandy	34	27	25	38	44	53	46	31	298	2.1
West Linn	259	160	145	206	241	215	169	190	1585	11.4
Wilsonville	271	117	137	145	127	42	114	115	1068	7.7
Rest of County	734	681	753	759	695	655	829	849	5955	42.8
Totals	1725	1481	1536	1849	1898	1605	1882	1938	13914	

Figure 13. Multi Family Building Permits (# of units) in Clackamas County, 1990-1997

	1990	1991	1992	1993	1994	1995	1996	1997	Totals	%
Canby	42	18	9	59	34	30	100	105	397	5.1
Estacada	0	0	0	0	4	5	24	8	41	0.5
Gladstone	84	210	2	126	22	66	22	8	540	6.9
Happy Valley	0	0	0	0	0	0	0	0	0	0.0
Lake Oswego	27	16	4	54	0	406	130	41	678	8.7
Milwaukie	267	0	4	0	2	0	4	24	301	3.9
Molalla	0	2	4	24	0	5	76	6	117	1.5
Oregon City	0	68	152	0	471	146	318	78	1233	15.8
Sandy	4	0	8	3	2	28	0	2	47	0.6
West Linn	0	4	2	4	6	19	33	168	236	3.0
Wilsonville	409	5	0	0	270	95	14	540	1333	17.1
Rest of County	803	390	142	223	298	552	322	143	2873	36.9
Totals	1636	713	327	493	1109	1352	1043	1123	7796	

Source: Real Estate Report for Metropolitan Portland, Oregon, 1999

During the 1990 to 1997 period Lake Oswego, Oregon City and West Linn experienced the most single family housing development of the incorporated areas within the County. The Cities of Oregon City and Wilsonville saw the most construction of multi-family housing during the same period. A substantial amount of housing construction occurred in unincorporated Clackamas County with 42.8% of single family units and 36.9% of multi-family units being built outside of these cities. Building activity in Clackamas County has followed patterns similar to what has occurred in the region during the past several decades.

Information provided by the Oregon Manufactured Housing Association shows that from January to June 1992, there were 191 new manufactured homes registered in Clackamas County, only exceeded by Lane County with 193 units; and during the same period in 1993, there were 238 units registered in Clackamas County, more than any other county in the state. Another indicator of the importance of manufactured housing in Clackamas County is that for those same two time periods, i.e. the first six months of 1992 and 1993, manufactured housing represented 22% of the total number of new manufactured and site-built single family housing in Clackamas County.

In 1989 manufactured housing units in Clackamas County numbered 10,359 as reported by the 1990 Census. In September of 1999 manufactured housing units on the tax roll of the Clackamas County Assessor's Office numbered 11,546.

Factors Affecting Supply. Within the overall County market place, in addition to more people migrating to the area with more disposable income for housing, declining vacancy rates, and increasing construction costs, there are other conditions which may contribute to rising housing costs due to impacts on supply, such as the following:

- New housing projects generally are developed at densities lower than those allowed by city and county plans and zoning codes and as there is increasing pressure on available land supply, housing costs rise;

- Plans for redevelopment often target deteriorated housing for demolition to make way for new commercial development. Unless redevelopment plans incorporate strategies to replace housing that is removed a loss of affordable housing often results.

Historically, housing development in Clackamas County has been predominantly single family rather than multi-family. Building permit data shows that construction of multi-family units first outnumbered single-family site-built units in 1985. After falling behind again in the years that followed 1985 multi-family construction clearly exceeded that of single-family again in 1989. Prior to 1988 the ratio of single family to multi-family construction was approximately 69:31. Data since that time shows a ratio comparing single-family to multi-family construction closer to 60:40.

A preliminary review of Metro's record of demolition permits in the County and cities within the County for the period, January 1990 to December 1992 shows that about 125-150 units were demolished during this period; and about half of the permits during this time frame were issued by the County. With the exception of three cases, the reasons for demolition are not given; the three cases included removal of a burned structure, asbestos removal and septic disposal termination; and only two permits involved structures with more than one unit. The Metro report also is very uneven with respect to reporting underlying zoning, especially in the unincorporated areas, so it is difficult to tell from the report if the demolitions are being driven by redevelopment. A review of the locations of the demolished units show some clustering at certain locations, e.g. in May and July 1991, six demolition permits were issued by the County for removal of single family homes located between 7945 and 8145 SE Johnson Creek Blvd.

Although data on demolition activity is sketchy it is known that it has resulted in the loss of some housing in the Town Center area. To ameliorate the loss of affordable units and provide affordable housing opportunities near many of the lower paying jobs that exist in the Town Center area the Housing Authority of Clackamas County initiated an "Affordable Housing Preservation Program" in the early 90's. The goal of the program was to preserve the affordability of multi-family rental housing through the acquisition of existing units. Combining funds generated by tax increment financing from the Town Center Urban Renewal District with tax-exempt multi-family housing revenue bonds issued by HACC the Housing Authority purchased the 264-unit Easton Ridge Apartment Complex in 1996. This apartment complex was built in 1989 and consists of 159 one-bedroom and 105 two-bedroom units housed in 11 three-story buildings on an eight-acre site located near the Clackamas Town Center.

Generally, properties acquired through the AHP Program are intended to serve households earning between 50% and 80% of median income. The program is built on a long-term affordability strategy. A goal of the program is to charge rents which are 10% to 20% below market rents within five to 10 years of HACC ownership. Projects selected may also generate some cash flow to support other agency programs and priorities.

A major overall problem in Clackamas County continues to be affordability represented by the high levels of rent and cost burdens shown in CHAS Table 1C. As shown in CHAS Table 1B, and as previously described, the applicable FMRs do not encompass the range of market rates for different size units. The Housing Authority waiting list further attests to the continuing problem of affordability within the County for low and very low income persons.

Housing Conditions. There has not been a survey of housing conditions in Clackamas County, therefore the estimate of the rate of substandard and "suitable for rehabilitation" units is based on secondary data available from several sources, including information from the American Housing Survey for the Portland Metropolitan area in 1990. The American Housing Survey estimates that only about 2.1% of the occupied units (1,900/91,000) in the County in 1990 had severe or moderate problems, suggesting that about 98% of the units were in average or better condition.

Clackamas County's Community Development Program defines a "standard" housing unit as one which meets Section 8 Housing Quality Standards (HQS) and the Clackamas County Community Development rehabilitation standards.

The program further defines a housing unit that is "suitable for rehabilitation" as one that is substandard, but is structurally sound, and can be brought up to standard condition by economically feasible rehabilitation. A determination of economic feasibility involves two major considerations:

1. The cost of rehabilitation of the specific property, and
2. The amount of funds that are available to the property owner to accomplish rehabilitation.

If the cost and available funds are similar or, if the cost of rehabilitation is much lower than the amount of funds available, then the rehabilitation is economically feasible. However, if the cost far exceeds the funds available, or if the funds will not preserve or extend the useful life of the property, then rehabilitation is not economically feasible.

In considering these condition estimates, it must be kept in mind that about 14% of the single family units (10,096 units) and 14% of the mobile homes (1,423 units) are renter-occupied, whereas only 12% of the multi-family units are owner-occupied. In total, about 72% of the occupied units in the County are owner-occupied and 28% are renter-occupied.

The methodology developed to provide the estimate of condition in CHAS Table 1B is as follows:

1. The American Housing Survey reported that there were 1,900 units or about 2.1% of 91,000 units had either moderate or severe conditions. In contrast to an estimated 360 units with severe problems, the 1990 U.S. Census (STF-3) reports 524 units lacking plumbing facilities, suggesting that the American Housing Survey may have undercounted the number of units with severe problems. Although the American Housing Survey reported fewer occupied units (91,000) than the 1990 census (103,530), it does show that 84% of the units with physical problems were in the "moderate" category and therefore were assumed to be rehabilitatable; 16% had severe problems and together these represented 100% of the substandard units. Therefore, it is assumed that 84% of the substandard units are suitable for rehabilitation.
2. This estimate of condition was then translated into an estimate of condition for renter and owner-occupied units; the ratio of owner to renter occupied being 72%:28%. A review of available census indicators of housing problems by tenure resulted in a decision to use overcrowding as an indicator of condition by tenure (owner/renter). Of the 2,686 units with 1.01 persons or more per room, 1,269 (47%) were owner-occupied and 1,417 units (53%) of the overcrowded units were renter-occupied. Translated into actual units, it

shows that 1.7% of the owner-occupied units were overcrowded and 4.8% of the renter-occupied units were overcrowded.

3. These percentages were then used as estimates of the percentage of units suitable for rehabilitation, with the total estimated percent which are substandard based on the ratio of severe to moderate (16%/84%) derived from the American Housing Survey.

Based on the percent estimated to be substandard, there is an estimated minimum of 3,120 substandard units (1,475 owner-occupied and 1,645 renter-occupied) and 2,641 units suitable for rehabilitation (1,256 owner-occupied and 1,385 renter-occupied). As suggested previously, this is seen as a conservative estimate as the County's definition of what qualifies for rehabilitation is less stringent than that used by the American Housing Survey. Also, there are additional units among the vacant units that are substandard and/or suitable for rehabilitation that are in addition to the number of occupied units that are substandard.

Figure 14 a-f provides information about the potential within the County for the existence of lead-based hazards. Because lead-based paint containing up to 50% lead was commonly used throughout the 1940s, the percentage of housing units built before 1940 and occupied by the poorest renters offers a rough estimate of the problem. As shown in Figure 14f, there are 1,409 pre-1940 housing units occupied by very low-income renters.

The Housing Authority of Clackamas County (HACC) owns 568 units of public housing and has performed Lead-Based Paint (LBP) testing on all of the units constructed prior to 1978 where children may reside. Hillside Manor, for example, is reserved exclusively for elderly or disabled tenants. Therefore, Hillside Manor has not been comprehensively tested for the presence of LBP because no children reside there.

HACC has encapsulated lead-based paint on the exterior of Oregon City View Manor site (100 units). Testing has revealed that seven scattered site units contain low risk LBP. These surfaces were monitored to ensure the paint was not peeling. Affected households were notified and given access to test results. Abatement has now been completed in all seven units.

Landlords are required under HUD's Housing Choice Voucher Program to abate any deteriorated lead-based paint found in units built prior to 1997 and housing children under age six. HACC maintains nearly 1,500 rental unit subsidy agreements in the County under this program and annually inspects those units for potential lead-based paint hazards as part of their HQS inspections.

Clackamas County's Health Department is one of four in the State involved in a lead-poisoning screening project. The State Health Division has indicated that a substantially larger number of incidences are reported in Multnomah County than in Clackamas County. Multnomah County is receiving special funding for active outreach investigation. The Health Division attributes the higher rate of reported incidences to a more active screening program.

Clackamas County Health Department's screening effort, focusing on children, started in August 1993 and the Department has brochures and information available on lead poisoning screening and prevention screening. The program responds to referrals by the WIC program and local pediatricians. For children meeting screening criteria of the program blood samples are drawn and tested. Because the incidences of lead poisoning in Clackamas County were so low, the State Health Division dropped the requirement that all parents complete the Lead Screening

Check List. Now only children who are perceived to be at a high risk to exposure are screened. Testing is free for children under the age of six years.

Follow-up monitoring and treatment depends upon the level of poisoning detected and level of risk for the individual being tested. Follow-up services include parent education, re-testing, abatement if resources permit and provision of medical services.

Detection of elevated blood levels (above 10 micrograms/deciliter) in children requires that a report be filed with the State. Locations of those incidences reported to the State were not available but the Health Division has established a strong correlation between the occurrence of elevated blood levels and housing built prior to 1930.

Figure 14. Clackamas County - Homes at Highest Risk for Lead-Based Paint Hazards

14a. Summary Table: All Households by Age of Unit

Age of Unit; Year Built	# of Very Low & Other Low-Income Households	# Estimated with Lead-Based Paint	Margin of Error
Pre-1940	6,805	6,125	+/- 613
1940-1959	11,417	9,134	+/- 913
1960-1979	27,226	16,880	+/- 1,690
Totals	45,448	32,139	+/- 3,216

14b. Summary Table: All Households by Tenure

Tenure	# of Very Low & Other Low-income Households	# Estimated with Lead-Based Paint	Margin of Error
Renter Type	19,203	13,510	+/- 1,353
Owner-Occupied	26,245	18,629	+/- 1,863
Totals	45,448	32,139	+/- 3,216

14c. Renter Households

Age of Unit; Year Built	# of Very Low- & Other Low-Income Households*	Percent with Lead-Based Paint	# Estimated with Lead-Based Paint*	Margin of Error
Pre-1940	2,664	x .90 =	2,398	+/- 240
1940-1959	4,762	x .80 =	3,810	+/- 381
1960-1979	11,777	x .62 =	7,302	+/- 732
Total Renter-Type Units Estimated with Lead Based-Paint			13,510	+/- 1,353

14d. Owner-Occupied Households

Age of Unit; Year Built	# of Very Low- & Other low-Income Households*	Percent with Lead-Based Paint	# Estimated with Lead-Based Paint*	Margin of Error
Pre-1940	4,141	x .90 =	3,727	+/- 373
1940-1959	6,655	x .80 =	5,324	+/- 532
1960-1979	15,449	x .62 =	9,578	+/- 958
Total Owner-Type Units Estimated with Lead-Based Paint			18,629	+/- 1,863

14e. Pre-1940 Housing Units as a Percent of Total Housing Units

# of Pre-1940 Housing Units	10,950	x 100 =	13.60%
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# of Total Housing Units	80,531		
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14f. Pre-1940 Housing Units Occupied by Very-Low Income Renters

# of Pre-1940 Housing Units Occupied by Very Low-Income Renters	1,409		
# of Pre-1940 Housing Units	10,950	x 100	12.84%

In addition to the Clackamas County Public Health Department the State Health Division and Multnomah County Public Health Department have been contacted for information regarding lead screening programs. Increased blood level data is limited and, by itself, does not indicate a pattern of occurrence in any particular geographical area. The strongest correlation indicating the likely hazard of lead poisoning is that associated with age of housing. Each of the sources contacted indicated that lead-based hazards are much more likely to be present in older housing (particularly that built before 1930) than in more recently built housing.

Increased emphasis by HUD on addressing risks related to lead pollution has been directed at a significant threat to the health and welfare of low income residents and, at the same time, has made operation of housing rehabilitation programs more problematic. Problems facing housing rehabilitation staff include:

- Lack of trained lead abatement contractors.
- Lack of hands-on experience for trained contractors.
- Skyrocketing cost of lead pollution liability insurance.
- Cost of additional equipment and training.
- Lack of clear guidance from the Oregon Health Division regarding the definition of “abatement.”
- Difference in state and federal definitions related to abatement and interim controls.
- Extra cost to the homeowner receiving rehabilitation assistance of lead abatement work.
- General lack of knowledge by contractors and by the public regarding the hazards of lead based paint and the requirements that follow those hazards.
- Diverse ages and location of housing in Clackamas County.
- Implementation of lead abatement regulations and procedures and documentation into the housing rehabilitation process.

ii. Assisted Housing Inventory. There are at least 2,433 assisted housing units in the County. Housing is considered “assisted” if public funds (federal, state or local) have been used in the development (acquisition, rehabilitation or new construction) of the project.

The inventory of assisted housing shown in Figure 15 provides information about publicly and privately owned assisted housing. Federal funding sources include Low Rent Public Housing (LRPH), Low-Income Housing Tax Credits (LIHTC), Community Development Block Grant (CDBG), HOME, Farmer's Home, HUD Section 8/236, HUD Section 8 New Construction, HUD 202, and other fund source from the federal government. Local funding sources include tax-exempt bonds (Bonds) and any other city, county, or state fund source. This list may not be 100 percent complete, as information about existing state-assisted projects in Clackamas County for

low-income households is not available. This includes housing assisted with state elderly or disabled loan programs, and other programs administered by the State.

- **Public Housing.** As shown in the inventory, there are 568 units of low-rent public housing consisting of three 100-unit multifamily housing parks, one 100-unit senior & disabled high-rise and 168 scattered-site single and multifamily units. This includes 186 studio and one-bedroom units, 159 two-bedroom units 224 three- and four-bedroom units. None of these units is expected to be lost from the inventory due to conversion or demolition.

Figure 15. Inventory of Assisted Housing for Low-income Residents

Project	Location	# Units	Owner	Owner-type	Development Assisted	Rent Subsidy	Development Sources	Tenant Population
Clackamas Apartments	Clackamas	21	Housing Authority of Clackamas County (HACC)	Government	New Construction	No	HOME Other Federal Local Funds	Disabled
Chez Ami	Clackamas	40	Chez Ami Limited Partnership	For-profit	New Construction	No	LIHTC HOME	Disabled
Jannsen Road Transitional	Clackamas	9	HACC	Government	Acquisition	No	CDBG Other Federal Local Funds	Homeless Families
Easton Ridge	Clackamas	264	HACC	Government	Acquisition	No	Bonds Local Funds	Mixed
Hollyfield Village	Lake Oswego	30	Hollyfield Ltd.	For profit	New Construction	No	HUD Section 8/236	Elderly Disabled
Carman Oaks	Lake Oswego	30	Glen Gregg	For profit	New Construction	No	HUD Section 8/236	Elderly
Fisher Ridge	Oregon City	19	Clackamas Residential Options	Non-profit	New Construction	Yes	HUD 811 HOME	Disabled
Barclay Hills Duplexes	Oregon City	34	Wpl Associates Xxiii Ltd. Partnership	For profit	New Construction	No	LIHTC	Mixed
Berry Heights	Oregon City	152	Berry Heights Ltd. Partnership	For profit	New Construction	No	LIHTC	Mixed
Newell Creek	Oregon City	125	Newell Creek Ltd. Partnership	For profit	New Construction	No	LITCH HOME	Mixed
6th St. Local Project	Oregon City	4	HACC	Government	Acquisition	No	Local Funds	Mixed
Our Apartments ("Otter Lane")	Oregon City	4	Northwest Housing Alternatives, Inc.		Acquisition	No	HUD Section 8/236	Disabled
Jackson Place	Oregon City	7	HACC	Government	Acquisition Rehabilitation	No	CDBG HOME	Homeless individuals
Oregon City View Manor	Oregon City	100	HACC	Government	New Construction	Yes	LRPH	Mixed
Clackamas Heights	Oregon City	100	HACC	Government	New Construction	Yes	LRPH	Mixed
Oregon City Terrace	Oregon City	48	Acton Lands Oregon Ltd.	For profit	New Construction	No	HUD Section 8/236	Families
Rosewood Terrace	Oregon City	38	Dale Mockbee, Sandra L Trustees	For profit	New Construction	No	HUD Section 8/236	Families
River Glenn Apartments	Gladstone	44	River Glen Associates	For profit	New Construction	No	HUD Section 8/236	Elderly Disabled Families
Fairfield Local Project	Gladstone	4	HACC	Government	Acquisition	No	Local Funds	Mixed
Arlington DD Housing	Gladstone	3	HACC	Government	Acquisition	No	Local Funds	Disabled
Ikoi-So Terrace	Milwaukie	35	Nekkei Community Project	For profit	New Construction	No	HUD Section 8/236 HUD 202	Elderly Disabled
Seneca Terrace	Milwaukie	31	Dale Mockbee	For profit	New Construction	No	HUD Section 8/236	Families
Willamalane	Milwaukie	52	W L Ltd.	For profit	New Construction	No	HUD Section 8/236	Families

King Bell	Milwaukie	62	King Bell Associates	For profit	New Construction	No	HUD Section 8 New Construction	Elderly Disabled
Risley DD Housing	Milwaukie	3	HACC	Government	Acquisition	No	Local Funds	Disabled
Hillside Manor	Milwaukie	101	HACC	Government	New Construction	Yes	LRPH	Elderly Disabled
Hillside Park	Milwaukie	100	HACC	Government	New Construction	Yes	LRPH	Mixed
Swan House	Milwaukie	5	NHA	Non-profit	New Construction	No	HOPWA HOME	Disabled
Longbourn	Milwaukie	5	NHA	Non-profit	New Construction	No	HOME	Disabled
Cascade House at Hope Village	Canby	50	Hope Village Inc	Non-profit	New Construction	No	LIHTC HOME	Elderly
Casa Verde	Canby	26	Caritas Community Housing	Non-profit	New Construction	No	LIHTC HOME	Families
Canby Village Apartments	Canby	52	Canby Village Apartments	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Canby West Apartments	Canby	24	Canby West Apts. Ltd.	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Carriage Court	Canby	30	Carriage Court Assoc. Ltd.	For profit	New Construction	No	HUD Section 8/236	Elderly Disabled
The Summit	Government Camp	48	Kohnstamm Pacific Corp.	For profit	New Construction	No	LITCH, HOME Local Funds	Mixed
Evans Street Senior Apts.	Sandy	28	Evans St. Ltd. Partnership	For profit	New Construction	No	LIHTC	Elderly
Metro Realty – Cedar Park Apts.	Sandy	19	Brewster, Averytt & Eugenie	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Country Garden	Sandy	10	Montgomery, Robert	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Hummingbird Apartments	Sandy	21	Montgomery, Robert	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Firwood Village Apartments	Sandy	24	Firwood Associates Ltd.	For profit	New Construction	No	Farmer's Home	Families
300 Main	Estacada	26	300 Main, Inc.	For profit	New Construction	No	HUD Section 8 New Construction HUD 202	Elderly Disabled
Estacada Village Apartments	Estacada	48	Estacada Village Apartments	For profit	New Construction	No	Farmer's Home	Elderly Disabled Families
Tolivar Terrace Apts.	Molalla	32	Grace Manor Ltd. Partnership	For profit	New Construction	No	Farmer's Home	Elderly Disabled
Arbor Terrace	Molalla	25	HACC	Government	New Construction	Yes	Farmer's Home	Families (Farm workers)
Ridings Terrace I & II	Molalla	48	Ridings Terr Li Oreg Ltd.	For profit	New Construction	No	HUD Section 8/236	Families
Rondel Court	Molalla	30	Rondel Court	For profit	Acquisition / Rehab	No	HOME	Families
Montebello & Montecino Apts.	Wilsonville	84	Montebello Associates	For profit	New Construction	No	Farmer's Home	Mixed
Wilsonville Heights Apts.	Wilsonville	24	Wilsonville Heights Assoc. Ltd.	For profit	New Construction	No	Farmer's Home	Families
Weidemann Park	Wilsonville	58	Cascade Housing Group	For-profit	New Construction	No	LIHTC HOME	Elderly
Autumn Park	Wilsonville	144	Autumn Park Associates	For profit	New Construction	No	LIHTC	Families
Windfield Village	Wilsonville	84	Wilsonville Retirement LLC	For profit	New Construction	No	LIHTC	Elderly
MED Group Homes	Countywide	3	HACC	Government	New Construction	No	CDBG Other Federal Local Funds	Disabled
DD Group Homes	Countywide	10	HACC	Government	New Construction	No	Local Funds	Disabled
Scatted Sites	Countywide	168	HACC	Government	New Construction Acquisition	Yes	LRPH	Mixed

- HACC has completed a Physical Needs Assessment (PNA) and its Management Needs Assessment (MNA) for each of the units it owns and operates. In the 2000-2004 Comprehensive Grant Program plan HACC has identified \$4,390,582 in physical needs, \$2,822,420 in management needs, \$237,600 in management non-dwelling equipment and \$345,000 in maintenance non-dwelling equipment.
- The HACC has responsibility for 1,493 Housing Choice Vouchers and 27 units in two Section 8 Moderate Rehabilitation projects.
- The HACC serves as the asset manager for Autumn Park Apartments.

iii. Facilities and Services for the Homeless and Those Threatened with Homelessness

Outreach, Intake & Assessment

Homeless Outreach services for the general public are provided by Clackamas County Social Services Division. Social Services networks with local law enforcement agencies. When the police locate homeless individuals living in cars, under bridges, etc., they call Social Services for intervention and assistance. By networking with law enforcement agencies, Social Services provides an essential link in locating homeless persons. This point of service can be the first step in placing a homeless person in appropriate housing, if such housing is available.

Community Service Centers include Clackamas Service Center, Sandy Community Action, Estacada Family Resource Center and Molalla Service Center. Community Service Centers serve the general public, providing information and referral, food boxes, clothing, limited prescription assistance, and bus tickets. All four of the service centers are part of the County's Information and Referral Networking System. Homeless individuals and families that come into the centers to receive assistance are referred to receive shelter services through Clackamas County Social Services.

Mental Health Alcohol and Drug Outreach services are provided by the Clackamas County Mental Health Department. The primary homeless sub-population served includes chronic substance abusers, SMI adults and adolescents and those who are dually diagnosed. Services are provided at the Stewart Hilltop Center in Oregon City and five clinics throughout the County. Services include outreach, intake and assessment for mentally ill persons who are homeless or at risk of becoming homeless. The program also includes a 24-hour crisis line that serves all county residents. Clackamas County Mental Health provides an essential link in locating homeless persons who are mentally ill and/or chronic substance abusers. This point of service can be the first step in placing a mentally ill homeless person in appropriate housing.

Homeless Families Emergency Assistance Program Through the State of Oregon's Adult and Family Services, Clackamas Women's Services assists women in accessing the Homeless Families Emergency Assistance Program, which provides families with material assistance and supportive service for 12 months.

Domestic Violence Outreach is provided for Victims of Domestic Violence by Clackamas Women's Services. Homeless victims of domestic and sexual violence refer themselves or are reached through outreach. The Outreach coordinator and volunteers perform public speaking, publicize services to target groups and educate the community. Outreach contacts include: women and children in local cities and rural communities who receive community-based

support; older women who receive community-based support; local employers to provide training to support domestic violence survivors in the workplace; Latinas through supportive services in shelter and community-based support groups; and middle and high school students and educators to increase awareness of dating violence and date rape. Through this outreach program, homeless victims of domestic and sexual violence find out about emergency shelter and other housing services. Outreach is the first step from homelessness to shelter and supportive services.

Clackamas Assistance for Displaced Youth (CADY) Outreach assists homeless youth. CADY is a program of The Inn Home. Outreach services include contact with referral sources in a variety of settings. Referrals come from area schools, including alternative schools, public and private nonprofit agencies, families, friends and the homeless youth themselves. An assessment meeting at a safe location follows the referral. The assessment leads to a plan developed to begin progress toward a more stable life, through the provision of case management, support services and limited shelter services.

Outreach to Persons with Developmental Disabilities is provided by Clackamas County Mental Health and Social Services. Together with the Association of Retarded Citizens, the agencies provide outreach, intake and assessment for homeless persons with developmental disabilities. Persons are reached through direct services and through referrals from family members, the community and police. The program assists persons with developmental disabilities in finding housing that is appropriate to their needs.

Teen Parent Outreach is conducted by the Mt. Hood Council of Camp Fire. With a primary purpose of serving the County's homeless youth, outreach services include meeting the teen where s/he is. Referrals come from area schools, including alternative schools, the Employment Division, AFS, Boys and Girls Aid Society, juvenile court, family, friends, and the homeless youth themselves. The program provides an essential link in locating homeless teens and facilitates movement from the streets to shelter.

Temporary Housing - The Clackamas County Social Services Division reported in 2001 that it provided assistance with finding temporary housing for 153 families, 46 of which were farmworker families. The assistance took various forms, including rental assistance for up to 6 months for at-risk families, two church-run transitional shelter units.

Emergency Shelter

Church-sponsored home-based shelters are operated by four local churches. These shelters accommodate families from the general public. A total of 16 beds are available to homeless families with children. Homeless persons are reached through Social Services' outreach efforts. Each of four local churches can provide emergency shelter for a homeless family. The number of beds in place is based on 4 persons per family. Case managers work with the families to locate more stable housing.

The Emergency Mental Health Respite Facility operated by the Clackamas County Mental Health Division has 5 beds and accommodates SMI and Dually Diagnosed individuals. This emergency respite facility began operations in September 1999. It provides short-term housing and intensive mental health treatment services for mentally ill persons in crisis. It takes persons picked up by the police as well as homeless and at-risk of homeless persons when their behavior escalates to a crisis point. The resource provides a housing / treatment option in lieu of taking

the person to jail or the hospital. The stay in the respite house is limited to the length of time it takes to stabilize the person's medications. The person is then able move to a more permanent housing situation.

Other Mental Health Respite is provided using vacant beds in existing mental health and Social Services group homes. These beds are used for adults with acute mental illness symptoms who are either homeless or at risk of homelessness. Funding for this service is derived from the Oregon Health Plan and State Emergency Housing funds contracted by the County Social Services Division.

Clackamas Women's Services' Shelter, operated by Clackamas Women's Services, serves both individuals and families with children who are victims of domestic violence. A total of 22 beds are available, 4 of them for individuals and 18 that are suitable for persons in families with children. This is the County's only shelter for survivors of domestic and sexual violence, although a second facility is being developed which will expand capacity to accommodate victims of domestic violence by 6 beds. Referrals to the shelter come from any of the approximately 50 agencies in Clackamas County and the Portland metropolitan area. Many referrals come as a result of CWS' outreach efforts. Residents can stay for up to one month. CWS offers safety, confidentiality and support to women and children regardless of race, ethnicity, physical ability, age, religion or sexual orientation. Services include: intake; 24-hour multilingual crisis line; wheelchair accessible emergency shelter; food, clothing and toiletries; needs assessment; goal setting; case management; legal and medical advocacy; children's advocacy; parenting education and support; play therapy; on-going domestic violence support groups; information and referral for community resources; and community education. CWS encourages self-sufficiency and empowers women to learn about and access to community resources. CWS collaborates with numerous community agencies to provide services. Shelter services are designed to enable residents to move on to transitional or more permanent housing.

Annie Ross House, a homeless shelter operated by Northwest Housing Alternatives, serves homeless families with children. Annie Ross can shelter up to 5 families in the main shelter and 3 families in transitional housing on-site – serving up to 32 persons a month. Referrals come from human service agencies throughout Clackamas County. Annie Ross House is the only non-domestic violence shelter for families in Clackamas County. The "campus" now contains the main shelter, the annex and two transitional shelters. Residents of Annie Ross House receive essential housing and supportive services to enable them to move on to transitional housing or more permanent housing. The shelter, located next door to the NHA office, serves about 75 families per year. The typical stay is about 30 days. NHA recently raised more than \$120,000 to acquire an adjoining property, expanding the shelter's capacity from five to seven families each night. With daily case management, 85% of Annie Ross House residents move on to permanent housing.

Clackamas Assistance for Displaced Youth (CADY) Shelter is operated by The Inn. With a capacity of 2 beds, shelter residents can stay for up to 6 months. Referrals to the shelter come through CADY's outreach efforts and local social service agencies serving youth.

Shelter Care, operated by the Boys and Girls Aid Society, provides shelter to youth ages 12 – 18 for up to 3 months. Referrals are generated from local social service agencies serving youth.

iv. Inventory of Supportive Housing for Homeless and Non-Homeless Persons with Special Needs.

Transitional Housing

Transitional Housing for victims of domestic violence is operated by Clackamas Women's Services on a scattered site basis. Victims in families with children are served by a total of 15 beds at various locations in the County. Referrals come through the outreach efforts of the participating agencies. Through HUD Homeless Assistance Grant (Supportive Housing Program), CWS funds 7 transitional housing units with a maximum stay of 12 months. Three family units and two single units are for CWS referrals, one family unit for Mental Health clients, and one family unit for a teen parent. The program includes intensive case management by the referring agency with the goal of stabilizing the individual so that she can successfully move into permanent housing.

Janssen Road Apartments, owned and operated by the Housing Authority of Clackamas County, provides transitional housing to homeless families with children. The 9-unit complex can accommodate up to 24 people. Referrals come through the CWS Shelter and Annie Ross House. Staff members from the shelters nominate shelter residents for placement in Janssen Road Apartments. Intensive case management is provided by Social Services with targeted supportive services provided by other local, state and nonprofits agencies. Residents may stay for up to 24 months. Supportive services include helping the family find permanent housing.

Annie Ross House, owned by Northwest Housing Alternatives, is currently housing up to 3 families in transitional housing on-site. A recent CDBG grant will expedite the purchase of additional transitional units adjacent to the current house. Projected date for acquisition of these additional units is Fall, 2003.

Swan House is a 5 bed foster home licensed by the County's Social Services Division. Swan House beds are reserved for adults with HIV/AIDS requiring support services on a 24/7 basis. Many of the residents are between 20-40 years of age with concurrent mental health and addictions problems.

Longbourn is a 5 bed SRO for women and their young children who are in recovery from alcohol/drug addiction. The children must be in the legal custody of the State for the women to qualify. Longbourn is owned by Northwest Housing Alternatives, leased and operated by Central City Concern and serviced by the Family Support Team (FST). FST is a collaborative family, community and agency development program designed to meet the multiple needs of Clackamas County families affected by substance abuse. The FST is comprised of members from local, state and nonprofit agencies. The core agencies are State Human Services (Child Welfare and Self Sufficiency), Clackamas County Mental Health, Clackamas County Public Health, and Clackamas County Community Corrections. FST works in close partnership with Central City Concern to ensure the delivery of services to residents. Average length of stay is 6 months.

Housing for Farmworkers.

The 2002 Migrant and Seasonal Farmworker Enumeration Profiles Study – Oregon estimates that there are 8906 migrant and seasonal farmworkers in Clackamas County. When household

members are taken into account, there are 14,898 people in migrant/seasonal farmworker households in Clackamas County.

In an extrapolation from Agricultural Census data, CASA estimates that 84% of farm labor workers in Clackamas County worked less than 150 days/year. This indicates a large number of seasonal jobs and migrant labor. It also indicates a significant need for migrant housing.

Based on information provided by CASA, there are 16 registered labor camps in Clackamas County in 2003. Historical surveys have shown that these camps constitute a mix of adequate and substandard living structures.

For the 8906 seasonal and year-round farmworkers and their family members who consider Clackamas County their home, their housing problems relate primarily to:

- poor housing conditions
- inadequate affordable housing stock
- high rent burdens due to low and unsteady incomes during certain times of the year
- inadequate supply of large units to accommodate large families.

Many of these families live in overcrowded and substandard situations in order to reduce their rent burdens.

The HACC provides 25-units of farmworker housing at the Arbor Terrace apartments in Molalla. This project is fully subsidized by the USDA Rural Development Agency.

Casa Verde, 26 units for farmworker families in Canby, offers rents affordable at 50% of median income. Casa Verde is an LIHTC project with Caritas Housing Initiatives as the general Partner.

Sandy Vista Phases 1 and 11 are planned for Sandy. Phase 1 is 30 units for migrant farmworkers and their families planned for completion in late 2003. Phase 11 is 24 units for farmworkers and families residing year-round. It is planned for completion in summer, 2004. The rents of both phases will be subsidized by USDA Rural Development.

Springwater/CADY, operated by the Inn, offers 6 transitional beds to youth up to 20 years old. This program is housed with the shelter beds. Combining the transitional and shelter beds, 20 homeless youth are served per year. Residents receive housing, life skill training and case management.

HomeSafe, operated by The Inn, provides transitional housing in one- and two-bedroom apartments for pregnant and parenting teens. There are 6 available beds. Access to the program is through Camp Fire's Teen Parenting Program. HomeSafe is the only program in Clackamas County that provides apartment-based independent living with intensive case management for this population. Typical stay is 12 months, but can be extended to 18 months. CampFire provides intensive case management that includes assisting the teen parent with locating more permanent housing.

Transitional Living Program, operated by the Boys and Girls Aid Society (BGAS), provides transitional housing and services to male and female youth, ages 16 to 21. This is program serving Multnomah, Clackamas and Washington counties.

Housing for Youth. The Clackamas County Mental Division reports that, in 2003, the following resources are available for seriously emotionally disturbed and developmentally disabled children:

- 12 Intensive Treatment Services beds
- 4 Therapeutic foster care beds
- 60 shelter/respite bed days/year
- 18 foster home beds in 9 facilities for children with developmentally disabilities.

Permanent Supportive Housing for Persons with Disabilities

Permanent Supportive Housing for Persons with Developmental Disabilities. The Housing Authority owns and leases to Mental Health two tri-plexes, with a total of 6 beds that are reserved for Developmentally Disabled individuals. In addition to this, one other apartment is available for an individual with developmental disabilities. Mental Health Division case managers identify persons in need of housing. This is a permanent supportive housing resource for 7 persons with developmental disabilities who can function at a relatively high level of independence.

DD Group Homes. There are 31 group homes, staffed 24 hours/day, in Clackamas County for people with developmental disabilities. These 31 homes house 140 individuals. Case managers identify persons in need of housing. This is a permanent supportive housing resource for persons with developmental disabilities.

Mental Health Group Homes. The Housing Authority owns and leases to the County Mental Health Division three 12-bed group homes and one 6-bed home for seriously mentally ill adults who are reached through Mental Health's treatment center clinics. Seriously mentally ill and dually diagnosed individuals are served with 42 available beds. Many residents are able to transition into less structured permanent housing (e.g. the Clackamas Apartments). Others remain in the more structured group home setting on a permanent basis.

Mental Health Foster Homes, owned and operated by private individuals, house 19 adults recovering from mental illness in 4 homes in Clackamas County. For many of the residents, this is their permanent housing.

Clackamas Apartments is a 20-unit housing facility owned by the County's Housing Authority and operated by Northwest Housing Alternatives. The Mental Health Division provides supportive services and places residents. Seriously mentally ill and dually diagnosed homeless individuals are accommodated with a 20-bed capacity. This resource provides independent living for mentally ill persons within a secure and somewhat structured environment. Potential residents are identified through the Mental Health's clientele. These supported-living apartments allow mentally ill persons who have achieved a higher level of stability and self-sufficiency to move from a more structured group home setting to their own apartment.

The Shared Housing Program, operated jointly by the County's Housing Authority and the Mental Health Division, serves seriously mentally ill homeless individuals. The Housing Authority dedicates 15 Section 8 Certificates to the Shared Housing Program. Mentally ill persons are identified through the Mental Health clinical screening process. Priority for these Certificates is given to those verified as Persons with Psychiatric Disabilities and who are

enrolled in a supportive housing program in conjunction with a mental health program operating in Clackamas County. This program is an important permanent housing resource for persons with serious mental illness.

Our Apartments (a.k.a. Otter Lane) is operated by the County's Mental Health Division and the nonprofit, Northwest Housing Alternatives (NHA), to serve seriously mentally ill and dually diagnosed individuals. NHA owns and operates this project-based Section 8 8-unit apartment complex. Potential residents are reached through the County Mental Health Division. Mental Health provides the case management and clinical services which are necessary to maintain the resident's stability. This is permanent housing.

Chez Ami is a 40 unit (all studios) apartment building for homeless adults recovering from mental illness. It is operated as an alcohol/drug free community as detailed in the state landlord/tenant statute. Owned and operated by Central City Concern, Chez Ami is staffed by 2 full-time mental health case managers. Also on site are Central City Concern employees: one part time property manager and 6 part-time concierges who are also residents. Clackamas County owns the land and negotiated a 60 year ground lease with Central City Concern.

Fisher Ridge is an 18 unit (studios and 1 bedroom) apartment building for adults recovering from mental illness. Owned by Clackamas Residential Options, this apartment is operated by Cascade Management. Mental Health case managers provide on-site support and skill training to residents.

Shelter + Care is a HUD grant being implemented in 2002/03 fiscal years. Housing Authority is the sponsor and administrator of this grant. DHS's Social Services and Mental Health Divisions provide the support services to the 25 homeless, disabled clients receiving subsidized rent through this program.

In summary, some special needs are being addressed better than others, though the needs still exceed the resources for most of these populations. The frail elderly and physically disabled appear to be the best served of these special needs populations. There is concerted efforts being made to provide for the unmet needs of the victims of domestic violence and their families, the developmentally disabled and the severely mentally ill, though there remain unmet needs that should be addressed during the next five years. For farmworker families, recovering alcohol and drug addicts, pregnant and parenting teens, and those with AIDS and related diseases, there are more limited resources.

In general, many agencies report that the major unmet need is for more affordable units for those with limited incomes and excessive cost burdens, many of whom are included in these non-homeless special needs populations.

2. Housing Needs Assessment

a. Current Estimates/Five Year Projections

i. Very Low-Income. Figure 16 shows that there are more households at the 0 - 30% MFI than there are rental units available which are affordable to these households. Of all the income groups identified in Figure 16, clearly these very lowest income renters have the greatest difficulty finding affordable units. Not only is the supply limited, but only 3% of those units affordable to the very lowest low income households were vacant at the time of the census, and this number may be high as it does not account for condition, units size, etc.

Figure 16. Total Units (Occupied and Vacant) by Tenure in Clackamas County Available to Very Low, Low and Moderate Income Households: 1990 Census

	Renters			Owners		
	# Affordable Units	# Households	Difference	# Affordable Units	# Households	Difference
0-30% MFI	3,064	4,166	-1,102	5,289	3,476	1,813
0-50% MFI	10,408	8,216	2,192	10,567	8,478	2,089
0-80% MFI	26,289	14,733	11,556	30,657	19,197	11,460
0-95% MFI	NA	17,764	-	NA	25,650	-
All Households	NA	28,077	-	NA	75,558	-

In reviewing the data in Figure 16, one must keep in mind several things. First, the income groups in the left hand column are cumulative, i.e. those at the 0 - 30% MFI income group are also included in the 0 - 50% MFI group, and those in the 0 - 50% MFI group are included in the 0 - 80% MFI group. Second, this table does not tell us which units people live in and what their cost burdens are (see CHAS Table 1C for rent and cost burden information); but it does provide a strong indication of demand and supply relationships at the lowest income levels. Third, although Figure 16 shows small positive differences for all but one group at the 0 - 50% MFI level, this is an inadequate supply to meet needs as we know that vacancy rates are lower at the lower end of the rental scale, units are more likely to be substandard, others with higher incomes under spend and thus more affordable units just might not be available, the lowest income people have the greatest cost burdens suggesting that affordable units are not available to them or do not meet their needs (e.g. unit size, facilities, or supportive characteristics, etc.).

The number of families that have applied for housing assistance and are on the Housing Authority waiting list provide another indication of unmet housing needs. Statistics from the current HACC waiting list are shown in Figure 17 for families that have applied for Public Housing and Section 8 assistance. The annual turnover anticipated for these programs is 195 Section 8 units and 133 Public Housing units.

CHAS Table 1C shows that 72% of the very low income renters have a rent burden greater than 30% and 59% have a severe rent burden (50% or more). Large related households (5 or more persons) had the greatest (30%+) rent burden of the very-low income households with 79%; elderly one and two-member households had the lowest with 66% of the households having a 30% rent burden. At least 50% of the very low-income groups had severe rent burdens in excess of 50%.

Among the very low-income owners, 79% had cost burdens of 30%+ and 57% had severe cost burdens. This reflects the fact that, in spite of the fact that there is appears to be an adequate

supply of affordable housing for very low income households, the market does not insure equilibrium, i.e. those with higher incomes are renting the most affordable units.

Figure 17. Families on the Housing Authority Waiting List

	Section 8	Public Housing
Waiting List Totals	3,189	1,238
Extremely Low Income (<30% AMI)	2,658	1,024
Very Low Income (>30% but <50% AMI)	512	188
Low Income (>50% but <80% AMI)	13	25
Families with Children	2,124	882
Elderly Families	353	96
Families with Disabilities	868	305
White/Hispanic	166	78
White/Non-Hispanic	2,718	1,045
Black/Hispanic		
Black/non-Hispanic	191	69
American Indian/Hispanic		
American Indian/non-Hispanic	55	21
Asian/Hispanic		
Asian/non-Hispanic	59	25

ii. Other Low-Income. Figure 16 shows that the supply of affordable rental units for those with very low and low incomes, combined, exceeds the number of households in those categories, combined, by slightly more than 2,000 units. However, CHAS Table 1C shows that 73% of the low income households have >30% rent burdens, a higher percent than the very low income households. However, a smaller percent of the low-income households have severe rent burdens of >50% (27% vs. 59%). Among this income group, small related (2 to 4 persons) and other households (includes one and two-person non-elderly households) has the greatest rent burdens.

It should be noted at this point that most residents of assisted housing are either very low or low-income households, and that almost of all of them would not be included among the households with a rent burden in excess of 30%. (A small number of Section 8 voucher recipients may have a >30% cost burden.)

Similarly, among the low-income owners, in spite of what appears to be an adequate supply of housing to meet their needs (Figure 16), 54% have a cost burden of >30%, with severe cost burden problems for these low-income owners falling sharply to 22%. However, it should be noted that non-elderly low-income owner households had more of a cost burden than the elderly households.

It appears that the phenomena of non-equilibrium between supply and ability to pay exists for a large number of low-income renter and owner households.

iii. Moderate-Income. As Figure 16 shows the number of affordable rental units and owner units for all very low, low and moderate income households combined is substantially more than the total number of households, with an excess of 11,000 renter and 11,000 owner units available for these households. This surplus is reflected in CHAS Table 1C, where elderly one and two member households are the only group in which 50% of the households have >30% rent burdens.

Clearly, the combination of very low incomes and limited supply of affordable units mean the poorest have the greatest housing rent and cost burdens; and the burdens of very low and low renters exceed the cost burdens of very low and low income owners.

No significant changes in the relationships between income and affordability are anticipated during the next five years.

b. Nature and Extent of Homelessness.

i. Needs of Sheltered and Unsheltered Homeless Information about the homeless and those threatened with homelessness, presented below, was gathered from a variety of sources.

According to 1990 CHAS for Oregon, the most recent year for which data is available, it is estimated that 1% of the Clackamas County’s population, or 4,500 individuals are homeless in any given year. An estimated 1,755 of these homeless individuals in Clackamas County have signs of mental illness. This estimate was calculated from the findings of the “National Survey of Homeless Assistance Providers and Clients” released in December 1999 by the U.S. Department of Housing and Urban Development which indicated that 39% of the homeless population had signs of mental illness.

In Clackamas County, homeless individuals constitute a ‘hidden’ population. These individuals tend to live in cars, in abandoned buildings and drug houses, under bridges and railroad trestles, in barns and sheds out in the countryside, or in makeshift camps in the forest. In addition, there are uncounted under-housed mentally ill who are living with their elderly parents, on friends’ couches or in crowded communal apartments.

Those provided in the CHAS Databook are clearly inadequate, pointing to the difficulty of obtaining a reliable one-time census. Therefore, the information may include some under or overcounting and some duplication; but it is believed to provide a reasonable fair representation of current conditions. Another count is represented in Figure 18 from surveys conducted each year by the Oregon Department of Housing and Community Services. (Note: the annual estimate in the right-hand column was provided by the Community Action Agency and it is not based on the OHCS-provided one night count shown in the first three columns of Figure 12.)

Figure 18. Homeless Population & Subpopulations: Clackamas County Estimates

	One Night Count (3/27/01)			Annual Estimate
	Sheltered	Unsheltered	Total	
Homeless Families w/ Children				
1. # Homeless Families	20	NA	20	920
2. # Persons in Homeless Families	71	NA	71	3000
Homeless Individuals	11	NA	11	1500
3. # Youth (12-17)	NA	NA	NA	150-300
4. # Adults (18+)	NA	NA	NA	1,200
Total Homeless Individuals	82	NA	82	4,500

Sources: One-Night Count from Oregon Housing and Community Services, March 27, 2001 survey; estimate of total annual homeless population provided by Clackamas County Community Action Agency.

The count found 82 persons who were in shelter settings on that night in Clackamas County. The general opinion is that the OHCS one-night count undercounts the number of unsheltered families and single individuals. It does not count people in need of shelter, e.g. people sleeping in cars, under bridges, in makeshift camps, etc. Because of the inherent problem with the one-night count, the County’s Continuum of Care’s Gaps Analysis chart that shows the number of

people in need of emergency and transitional housing at any one point in time is not based on the one night count. Instead, those numbers are based on the “whole year” number of 4,500 homeless and adjusted as follows:

- **Emergency Shelter.** As was indicated earlier and confirmed in Figure 18, most resources for the homeless in the County are available to families, none are available specifically for homeless individuals, except for a few beds for youth. The typical stay in an emergency shelter is about 30 days (1/12 of the year). Therefore, the County needs about 375 emergency shelter beds at any point in time, 125 for individuals and 250 for persons in families.
- **Transitional Housing with Supportive Services.** The typical stay in a transitional facility is about six months (1/2 of a year). Therefore, the County needs about 2,250 transitional housing beds, 750 for individuals and 1,500 for persons in families.

Overall, the Clackamas County Social Service Division reports that between July 1, 2001 and June 30, 2002, 876 persons were actually provided with shelter assistance; 2,160 were turned away. (Note: this is not an unduplicated count.) Of those 876 given shelter assistance, 198 were provided with rental assistance and 678 were given emergency shelter.

ii. Homeless Subpopulations. As Figure 18 shows, according to the Clackamas County Community Action Agency, in a given year there are about 3,000 individuals in family units, and about 1,500 single individuals, 150-300 of whom are youth, 12 to 17 years old. This number is consistent with an estimate based on the assumption that Clackamas County with 9.36% of the State's population has about the same percent of the State's homeless population of 30,000 people, or about 2,800 people. However, the Shelter Network estimates there are about 50,000 homeless people in the State, yielding about 4,680 homeless. Thus the Clackamas County estimated range of 2,800 to 4,600 seems reasonable. The higher estimate is consistent with information provided by the community action agency which estimates the number at about 4,500 people.

The magnitude of the occurrence of homelessness was initially estimated as follows by the County’s 1995-1999 Consolidated Plan based on incidence rates then available from public agencies and other service providers.

Subpopulations	<u>% Estimate</u>
• Severe Mental Illness (SMI) Only	15%
• Alcohol/Other Drug Abuse Only	15-20%
• SMI and A&D Abuse	15-20%
• Domestic Violence	5%
• Homeless Youth	6%
• AIDS/Related Diseases	NA
• Farmworkers (includes migrant, seasonal and year-round farmworkers)	10-20%
• Other: Pregnant & Parenting Teens	2%

Information regarding the nature and extent of homelessness by racial and ethnic group in Clackamas County is limited. The Hispanic farmworker population has represented a significant portion of the incidence of homelessness reported by service providers. Two housing complexes for farmworkers have also been completed in Clackamas County since these estimates were

provided. More detailed information regarding the nature and extent of homelessness by any particular racial or ethnic group is largely unavailable.

More current data that has since become available from service providers supports adjustments to earlier estimates as shown in the Figure 19 below. Homeless subpopulations are further analyzed in Figure 20.

Figure 19. Persons in sub-populations in Clackamas County who are homeless each year*

Homeless Sub-population	Percent of Population	Estimate Adjusted by Service Provider	Adjusted Estimate	Individuals		Persons in Families with Children	
				Number	Percent	Number	Percent
Chronic Substance Abusers	20%	Clackamas County Mental Health	30.0%	900	20.0%	450	10.0%
Seriously Mentally Illness (SMI)	15%	Clackamas County Mental Health	20.0%	600	13.3%	300	6.7%
Dually-Diagnosed	20%	Clackamas County Mental Health	25.0%	750	16.7%	375	8.3%
Veterans	20%	County's Veterans Services Office	20.0%	300	6.7%	600	13.3%
Persons with HIV/AIDS	-	Cascades AIDS Project	1.1%	40	0.9%	10	0.2%
Victims of Domestic Violence	5%	Clackamas Women's Services	10.0%	150	3.3%	300	6.7%
Youth (plus pregnant & parenting teens)	8%	CADY and Youth Services Consortium	12.0%	450	10.0%	90	2.0%
Other disabilities	6%	Clackamas County Social Services and Mental Health	6.0%	180	4.0%	90	2.0%

* Based on estimate of 4,500 total homeless each year.

iii. Needs of Persons Threatened with Homelessness. Persons in Clackamas County most likely to be threatened with homelessness include those with very low incomes ($\leq 30\%$ MFI) and those with the severe housing cost burdens ($\geq 50\%$ of their income). Additionally, those released from institutions, such as corrections facilities and state mental hospitals, victims of domestic violence, and pregnant and parenting teens and youth leaving foster care are groups in the County most likely to be threatened with homelessness. Service agencies point out that many in these subpopulations have associated alcohol and drug abuse problems.

Figure 20. Analysis of homeless sub-populations

Chronic Substance Abusers	The State Office of Alcohol & Drug Programs estimates that approximately 32,757 adults in Clackamas Co. need substance abuse treatment. A 2001 Needs Assessment by Clackamas County Mental Health determined that 1798 of these adults need affordable alcohol/drug-free housing to succeed in their rehabilitation. Many live in abandoned buildings, in drug houses, tents or move from place to place on a daily basis.
Seriously Mentally Ill & Dually Diagnosed	There is a significant housing shortage for the SMI population in Clackamas County. Approximately 65% of this population also have substance abuse/addiction problems that compound their difficulty in finding and maintaining affordable housing. Because there are no homeless shelters for single persons in the County, the majority of homeless mentally ill are a "hidden" population. They live under bridges and railroad trestles, in barns and sheds out in the countryside, in makeshift camps in the forest or migrate to the nearest big city with shelters. Emergency, transitional and permanent housing with supportive services are

	needed to stabilize persons with severe psychiatric disabilities.
Veterans	The Clackamas County Veterans Services Office estimates that there are approximately 300 to 400 homeless veterans (individuals) in the County under the true definition of homeless, i.e. living in the woods, by the river or under bridges.
Persons with HIV/AIDS	The regional planning for housing needs of the HIV/AIDS population is done by the Portland Bureau of Housing and Community Development. This planning is done in behalf of 6 regional counties, including Clackamas. This plan reveals a regional gap of 479 people needs residential resources (affordable housing with supports). This includes shelter, transitional and permanent housing.
Victims of Domestic Violence	CWS Emergency shelter served 310 women and children in 2001-02; however, it had to turn away four out of every five requests for shelter due to lack of space. Since 1992, the CWS Transitional Program has provided post-shelter services to over 634 women and children. Of these transitional program participants, at least 65 families received Section 8 housing assistance.
Youth	Homeless, or displaced, youth represent a vulnerable population that continues to receive minimal resources. In 1996, the Oregon Office of Alcohol and Drug Abuse Programs and the State Office for Children and Families estimated there were 630 youth under 18 homeless in Clackamas County. The CADY shelter serves an average of 20 homeless youth each year, but the County lacks long-term transitional housing options. An estimated 100 teen parents are homeless each year due to family stress, violence, abuse, and poverty. Homeless and runaway girls are at far greater risk of becoming pregnant. The HomeSafe Supportive Housing Project provides transitional housing and case management to pregnant and parenting teens but does not serve girls who are not pregnant. Housing is the major stabilizing force that enhances other basic services and allows youth to continue to develop to adulthood. A full continuum of housing and supportive services is needed in the County to help homeless youth and teen parents stabilize their lives, delay pregnancy or subsequent pregnancies, and learn to live independently.
Other Disabilities	In 1993, the Disability Advocates Coalition surveyed 500 clients of Aging and Disabilities Services to identify unmet needs and in 1995 it published a report entitled "Housing Needs for Persons with Disabilities in Clackamas County". The DAC study indicated that there are over 16,000 non-institutionalized persons with disabilities and self-care limitations in the county, about 6% of the total county population.

With approximately 10% of the State's population Clackamas County probably has about 200 of the 2,000 young men and women estimated by the State of Oregon Office of Services to Children and Families (SCF) to be ready to leave foster care at any given time. Statistics from a National Center for Public Administration indicate that within 2-1/2 to 4 years after a study group of youths left foster care:

- 46% had not completed high school
- 38 percent had not held a job for more than one year
- 60 % of the women had given birth to a child
- 40 % had been on welfare or incarcerated

A research project was conducted by the National Alliance to End Homelessness to assess whether a relationship exists between foster care and homelessness. This study found that:

- There is an over-representation of people with a foster care history in the homeless population.

- Very frequently, people who are homeless had multiple placements as children: some were in foster care while others were “unofficial” placements in the homes of family or friends.
- People with a foster care history tend to become homeless at an earlier age than those who do not have a foster care history.
- Childhood placement in foster care can correlate with a substantial increase in the length of a person’s homeless experience.
- Homeless people with a foster care history are more likely than other people to have their own children in foster care.

A total of 74 youth between the ages of 16 and 20 were open cases with SCF as of August 31, 1999. Of these 35 were in substitute care within the County. Substitute care includes foster care, residential treatment, living with a relative who is a certified foster family and other living situations certified and paid for by SCF. At the same time, there were an additional 39 youth not in substitute care but who had had a state paid foster care experience at the age of 16 or older. Their housing status varied, some living with family, friends or relatives and some living “on the run.”

Figure 21 provides an estimate of the number of Clackamas County people threatened with homelessness. Based on this rough estimate and other information which suggests that there may be other groups at risk, though not as directly threatened with homelessness as those identified in Figure 18, it would appear that there are almost as many threatened with homelessness as are estimated to be homeless at this time in Clackamas County.

Figure 21. People Threatened with Homelessness: Clackamas County

Rent & Owner Households w/Incomes < 30% & Rent/Cost Burden > 50% MFI	4,235
Release from Correctional Institutions: (100/mo)	1,200
Pregnant & Parenting Teens (10-15% x 150-160 total)	15-20
Youth Leaving Foster Care	200
Domestic Violence Victims (5-10% x 3,140 total)	150-300
Total Estimate, Threatened with Homelessness	5,856

Sources: U.S. Census and Agency Interviews

c. Populations with Special needs - Other than Homeless

i. Need for Supportive Housing Table 2B in Section IV of this Plan identifies and summarizes supportive housing needs. It should be noted that there is some degree of overlap between some of these populations and those who are homeless or threatened with homelessness.

Elderly: As indicated elsewhere the housing problems of the elderly in Clackamas County appear to be primarily rent and cost-burden-related. In 1990 there were 2,281 elderly very low/low-income renter households with a cost burden exceeding 30%, and 1,715 of these were very low income households; Of the very low-income elderly households (0 - 50% MFI), 1,134 had rent burdens of $\geq 50\%$. The 472 elderly households on the HACC waiting list represent a minimum unmet need, and it can be assumed that many with high rent burden are in need of other supportive services.

The Center for Population Research and Census projects an increasing percentage of the County's population aged 75+ going from 4.8% (13,318 people) in 1990 to 5.5% (18,829) in 2000. The projection is supported by results of the 2000 Census which reports a 5.47 percentage for this age group.

Frail Elderly: The 2000 Census indicated that there are more than 14,159 people who are 65 or older who have a disability. In FY 2001-02, the Clackamas County Area Agency on Aging (AAA) provided case management and other services to about 2,706 frail elderly Medicaid and Project Independence recipients who need assistance with activities of daily living (ADL) or instrumental activities of daily living (IADL). About 50% receive case management services to help them stay in their own dwelling units; the others are in residential care settings.

At the time the 1991 CHAS was prepared the AAA indicated that as many as 480 frail elderly over the ensuing five year period might be in need of structured living services; possibly half in residential care and half in supported independent living. When the 1994 CHAS was prepared there appeared to be a surplus of units available, however, CHAS Table 1E indicated the potential need. There was also a concern that about 1,000 elderly with rent or cost burdens, but who were not eligible for Medicaid, could become at risk and need help to remain independent, and there was no readily available resources to serve them.

In 1999, housing for the frail elderly consists of licensed long-term care facilities and non-regulated diverse housing types ranging from single family homes to mobile homes to specialized apartment settings. Throughout the entire continuum of housing types, including both licensed and non-regulated settings, certain issues predominate:

1. The market preferences and care needs of the senior population shift with each cohort change;
2. The number of elderly who need supportive housing (housing with services to support aging in place) is growing dramatically;
3. The demand for housing settings that promote cost-effective and customized in-home services is also growing;
4. Few of the units currently in place, both licensed and non-regulated, are fully accessible to individuals with a wide range of disabilities and special needs. Assisted living facilities offer the most complete and consistent accessibility of housing models available today;
5. The majority of licensed beds is reserved for the private market and excludes large segments of the elderly market due to their inability to pay. Many individuals are not able to qualify for Medicaid. For those that do, access to Medicaid beds is inadequate due to limited availability. The same is true of non-regulated housing settings. In fact, most retirement residences are targeted towards the high-end senior market. A typical senior retirement residence offers meals, weekly housekeeping, some transportation, rent, some activities, and all utilities for a flat monthly rate ranging between \$1,250 to \$2,500. If one assumes that a resident may pay up to 50% of their monthly income for such a supportive housing environment then only those persons with annual incomes of \$30,000 or more can afford to live in a typical retirement facility. In Clackamas County, approximately half of all households age 65 or older are unable to afford a one-bedroom apartment in a typical retirement setting. Although services brought to the home and

family support meet the needs of many of these citizens; these options are not appropriate or feasible for the growing number of seniors.

It is estimated there are a growing number of seniors today who need supportive services, are not receiving adequate support in their current living situations and who cannot afford any currently available supportive housing options. The 2003 State budget crises has resulted in the restriction of medicaid in-home and facility-based housing supports for a large group of frail elderly.

As with the physically disabled population, modest home modifications offer the potential of partially meeting the needs of some of these seniors. However, the development of affordable, accessible, supportive housing options for this population is also needed to address the needs of this burgeoning population.

Severe Mental Illness: The Oregon Mental Health and Addictions Services (OMHAS) estimates there are 2,424 to 7,272 psychiatrically disabled adult persons in the County, or 1-3% of the general adult population. The State OMHAS further estimates that 75% of those served with State funds, or 1307 mentally ill adults in Clackamas County, are in need of subsidized rent.

A smaller number of those needing subsidized housing also need housing with support services built-in. In Clackamas County, It is estimated that 500 of the individuals served with State funds need special needs housing with supports.

Most of the psychiatrically disabled adults in the County have needing rental assistance and supported housing services have income @ 14% of median. The most common income source for persons with psychiatric disabilities is federal supplemental security income (SSI). In 2003, SSI is \$552/month, \$6,624/year. This is 14% of median income for a family on one (\$46,062). This places this population group well below the federal poverty level and HUD's very low-income cutoff of thirty percent.

In 1990, Dammasch State Hospital, which was physically located in Clackamas County, had a capacity of 345 beds. Since the closing of the hospital in 1995, not only did Clackamas County lose its main state hospital resource with long-term beds, but it also lost one of its resources for acute psychiatric beds. With the disappearance of this additional crisis resource, housing needs became even more acute.

When the Dammasch site was sold in 2002, the State of Oregon retained ownership of approximately ten acres. The acreage was reserved for community housing for persons with mental illness. The entire Dammasch site and additional adjacent sites are now being developed into a planned community known as Villebois.

In the Fall of 2000 the Oregon Department of Human Services conducted a survey of County Mental Health programs across the state to obtain comprehensive residential service and housing need data for all persons with mental health disorders. Results of the Fall 2000 survey became available in October of 2001. Findings from that survey pertaining to Clackamas County included the following:

- Current residential capacity for adults with mental illness include 53 beds in structured and specialized residential programs, accommodations for 241 adults in supportive housing and 11 beds in crisis respite facilities.

- There is an intense need for additional residential services and affordable housing among persons with mental health disorders. An estimated 1,215 adults receiving mental health services need an affordable place to live, 454 need supportive housing, 50 need a structured or specialized residential setting and one additional crisis-respite bed is needed.
- A lack of vacancies in supportive housing often prevents residents of structured and specialized facilities from moving to the less structured supportive housing. At the time this survey was conducted Clackamas County reported that 2 residents of structured and specialized facilities were capable of moving to supportive housing if there had been any vacancies.
- Approximately 100 adults and 29 children and adolescents in Clackamas County were estimated to be homeless at the time of the survey. About two-thirds of the mental health clients in Clackamas County are estimated to have experienced homelessness in the past five years and about two-thirds are estimated to be at immediate risk of becoming homeless.

Persons with Developmental Disabilities: As indicated in the 1991 CHAS, the Vocational Rehabilitation Division estimated that there could be as many as 4,300 people in the County with some form of developmental disability. The County Mental Health Department reports that, in 2003, there are 1000 people (700 adults, 300 children) with developmental disabilities signed up with Clackamas County for case management. Of the 700 adults, 250 are currently in residential placements, 140 are receiving services through the local brokerage and 310 remain on the wait list. Of the 300 children, 50 are in residential placement, 100 are receiving family supports and 150 remain on the wait list. Clackamas County Mental Health estimates that 310 adults have unmet residential needs.

Physically Disabled: The 2000 Census indicated that there were 30,164 people in the County between 21 and 64 years of age with a disability.

In 1993, the Disability Advocates Coalition (DAC) surveyed 500 clients of Aging and Disabilities Services to identify unmet needs and in 1995 it published a report entitled “Housing Needs for Persons with Disabilities in Clackamas County”. The DAC study indicated that there are over 16,000 non-institutionalized persons with disabilities and self-care limitations in the County, about 6% of the total county population. The study found that the housing related needs among this underserved population are much more extensive than previously thought. It estimates that there are 2,400 persons with physical disabilities who require specialized, affordable supportive housing settings, which are not currently available. The need for supportive services, affordability and accessibility present significant barriers to these populations which are not able to utilize much of the available housing stock due to any and all of these constraints.

As with the elderly population, many persons with disabilities need assistance with activities of daily living but do not qualify for Medicaid assistance. Yet they cannot afford either the home modifications needed in their current settings or to pay the rent in market rate accessible, supported housing options. Additionally, most of the supportive housing settings developed to date are geared towards the senior population. Design and service adaptations specifically geared to meet the needs of younger adults with disabilities have been sorely neglected.

The severe shortage of accessible, affordable rental housing for persons with physical disabilities who require supported housing can result in their placement in long term care settings that provide a higher level of care than they may really need at great public expense. With modest modifications to rental units, persons with physical disabilities are often able to move out of long term care facilities and live more independently. Accessibility modifications that are most needed include: ramped entrances, widened doorways, lowered counters, basins, switches, fuse boxes, and thermostats; front loading appliances, door and faucet lever handles, reinforced walls in bathrooms for grab bars, and accessible bathroom features. However, in addition to home modifications, significant development of affordable, accessible, supportive multi-family rental housing is needed to address the overwhelming needs of this population.

In summary, the needs of the frail elderly and the physically disabled far exceed the current resources available. The private market has, to date, shown no interest in developing affordable, accessible housing options for these populations. It is very unlikely that the private market will show any interest in future. The combination of need for supportive services, accessibility, and affordability makes these housing options particularly challenging for private non-profit and public agencies to develop.

Persons with Alcohol/Other Drug Addictions. According to the County profile data prepared by the State Office of Alcohol & Drug Abuse Programs, approximately 32,757 residents of Clackamas county have a diagnosis of alcohol/drug abuse or dependence requiring treatment.

A significant needs exists within Clackamas County for all types of safe, affordable drug-free housing. In a 2001 Needs Assessment conducted by Clackamas County Mental Health, there are 1798 adults in Clackamas County that need affordable alcohol/drug-free housing to be successful in their recovery. Of these 1798 needing alcohol/drug-free affordable housing, 853 are men, 490 are women and 455 need family housing.

Many of the homeless, victims of domestic violence, people released from institutions and others with supportive housing needs have associated alcohol and/or drug addiction problems. For example, as many as 40% of the homeless may have alcohol and/or drug abuse problems, and therefore some consideration could be given to creating alcohol and drug free shelters.

Transitional housing is needed for those whose homelessness is tied specifically to these problems. Transitional alcohol/drug-free housing is the highest need of this population as per the 2001 Clackamas County Mental Health Needs Assessment.

Relapse risk is significantly reduced when treatment is combined with alcohol/drug-free housing. With this type of housing, over 80% remain alcohol/drug free 6 months later. Without this type of housing, under 25% were able to remain alcohol/drug free as per a recent study conducted by Portland-based Central City Concern.

A specifically identified population needing supportive housing are drug-affected mothers with infants. Clackamas County recorded 4,080 live births during fiscal year 1999. Utilizing the statistical estimates of drug-affected births developed by the National Institute of Drug Abuse, it is estimated that 18.6% or 759 of the live births would be negatively exposed to alcohol and 17.8% or 718 would be negatively exposed to other drugs. Of those women who have been identified at time of delivery most were in need of supportive housing. Without this type of housing, most of the women face removal of their infant and increased difficulty engaging in

treatment.

Persons with AIDS & Related Diseases. The Swan House, the first residential care facility in the County for those with AIDS or related diseases, was completed in the year 2000. It remains the only dedicated housing in Clackamas County for adults with HIV/AIDS.

In 2002, the Clackamas County Public Health Division reported that 43 people were in active case management services in the HIV/AIDS program.

An HIV/AIDS Housing Plan that fully sets out findings, critical issues, projected needs and recommended strategies has been prepared the City of Portland. The City of Portland, Bureau of Housing and Community Development, is the regional entity identified to coordinate the planning and fund distribution for the Portland EMA which includes Clackamas County. Statistics from that Plan showing housing needs for persons living with AIDS are shown in Figure 22 and Figure 23 below. A complete copy of the Plan can be obtained through the City of Portland, Bureau of Housing and Community Development. Some of the Critical issues identified in the Plan are as follows:

- HIV/AIDS is a significant health and housing issue in the Portland Eligible Metropolitan Statistical Area (EMSA).
- The overall lack of affordable housing throughout the Portland EMSA seriously limits both an individual's ability to find and maintain safe and stable housing and the system's capacity to meet the housing needs of low-income people living with HIV/AIDS.
- The majority of people with HIV and AIDS live in the City of Portland and Multnomah County.
- The epidemic is increasing in populations that are traditionally underserved, including injection drug users, people of color, and women.
- Existing emergency shelter resources may not be adequate or appropriate settings for people living with HIV/AIDS, particularly if they pose barriers to accessing primary

Figure 22. Ranges of Potential Need for Housing Assistance for People Living with AIDS

Category	Current Data	Projected Units Needed
Number of people living with AIDS as of December 31, 1998	1,493	
If 10% need housing		149
If 20% need housing		298
If 50% need housing		747
Estimated number of HIV-positive individuals in the Region	1,618	
If 10% need housing		162
If 20% need housing		324
If 50% need housing		809
Estimated number of homeless individuals on any night	5,000	
Projecting 2% HIV-positive		100

Projecting 8% HIV-positive		400
Projecting 10% HIV-positive		500

Figure 23. Projected Need, Existing HIV/AIDS Housing Resources and Identified Gap

Projected Need	Existing HIV/AIDS Housing Resources	Gap
600	121	479

- medical care and/or needed support services. Additional emergency, transitional, and permanent housing resources and related support services are necessary to meet the multiple housing and housing related services needs of people living with HIV/AIDS.
- AIDS housing resources are needed in every county if residents are to access services where they live. Geographic differences prevent services from being evenly available throughout the Portland EMSA.
- System-wide coordination of the mental health, drug and alcohol, criminal justice, and HIV/AIDS service systems is a challenge in the Portland EMSA. The development of a continuum of housing and housing-related services is essential for these populations.
- Providing needed services and housing to diverse populations throughout the EMSA is an ongoing challenge. Among the barriers faced by persons with HIV/AIDS who are accessing housing and support services are mental health and substance use issues, poor credit or criminal history, language capability, and the limited resources available.

There is a need for education and advocacy among community members and service providers so that the issues facing people living with HIV/AIDS can be more fully addressed in the wider community and by the HIV/AIDS service system.

Victims of Domestic Violence. Based on information provided in 1991 by the Clackamas County Community Action Agency and the Clackamas Women's Services about 85 - 110 families needed some form of shelter from domestic violence. In addition to shelter and voucher responses to threats of homelessness, there was an estimated five year need for another 40 to 70 transitional beds/units.

In 2001-02, Clackamas Women's Services served 310 clients with shelter services and 49 with transitional housing, but reported turning away four out of every five requests for shelter. It is reported that 90% of domestic violence problems have associated alcohol and/or drug abuse problems. The agency also noted an increasing number of Hispanic households among the victims as well as an increasing number of teenagers.

A second shelter facility for victims of domestic violence is scheduled to open in Fall, 2003. Capacity to accommodate additional domestic violence victims will be greatly enhanced by the new facility.

Others: Very Low Income Non-Elderly Households - Farmworkers, Female-Headed Households, Pregnant and Parenting Teens. As indicated elsewhere, very low income households appear to have the greatest needs. Included among these are specifically identifiable households some with special needs or characteristics, such as farmworkers (migrant, seasonal and year-round) and other seasonal employees, female headed household, especially those with

children under the age of 5, pregnant and parenting teens, displaced wood products households, and large families.

Farmworkers. The 2002 Migrant and Seasonal Farmworker Enumeration Profiles Study – Oregon estimates that there are 8906 migrant and seasonal farmworkers in Clackamas County. When household members are taken into account, there are 14,898 people in migrant/seasonal farmworker households in Clackamas County.

In an extrapolation from Agricultural Census data, CASA estimates that 84% of farm labor workers in Clackamas County worked less than 150 days/year. This indicates a large number of seasonal jobs and migrant labor. It also indicates a significant need for migrant housing.

Based on information provided by CASA, there are 16 registered labor camps in Clackamas County in 2003. Historical surveys have shown that these camps constitute a mix of adequate and substandard living structures.

For the 8906 seasonal and year-round farmworkers and their family members who consider Clackamas County their home, their housing problems relate primarily to:

- poor housing conditions
- inadequate affordable housing stock
- high rent burdens due to low and unsteady incomes during certain times of the year
- inadequate supply of large units to accommodate large families.

Many of these families live in overcrowded and substandard situations in order to reduce their rent burden. With low incomes their rent burdens are high and with seasonal employment for some, wages are unsteady and it is difficult to come up with security deposits and down payments and show steady income. Consequently, doubling up is common to reduce the rent burden.

CASA of Oregon reports that a study by the Clackamas County Social Services Division indicates an average household size of 6.07 persons and, as indicated by the overcrowding data in the 1990 Census, many of these households are doubling up to make housing more affordable (CASA of Oregon, Clackamas County Labor Housing Needs Assessment, 1993).

CASA of Oregon completed a study entitled 1999 Farmworker Housing Survey during the year 2000 in which they attempted to verify the effectiveness of Farmworker housing that has been developed since CASA's inception in 1988. The survey was conducted at 10 of the projects that CASA has developed in the Portland metropolitan area. Survey results report an average household size of 5 persons and an average annual income of \$16,830, less than 30 % of the Portland area median. Improvements in quality of life that were attributed to the opportunity to live in Farmworker housing include alleviation of overcrowding, provision of a more secure place to live, better privacy and a safer place for children to live and play. Respondents also indicated a strong desire to own a home but mentioned the inability to afford a down payment and closing cost fees as the greatest obstacle to home ownership.

Seasonal Workers. Though the numbers of non-farmworker seasonal workers may not be large, adequate and affordable housing for seasonal workers, such as those in the tourism industry has been identified as a particular subpopulation in need of attention. As in other parts of the State, tourism is an increasingly important part of the economy, and employee housing needs have

been identified as a growing problem. In the county, an increasing number of seasonal tourism employees are people who were farmworkers.

Female-Headed Households. As Figure 5 indicates, almost 20% of all female-headed households in the county have below poverty status; and the percent increases to 52% for those female-headed households with related children under the age of 5.

Pregnant and Parenting Teens. The Oregon Community Children and Youth Services Commission report, County Level Benchmarks, indicates a 14.2% per 1,000 pregnancy rate and 234 pregnancies in the County among teens, aged 10 - 17; this compares to a statewide rate of 19.5%.

According to the Mt. Hood Campfire Council, there are about 1,200 pregnant and parenting teens in Clackamas County. During 1992 - 1993, 173 requested housing assistance. About 20 were at risk of being homeless and were placed in safe houses (5), the Annie Ross Shelter (5) and in the Domestic Crisis Shelter (5). The biggest overall need is for low cost affordable housing as most of these teens have incomes of less than \$395 per month.

Large Families. As CHAS Table 1C shows, large families have the highest percentage of housing problems (overcrowding, rent burdens, or poor conditions), among very low income households. Large families also have the longest wait for assisted housing available from the HACC. Many are faced with the dilemma of either living under crowded conditions in small units or being rejected for larger units, because there are too many people or the unit, though larger than the one they live in, is not large enough.

In 1990, there were 6,067 non-elderly very low/low-income renter households (including small and large related and other) with a cost burden of more than 30%; 4,251 of these were very low income households. Of the very low income (0 - 50% of MFI) renter households, 3,546 had cost burdens exceeding 50%. This group is served least by the marketplace (Figure 10). Although these needs generally are not for special supportive housing arrangement, some of these groups could benefit from counseling services and some from supportive case management; but for most the major issue is an affordable roof over their heads.

Assuming a maximum 1% vacancy rate at any time for the available assisted 1,438 units for families, and recognizing that those on the HACC (Section 8) waiting list of 5,230 have to wait 15 - 36 months for a unit and longer for large families waiting for larger units, there is clearly a need for units related strictly to affordability.

ii. HACC Section 504 Needs Assessment The Housing Authority conducted a self evaluation in 1990 of its policies, procedures and practices to determine whether they met the requirements of the Section 504 Regulations. Although no apparent violations were found, revisions were made in HACC's Equal Opportunity Housing Plan, Occupancy Policy (LIPH) and the Administration Plan (Section 8) which emphasize commitment to the goals of Section 504. HACC has established a policy statement of nondiscrimination, has complied with notice requirements and has set up a grievance procedure applicable to Section 504.

HACC has installed a Telecommunication Device for the Deaf (TDD) and has had the number published and printed on its letterhead, business cards and other forms of communication. HACC has provided the TDD number to all appropriate agencies that it contacts. Additionally HACC has a staff person who is capable of communicating with sign language.

The HACC needs assessment involved contact with all residents and with all of those on the assisted housing waiting list. A needs assessment questionnaire was given to all of the 1009 families on the list. The results of the survey have been compiled and analyzed. HACC also contacted interested agencies who could possibly provide appropriate input and guidance on an ongoing basis (e.g., Access Oregon, Creative Employment for the Deaf Foundation, Inc., Clackamas County Social Services and Clackamas Disability Services Improvement Task Force). In addition to considering the number of handicapped-accessible units already in the public housing stock the HACC needs assessment also took into consideration a new construction project that was in the development stage. Of the nine units in the project, two units were completely designed for the mobility-impaired, an additional four units were accessible to the handicapped and two units were designed to be accessible to persons with hearing or visual impairments.

As a result of the HACC needs assessment, it was determined that the needs of eligible qualified individuals with handicaps are being accommodated proportionately to the needs of non-handicapped individuals in the same categories, and therefore a transition plan was not needed.

It has been and continues to be HACC policy to install ramps and grab bars upon the request of residents who express such a need. The Housing Authority is modifying 5% of the units in each project for its disabled tenants. The waiting time for a wheelchair accessible unit varies depending on bedroom size and turnover rate. Generally, the wait is less for the larger sized units, with the longest waiting time in the one-bedroom units. HACC is looking at modifying additional one-bedroom units to meet the needs of the families on their waiting list.

HACC uses information from public housing resident responses to its needs assessment survey as a planning tool. The Director of Operations, the Tenant Services Coordinator and the Assistant Director have responsibility for coordinating this effort.

B. Relevant Public Policies

The cost of housing and incentives to develop, maintain and improve affordable housing in Clackamas County are undoubtedly affected by various public policies. The following is a discussion of some of the current public policies that may affect housing costs.

1. Jurisdictions in the County are not assuring the creation of lower and moderate income housing development through their comprehensive plan and related land use and development regulations.

The Metropolitan Housing Rule, adopted by the legislature as a means to meet Goal 10: Housing, establishes minimum planned density and single/multi-family housing mix requirements for new construction. Building permit data (see figures 12 and 13) indicates that development of multi-family dwellings exceeded single family construction during the 1990's in Estacada, Gladstone and Wilsonville but has lagged behind single-family development in all other areas of the County. Overall, single family construction continues to outpace multi-family construction in Clackamas County.

Although a substantial amount new housing development has occurred it has not enhanced affordability as many of the new units are priced beyond the means of the very low and many low income households.

A review of the plans of each of the jurisdictions indicates that only Clackamas County offers a density bonus for provision of low-income housing. The purpose of this bonus is to encourage developers to provide a portion (5%) of new multi-family housing units at affordable prices; in exchange they will be allowed to build additional units at market rates. However, no bonus units have been provided to date.

Some jurisdictions offer bonuses for elderly units, and there has been some market response to these incentives though these units are generally unaffordable by very low and low income households.

All jurisdictions have adopted protective zones for existing mobile home parks and allow for siting of manufactured housing in specified single-family zones and development of mobile home parks and subdivisions. These proactive policies may have been partially responsible for the net increase of 1,187 dwelling units that occurred in the in the supply of manufactured housing units during the 90's.

Finally, some but not all jurisdictions have adopted regulations allowing for the outright siting of group homes which meet zoning definitions of households with unrelated individuals. However, there continue to be concerns surrounding siting of these group homes and larger facilities are subject to special use or conditional use approvals. Furthermore, only a few jurisdictions have taken positive steps such as waiver of permit fees, to make housing more affordable.

Concern has been expressed that affordable housing is in fact being lost through demolition in the tax-increment redevelopment areas. Tax increment funds were first used in Clackamas County through the joint efforts of the County's Housing Authority and Development Agency to and preserve affordable housing opportunities with the acquisition of the Easton Ridge Apartments. TIF funds can be similarly used to assist in promoting new housing construction.

The feasibility of saving existing dwelling units from demolition by moving them also deserves consideration. For example, if land were available and property owners would commit their costs of demolition to a non-profit sponsor, and rehabilitation and other funding were available, it might be possible to move and save affordable housing units from demolition. With a limited supply of affordable units and an increasing demand for housing, preservation of as many units as possible is an important strategy.

Similarly, the County is encouraging new approaches to encourage more compact transit and pedestrian oriented development, which in part is hoped to reduce land costs and thus the price of housing. Given the high cost of new units, reduced land cost will only marginally affect price. If affordability is a goal in neo-traditional neighborhoods, then more proactive approaches will be needed to assure rental and ownership affordability for low income households.

2. The County has few policies or programs which favor low income housing delivery through inclusionary requirements, concessions or bonuses offered through building and land use regulation. For example, if 10% of all new housing produced during the last five years were committed to affordable units (see Figures 12 and 13) about 1,600 units could have resulted.

3. County land use and development regulations and policies pertaining to affordable housing development and preservation are often unclear, overly restrictive or do not exist, reducing private interest in the development of affordable housing available at lower costs.
4. Systems development charges imposed by the County and other local governmental agencies often add substantially to the cost of housing development. At the same time, capital improvements of the type authorized for funding by impact fees may be partially funded by Consolidated Plan program activities. A system of credits to recognize in-kind contributions or revenue payments for capital improvements in lieu of systems development charges does not exist in Clackamas County.
5. Siting of housing for lower income households and persons with special needs is difficult and costly, often resulting from community opposition and problems with outdated code specifications. The result is, even though funds may be available, increased costs result; and in some cases, site approvals cannot be obtained and needed housing is not constructed. This problem seems to have subsided somewhat since the early 90's, though it is still identified as an issue in siting by some agencies.
6. Sources of information and planning for affordable housing in Clackamas County are often difficult to locate or access. The County does not have a centralized research, planning and resource management capacity to assist those interested in developing housing. Organizations and developers needing such assistance often find the development process fragmented and confusing.
7. The requirements of federal, state, foundation and other sources of funding for housing programs and projects are confusing with access complicated by complex rules and regulations and increasing competition between jurisdictions for these funds. To take full advantage of these opportunities in a timely manner and to expand the use of these funds within the County will require the continued and intensified efforts of housing specialists to work with public, private and nonprofit entities to create partnerships and package/leverage funds.
8. The 1990 National Affordable Housing Act eliminated several programs that the County has successfully used to assist homeowners and renters with property improvements (Rental Rehabilitation and Section 312). It has replaced them with HOME, a combination of Block Grant and competitive funding mechanisms which, while they may expand some local options for homeownership, increases the difficulty of applying for such funds, meeting matching funds and requirements, and therefore more proactive approaches are needed to assure full use of available resources.
9. The 1990 National Housing Affordability Act requirements for local matching funds will be difficult to obtain and may limit the County in HOPE and HOME programs unless a clear policy and specific strategies are developed to provide eligible matching funds. This could include the value of land donations, county property tax exemptions, fee and systems development charge waivers, donated administrative time and other services, use of tax increment funds, provision of infrastructure, but requires greater and wider involvement of local governments in addressing the affordable housing needs of the County and cities.

C. Non-Housing Community Development Facility Improvement Needs

For purposes of preparing the Consolidated Plan housing and community development needs are identified as housing and non-housing needs. Production of new housing and rehabilitation of existing dwelling units may address housing needs. Non-housing needs include all other deficiencies in community facilities or infrastructure that may be addressed by the Community Development program. Rehabilitation or new construction of shelter facilities is eligible for CDBG assistance as temporary housing facilities and therefore homeless shelter needs are categorized, for purposes of this program, as non-housing needs.

Non-housing community development needs in Clackamas County have been identified by requesting input from interested citizens, organizations and government agencies. In October and November of 2002, through a process outlined in its Citizen Participation Plan, the County provided prospective applicants for CDBG funds eligibility guidelines, criteria for project selection, proposal instructions and maps locating the County's low and moderate income neighborhoods. Results of all facility needs identified through this process have been categorized as follows to correspond with HUD Matrix Codes. Priority Non-Housing community development needs are identified in Table 2B included in Section IV of this Plan.

Property Acquisition (01)

The City of Estacada has obtained a parcel of surplus property in one of its low income neighborhoods. The property is located next to a recently developed senior housing project and has a pond fed by Wade Creek. The 2.64 acre site could be developed as a natural park. Plans include landscaping, walking trails, a children's dock and restrooms.

A neighboring .77 acre parcel has a abandoned, boarded up commercial building which has not been occupied for the past 10 years. The building represents a blighting influence on the neighborhood. Acquisition of this site could be instrumental in removing a blighting influence. Conversion of the commercial property to park land would allow for construction of restrooms, and off-street parking to complement the planned walking trails and picnic area.

A development site is being sought by the Hacienda Community Development Corporation for construction of a 50-unit housing project for migrant and seasonal farm workers and their families. A 4.52 acre site has been located on Toliver Road in Molalla. Construction plans include 15 2-bedroom, 30 3-bedroom and 4 4-bedroom units.

The Sandy Community Action Agency seeks to acquire a neighboring property to be used for expansion of the agency's programs. Located on Pioneer Blvd. (Hwy 26) the acquisition site is zoned commercially. A house on the property would be used to expand the provision of services to the needy.

Currently the Sandy Community Action Agency is an Oregon Food Bank agency, a Community Basket site and a thrift store. When funds are available they provide help with utilities, prescriptions and vouchers for gas. Services that they would like to add include congregate meals, an emergency day care center for people who have medical appointments or job interviews, classes in cooking, personal care and job hunting, laundry facilities, a Kid's Café, an area for group meetings and a computer lab.

CCI Enterprises is a charitable non-profit organization that has provided rehabilitation services, vocational training, job placement and employment services for people with disabilities since its

inception in 1968. CCI's current objective is to provide services for an additional 100 people with disabilities. A commercial or industrial building with approximately 20,000 square feet of floor space is sought to provide space for expanded services.

Public Facilities and Improvements (3)

The Clackamas County Children's Commission serves as the County's grantee for federal and state funded Head Start programs. The Children's Commission currently serves 403 children, 60 of which are accommodated at the Barlow Head Start facility. The Head Start facility in Barlow was previously an elementary school building which has been converted for pre-school use as a result of 2 CDBG funded projects.

With planned improvements nearly complete staff and parents of children who attend the Barlow facility park on gravel or grass next to the building. A paved parking lot with 10 spaces is planned on the site. The improvement will allow staff and visitors to park off street and will facilitate improved traffic circulation in the neighborhood.

The Children's Commission is also in the process of making improvements to its most recently acquired facility located on River Road in Milwaukie. The River Road facility, a replacement of the Jennings Lodge facility, will serve children from the most urban part of the County. The Commission has acquired the River Road site with enough land to allow for construction of an additional building. Long range plans include relocation of a therapeutic preschool, a family literacy classroom, a therapy room and administrative staff to this site. Planned construction of office space at the River Road site would accommodate administrative staff at a more urban location and thereby better serve a majority of the client population.

Senior Centers (3A)

Development of senior centers in Clackamas County's cities has been assisted with CDBG funds since the inception of the Community Development program in 1978. Senior center needs that have been identified consist of several items to complete previously funded activities.

Operation of the Estacada Senior Center began in 1989 with the conversion of an existing building from a previous use. During its first ten years of operation the need for a new heating system became increasingly apparent. During the 2000 program year CDBG project to install a new heating system and replace the roof was implemented. Since that project was completed the need for improved roof drainage has been identified. Inadequate drain facilities previously installed for the building's flat roof have allowed water to build up during times of heavy rainfall. More effective drainage is needed to assure the useful life of the improvements.

The Gladstone Senior Center was constructed as a 1980 CDBG project. The Center was built originally with 33 parking spaces and, in 1991, with land made available by a street vacation, 21 more parking spaces were added. With CDBG funding from the County's 2001 entitlement the most recent expansion to the center was completed. Additional parking demands and failure of some of the original 33 spaces have made parking lot reconstruction a priority.

Homeless Facilities (3C)

The Evergreen House has been in operation in Clackamas County since the early eighties providing emergency shelter for women who are victims of domestic violence. The shelter accommodates women and their children. As a result of continuing demands for shelter services,

Clackamas Women's Services has sought to develop a second shelter facility to better meet increasing demands.

A fire escape from the upper floor of the Evergreen House is deteriorated and in need of replacement. The existing wood fire escape structure is planned to be replaced to assure the safe occupancy of shelter clients.

Parks, Recreational Facilities (3F)

The City of Estacada has 3 parks. The largest is the 57 acre Timber Park, a regional attraction that is leased from Portland General Electric for \$50 per year. Estacada also has 2 neighborhood parks, the 1.67 acre Wade Creek Pond Park and the 1 acre Cazadero Heights Park in the new Cazadero Heights subdivision.

A separate master plan was adopted for Timber Park in 1993. Plans to significantly upgrade Timber Park have not materialized due to lack of available funding. Maintenance of Timber Park costs the City approximately \$25,000 per year. The lease for Timber Park expires in the year 2007.

Property by Wade Creek Pond was recently acquired by the City through an agreement with Volunteers of America, developers of an elderly housing project. The site, which the City refers to as Wade Creek Park, has a pond fed by Wade Creek, a natural trail and a marsh or wetland area. The Wade Creek Park property meets several criteria outlined in the Estacada Parks and Recreation Master Plan. Amenities recommended by the master plan include restrooms, a picnic area, walking trails and off-street parking.

The Wade Creek Park site is centrally located in one of Estacada's low income neighborhoods and is served by a collector street. It is within walking distance of some of the local school district's playing fields. Adjacent to the park is an abandoned property that, up to 10 years ago, was used as part of a lumberyard operation. Acquisition of the lumberyard site would remove the blighting influence that it casts on the neighborhood and expand the development potential of the park. Interest in developing the Wade Creek Pond Park is growing as City officials and local residents reevaluate existing parks and recreation master plans.

The City of Molalla has recently completed the relocation of its library from the City Hall building to a building that was abandoned by Molalla High School after the 1993 earthquake. The City has obtained federal funding to assist in the rebuilding of one of the buildings that could be salvaged. The new library is located in one of the City's older low income neighborhoods. On property adjacent to the library, the City has begun to develop Fox Park, a neighborhood recreational facility oriented toward children's activities.

Thus far the City has developed Fox Park as a themed playground with separate play areas for younger and older children, swings, sidewalks, picnic tables, barbeques and a drinking fountain. During the Fall of 2002 the local VFW worked with the City to construct a Veteran's Memorial and Flag Pole in the park. Planned improvements for Fox Park include an interactive play fountain, an outdoor basketball court, a stage/pavilion structure, restrooms and more sidewalks. Two outdoor basketball courts are currently available at schools located on the west side of town but none are on the east side where Fox Park is located. A basketball court and interactive play fountain are priority improvements for Fox Park.

Flood Drain Improvements (3I)

Severe flooding of residential properties occurs on Chestnut Street between Woodland Way and Linden Lane in one of Oak Grove's low income neighborhoods. Some properties that are below street level get inundated with surface water during periods of heavy rainfall. The subject neighborhood receives storm water collected by drainage facilities to the east and has insufficient drainage improvements to protect residences. Drainage flows from Chestnut north through a private inadequately sized drainage facility in a mobilehome park. Properly designed drainage facilities in Chestnut Street would connect existing, adequately sized drainage improvements at Woodland Way with those at Linden Lane. Improvements would reduce flooding on Chestnut Street and reduce demands placed on the mobilehome park facilities.

Schroeder Avenue north of Courtney Road, another low income neighborhood in Oak Grove, also experiences surface water and flooding problems. Schroeder Avenue has a storm drain system installed which is about 40 years old. Drain pipes are significantly undersized at 6 to 8 inches in diameter. The pipes are clogged with multiple root mass invasions. The system discharges into a soakage trench which is not adequate to accept drainage flows. Poor drainage and an inadequate base structure has caused pavement to fail in places.

Silverleaf Lane is a one-block street between McLoughlin Blvd. and E Avenue in the Oak Grove Area. A shopping center is located on the north side and a mobilehome park lies on the south side of Silverleaf Lane. Improvements have been made to the street surface but drainage facilities on the south side are not adequate to prevent storm water from flowing into the mobilehome park. Construction of new curbs and reconstruction of the western half of the storm drain system to increase its capacity are needed to protect the 31 mobilehomes located on the south side of the street.

Water/Sewer Improvements (3J)

The City of Estacada has made a major effort to upgrade its municipal water system during the past 5 years. The city has rehabilitated and expanded its water treatment facility, improving the quality of water, reliability of the treatment plant and quantity of production. Increased storage capacity has been added with financing provided by passage of a local bond measure. An inventory of distribution system needs has been conducted which has prioritized facility needs.

Retrofitting of two existing filters was removed from the scope of recent treatment facility work to keep the project within the available budget. The work involves removing filter media, sandblasting and repainting both filter structures, rehabilitation mechanical equipment as necessary and replacing filter media. If the filter units can be rehabilitated before rust and deterioration reaches an advanced state their service life can be extended an estimated 15 years. Substantial cost savings can be realized by rehabilitating the existing facilities.

The highest priority water distribution facility improvements needs identified by the City of Estacada are the Cup-of-Joe and Cliff Lane water line replacements. The Cup-of-Joe water line lies in an alley behind residences that face Broadway and Main Streets between 2nd and 6th Streets in Estacada. The line is covered with repair bands, having been repaired by the city many times over the years. The Cliff Lane water line is in similar condition. Replacement of these water lines with 8-inch diameter mains will provide residents with improved water flow and reduce the chance of contamination entering the water supply.

An area of failing on-site sewage systems has been identified just outside Milwaukie city limits on the east side of the city. The area is bounded by Johnson Creek Blvd. to the north and Johnson Creek to the south and generally includes properties served by 55th and Stanley Avenues. The area is primarily residential with 26% of it being zoned industrial.

The City of Milwaukie intends to annex the area and install a municipal sewer system that will eliminate or prevent public health hazards while reducing economic hardship for the neighborhood's low and moderate income population. The City plans to finance sewer improvements by implementing a local improvement district, using CDBG funds to reduce or eliminate assessments for low and moderate income homeowners.

The Hillside Park is a 17 acre public housing complex that consists of 101 1-4 bedroom units for families and a 100-unit high-rise for elderly and disabled residents. The family units were built in 1940 and the high-rise was built in 1970. The Oregon City View Manor public housing park is a 100-unit public housing complex that accommodates elderly persons. The 22 acre complex which consists of 1-4 bedroom units was built in 1962 and modernized in 1987.

The water distribution and sewer collection systems at both Hillside Park and Oregon City View Manor are located in the private yards behind the dwellings instead of in the public streets. Water and sewer mains are thought to be nearing the end of their useful lives. Housing Authority personnel are not trained or equipped to maintain water or sewer main lines. Relocation of water and sewer distribution/collection systems is planned to occur at the time that replacement becomes necessary. An assessment of the remaining life of the water and sewer facilities needs to be completed before relocation and replacement of the water and sewer systems are implemented.

A single family house is planned to be built on a lot in the Overland Park neighborhood by the Clackamas Community Land Trust. The site property is not currently served by public sewer. A sewer line ends 100 feet from the house site and would need to be extended to connect the new house. If the cost of building out the public sewer line is added to the price of the new house it will not be affordable to a low or moderate income household. Extension of the sewer main would allow the new house to be connected to public sewer.

The Overland Park neighborhood is the largest urbanized area in Clackamas County that remains largely unsewered. Extension of the main to serve the subject property would support efforts by Service District #1, the public sewerage agency, to extend sewer service in the area.

The Caritas Community Housing Corporation plans to build the Sandy Vista farmworker housing project on a site along Highway 26 at the eastern edge of the City of Sandy. The site is not currently served by public sewer but a main is located across Highway 26 and within approximately 600 feet. Extension of the main to the Sandy Vista site will allow development of the 54-unit apartment project to proceed. The Sandy Vista extension would serve the apartment site as well as 7 other properties.

Street Improvements (3K)

The City of Canby has experienced significant population growth recently and various street improvements are the community's highest priority. The planned extension of Berg Parkway would provide a direct route for residents of southwest and southeast Canby to enter and leave the city towards the south, connecting with Highway 99E and I-5. The proposed extension

would eliminate a great deal of local traffic on Highway 99E, providing a direct route to the Canby Square area, Canby High School, Canby Community Park and nearby businesses. The Berg Parkway extension would ease traffic at the Ivy St./Hwy 99E intersection which has severe turning restrictions due to tight corner radii and physical obstructions.

The Ivy Street/Township Road intersection is one of the busiest on the south side of Canby. It currently has no signal but traffic demands have reached the point where one is needed. Street crossing by pedestrians can be difficult and at times hazardous. This intersection carries a large portion of north/south traffic largely because of a lack of alternative routes. The City plans to install a traffic signal before traffic turning from Township southbound on Ivy becomes increasingly difficult.

Southeast Second Avenue between Ivy and Locust Streets needs curb and sidewalk improvements and street reconstruction. Sidewalks in this residential area exist intermittently. Sidewalk construction has been identified by the City as a high priority. Total reconstruction of the street is needed. The city plans to construct curbs and sidewalks on both sides of the entire section east of Juniper Street. The improved road is planned to be 36 feet in width with five foot sidewalks on both sides. Realignment of Second Avenue with Ivy Street at the west end of the project will enhance safety for pedestrians and vehicles. Street lighting is also needed to improve pedestrian safety.

Northeast Fourth Avenue between Ivy and Locust Streets is substandard in width and has no curbs or sidewalks. The street has an oil mat surface with gravel shoulders and has varying surface conditions. Street and sidewalk improvements have been given a high priority by the City due to the high volume of pedestrian activity in this residential area.

Fir Street from 13th Street south approximately 1,100 feet will be the access route for The Meadows at Hope Village, a senior affordable housing development. Fir Street is currently unimproved. Half-width improvements including excavation, placement of base rock, curbs, paving, sidewalks and street lights are needed. The developer plans to construct the apartment project during the 2003 year. Street improvements will need to be completed prior to occupancy of the new apartments.

Storm drain improvements were installed by a previously funded CDBG project in the Clackamas area neighborhood of Amherst, Brandeis and Citadel Streets. Now that the major drainage work has been completed the street surface can be improved. A 4-inch asphalt overlay and some minor drainage work is needed to improve streets that have reached an advanced level of deterioration.

County Road Department designs for this unincorporated area neighborhood will consist of new asphalt street surface and a rock shoulder. Five of the Housing Authority's scattered site public housing units are in this neighborhood, two of them being accessible to physically handicapped persons. The addition of curbs and sidewalks to this low income neighborhood would greatly improve accessibility for handicapped and other residents.

The residential area in Estacada north of Highway 224 and west of Main Street consists of several of the City's older neighborhoods where much of the lower income population resides. These neighborhoods are served by streets that have typically had paving and drainage improvement needs that exceed available resources. Early in the Community Development

program CDBG funds were used to pave the highest priority streets as far as available funding would allow, leaving shoulders with gravel surfaces to stretch paved surface as far as possible. The concrete base on some of the street is deteriorating and beginning to fail. The City has been using SCA grants available annually from the Oregon Department of Transportation to slowly make needed improvements to Main Street. Progress in this street is being made at the rate of about ½ block per year. Some of the gravel shoulders on other streets remain particularly on the east/west streets. Improvements to Main Street have been identified as the highest priority but many other needs exist.

Hawthorne Road is one of the single block local streets in the Lake Shore neighborhood that connects to Lake Shore Drive. Lack of curbs, sidewalks and drainage facilities on these local streets has been previously identified by the City as a public facility improvement need. Due to the magnitude of the project available funding was instead applied to the improvement of Lake Shore Drive. Two of County Housing Authority's scattered site public housing units are located on Hawthorne Road and HACC has also identified the need for improvements to this street.

The highest priority public facility need identified by the City of Gladstone is the reconstruction of 3 blocks of West Arlington Street which are located in one of the City's low income neighborhoods. An inadequate aggregate sub-base combined with heavy use has caused the street surface to fail. Efforts to maintain the street have been attempted for 13 years but it continues to deteriorate. Reconstruction of curbs was completed as part of a previously funded CDBG project. City plans for Arlington Street include removal of much of the existing pavement and sub-base and replacement of the surface with a 4-inch asphalt overlay.

Two community development projects are planned which will require implementation of off-site improvements as conditions of approval. Street improvements for the River Road Head Start facility will be required as part of the Head Start facility remodel that is planned at that location. The Meadowlark Supportive Housing facility for Person's with Disabilities is planned at a site on Molalla Avenue in Oregon City. Implementation of off-site street improvements will also be required as a condition of approval for this housing development.

The Oak Grove neighborhood traversed by Park Avenue from River Road on the west end to McLoughlin Blvd. on the east has long had substandard drainage facilities and street improvements. The paved portion of Park Avenue is 20 feet wide with no curbs or sidewalks. Neither the 7 local intersecting streets nor Park Avenue have drainage flood systems. Bicycle or pedestrian activity are not protected by any bike lane or sidewalk facilities.

CDBG funds have been proposed for the Park Avenue neighborhood previously and street improvements have been planned for several years. Drainage improvements would protect residential properties from accumulations of standing water during times of heavy rainfall. Widening of the street would better accommodate vehicles and could also provide space for bike lanes. Preliminary plans include bike lanes on Park Avenue to connect the bike lanes currently on River Road with McLoughlin Blvd. which is served by Tri-Met. The recently purchased Trolley Multi-Use Trail that directly accesses the North Oak Grove Elementary School lies at the east end of the project. Connection of new sidewalks and bike lanes to the trail would improve access to the school by students and benefit recreational users of the trail. Pedestrian improvements would connect the 450-unit Willamette Manor Apartment complex at the project's west end with the Tri-Met bus line on McLoughlin Blvd. A Transportation Enhancement Grant

is being sought from the Oregon Department of Transportation for the bikeway and sidewalk improvements. These improvements can be deleted from the project if these additional grant funds are not awarded.

Otty Street between Southeast 73rd and 82nd Avenues is a collector street for a large low income neighborhood in the Overland Park area. Drainage facilities are totally lacking in this area and surface water accumulates in streets and on private properties during times of heavy rainfall. Existing road boundaries are poorly defined and consist of broken asphalt and exposed gravel appearing to blend with the front yards of residences.

Local streets that intersect with Otty are also lacking in drainage and street improvements. Two “scattered site” public housing units are located on 74th Avenue. One of them is accessible for physically handicapped persons. The lack of standard street improvements restricts the livability of these units other housing in the neighborhood. A year 2000 CDBG funded project recently improved street conditions on Lamphier Street one block to the north. County Engineering estimates that needed improvements to Otty Street will cost in excess of \$800,000. Without sufficient available funding in the 2003-2005 program years improvements to Otty Street and many north/south connecting local streets will remain unmet.

Hood Street between Meinig and Revenue Avenues is one of the oldest street sections in the City of Sandy and has deteriorated significantly. Some half-width street improvements have been completed as a result of recently developed multi-family housing. Further improvement of the street is unlikely to be accomplished if dependant on continued private development in the area. Improvements to the Hood Street/Meinig Avenue intersection have been funded but remain to be implemented under a prior year CDBG project. Joint implementation of improvements to the Hood Street/Meinig Avenue intersection and the Meinig to Revenue portion of Hood Street would efficiencies in contracting and thereby maximize the value of improvements with available funds.

Sidewalks (3L)

The Clackamas Heights Public Housing complex lacks sufficient street lighting and sidewalks to serve all of the residents. Some of the areas are lighted and other areas are without lighting. What lighting there is consists of older standards and limited illumination. Improved visibility and safety would be afforded by newer lights that provide better illumination and a network of lighting fixtures that cover the entire development. Sidewalks exist in some parts of Clackamas Heights but have not been extended throughout the entire development. Some of the main pedestrian routes need to be removed and reconstructed.

Oregon City View Manor, although not the oldest public housing in Clackamas County, has some sidewalks that are approaching 40 years old. This development serves primarily elderly residents and sidewalks that are free of hazards and meet ADA standards are essential to their safety. Approximately 12,000 lineal feet of sidewalks need to be constructed in this public housing development.

Amherst and Brandeis Streets in the Clackamas area have been described above as a neighborhood needing street improvements. Improvements proposed by the County Road Department include an asphalt street overlay and gravel shoulders. Several “scattered site” public housing units are located in this neighborhood, two of them having been improved to

accommodate physically handicapped persons. The Housing Authority has proposed that sidewalks be added to the neighborhood to improve accessibility and mobility for the handicapped. A more urban standard as is applied to street/sidewalk facilities in cities would enhance the neighborhood. The additional cost of such improvements would be substantial.

Bellvue Avenue, located in one of Gladstone's income neighborhoods, lacks curbs and sidewalks. Many of the streets perpendicular to Bellvue have been improved with curb and sidewalk under previously funded CDBG projects. Lack of curbs and sidewalks has resulted in occasional storm water ponding occurring in the roadway and on private properties. Ill-defined and irregular parking areas have developed resulting in muddy and rutted parking strips along both sides of the street. This unsightly appearance has contributed to declining neighborhood appearance, under investment and deferred property maintenance. Construction of curbs would improve drainage, designate more uniform vehicular parking and continue an ongoing curb and sidewalk program in Gladstone.

The Ardenwald and Hector Campbell neighborhoods in Milwaukie have large low and moderate income populations. Many areas in these neighborhoods have no curbs, sidewalks or adequate drainage facilities. Two major streets that connect the neighborhoods with transit, school bussed and access to shopping and services pass through an active railroad crossing. While improvements have been made to the rail crossing roadway for vehicles pedestrian crossings and connecting sidewalks are either non-existent or are impassable. This creates a dangerous situation forcing pedestrians, particularly the elderly and children, onto the street. Since sidewalk deficiencies were documented by the City's School Trip Safety Task Force in 1995 many sidewalk improvements have been implemented. Pedestrian routes connecting neighborhoods to schools have been emphasized. The highest priority unmet needs in these neighborhoods are on 36th and 37th Avenues, Harvey Street and King Road. Handicapped accessible railroad crossings are also planned at Oak Street and 37th Avenue.

Jennings Avenue is developed with residences and serves as a collector street serving Addie, Cook and Rose Streets. Previously funded CDBG projects have implemented improvements in this neighborhood, particularly on Addie Street. Access to the neighborhood is unsafe because of the lack of sidewalks or bike lanes on Jennings Avenue. Available shoulder area is narrow, unpaved and irregular, causing pedestrians to walk in and out of traffic lanes. Random landscaping, embankments and power poles on both sides of the right of way further obstruct shoulder areas. At the east end of the project area students cross Jennings Avenue at a point where there is no cross walk to get to Candy Lane Elementary School. Jennings Avenue is improved with storm drainage but two sections of drainage facilities are undersized, causing local flooding during periods of heavy rainfall.

The McLoughlin neighborhood of Oregon City, primarily the mid-level neighborhood where much of the City's historical residences exist, has aging and broken sidewalks, some of which date back to the turn of the century. The aging sidewalks combined with damage that has resulted from the roots of mature street trees has created a dangerous mix of uneven and broken sidewalks. Many of the intersections were improved prior to the advent of ADA requirements and thus are not handicapped accessible.

The City plans to enlist the help of volunteers to identify specific sidewalk hazards and to prioritize needs for replacement. Priority will be given to the most hazardous sidewalks.

Improvements will consist of removal of existing facilities and replacement with new construction that meet City standards.

The Newell Creek Apartment complex is a 125 unit Tax Credit development that was constructed in Oregon City in 1996. The somewhat secluded site is surrounded by heavily wooded hillsides. Access to it is via private drive that connects the development to Beaver Creek Road. The Newell Creek Apartments complex has operated with an unacceptable level of vacancies since it was built and its owners are seeking ways to increase the level of occupancy. Enhancement of security and safety with installation of new sidewalk, park benches and new lighting is planned by owners of the development.

Hood and Pleasant Streets in Sandy are developed primarily with residential uses but lack continuous sidewalk improvements. Sandy High School is located at the western edge of this project area. Also located in this area north of the Highway are Sandy Grade School, Cedar Ridge Middle School, the Olin Bignall Aquatic Center, a conference/retreat center, a funeral home and several churches. Many residents who decide to get to these facilities by walking are forced to walk in the street.

Because of the poor condition of street improvements much of the vehicular traffic originating on Hood and Pleasant Streets uses alternate routes such as Highway 26 or even streets south of the Highway for east-west travel. Some sidewalk improvements were completed on Pleasant Street as part of a CDBG project in 1998. The City plans to accommodate pedestrian activity by relocating stop signs to allow a smooth flow of east-west traffic, install traffic calming measures to keep speeds within the 25 mph limit and complete selected street and sidewalk improvements on the north side of Pleasant and Hood Streets.

Health Facilities (3P)

Clackamas County's Mental Health and Public Health Departments have cooperated to provide services to all of the County's residents. In the City of Sandy the two agencies have operated at the same location with the objective of providing mental health and public health services as conveniently and efficiently as possible. The current facility housing the Sandy Mental Health/Public Health Clinic has 6,400 square feet of floor space. It contains 8 private offices for clients that are used for client visits with mental health professionals, 1 room for group sessions and 4 offices for examinations by public health officials. During the past fiscal year 3,100 individuals were provided services by the 2 agencies. Due to the size of the current location space needs to be shared between the mental health and public health clients. Limited Facilities at which services of the two agencies are provided are not handicapped accessible and do not have sufficient space to accommodate needed services.

Although mental health and public health services are provided in Sandy rural residents in the area have difficulty in accessing many other county and state services. At the present time the City of Sandy does not have a single office for residents to make application for or receive social service support from the state. The County's mass transit system does not provide transportation from Sandy to Oregon City where most individuals report for state services. Many who rely on county and state services do not have access to other reliable transportation. A long-range goal of the Mental Health and Public Health Departments is to provide a one-stop location for individuals and families to receive any and all public assistance that they require. A larger building could enable the County to provide satellite office space for other service providers such

as Employment, Training and Business Services (ETBS), the Social Services Division (SSD), Adult and Family Services and Services to Children and Families.

Abused and Neglected Children Facilities (3Q)

The Inn-Home for Boys was founded in 1969 as a group home for adolescent boys. The Inn-Home is operated in a four bedroom, two-story single family house with a basement that has been converted to provide shelter for 8-9 boys. Youth that is served by the group home are in temporary custody of the State of Oregon. All of the boys qualify for the Oregon Health Plan and Free and Reduced Lunch through the North Clackamas School District.

The Inn-Home works to expand opportunities for youth and their families. Boys are provided with a safe living environment combined with integrated interventions that teach client residents new interpersonal and living skills. The Inn-Home provides a cognitive behavioral program to help the boys make the necessary changes that will enable them to move back home or to foster care to continue their growth to adulthood. The boys stay at the Inn for 12 to 18 months.

Having operated the Inn-Home for 22 years the staff has concluded that the layout of the converted house is not suitable for the youthful target client group. Supervision of boys on separate floors has become difficult. A new facility is planned which would put all of the boys on one level with supervision located more effectively. The new facility would be built as an addition to the existing Inn-Home and is being designed to better meet the client and staff needs. Space vacated in the current facility is planned to be occupied by post-adolescent boys who need transitional housing assistance and less supervision.

Removal of Architectural Barriers (10)

Needs for improvements to allow better access by handicapped persons have been identified in the City of Sandy. Many pedestrian crossings in downtown Sandy are either missing a wheelchair ramp or the ramp is poorly designed or constructed and unusable by wheelchairs. Some of the curbs were built before ADA requirements came into effect. The City has identified 10 locations where installation of curb cuts and accessible ramps are needed.

Accessibility improvements are also needed at Bell Street Ball Fields. The Bell Street fields are heavily used by school and community athletic programs. Currently paths from the parking lot have grass or bark dust surface. An accessible route from handicapped parking spaces to the athletic fields is needed to allow access by wheelchair bound spectators.

Housing Rehabilitation: Single-Unit Residential (14A)

Housing needs are among the more serious problems in Clackamas County and much of the housing stock is in need of repair. Many low and moderate income homeowners are unable to make needed repairs to their properties due to the high cost of housing rehabilitation and the difficulty in qualifying for conventional financing.

According to the Comprehensive Housing Affordability Strategy (CHAS) Databook published by the U.S. Department of Housing and Urban Development (HUD), 10,238 or 39% of rental households have some housing related problems. For owner-occupied households, 16,000 or 21% are in need of repair.

The Clackamas County Community Development Division has operated a Housing Rehabilitation Loan Program since 1979. The program is designed to provide financial

assistance to persons who cannot afford or qualify for conventional home improvement financing. As a result of this program many homeowners now have a decent, safe and sanitary place to live and a source of lower income housing has been preserved for future generations.

Housing Rehabilitation: Multi-Unit Residential (14B)

Many families who stay at homeless shelters within the County are able to find housing within a short stay at the shelter. For those who are not transitional housing is often needed before permanent housing can be found. Transitional housing is typically made available for a period of two months to two years during which time clients pay little or no rent. While in transitional housing families receive ongoing case management.

While transitional housing does not supercede the need for affordable housing it can make a profound difference for many families. Transitional housing can help families create a positive rental history, pay off pressing bills, save money for rent while waiting for affordable apartments to open, acquire job training and higher wages and respond to urgent family needs such as health care without jeopardizing housing. All of these factors make families more successful when they reach permanent housing. Transitional housing can also bridge the gap between shelter and permanent housing for families on a public housing waiting list.

A duplex located next to the Annie Ross House homeless shelter is planned to be acquired and converted to transitional housing. As a result three housing units would become available to serve short-term housing needs.

Residential Historic Preservation (16A)

Clackamas County has approximately 325 Historic Landmark properties. Without financial incentives for appropriate and compatible restoration of these properties owners sometimes find it necessary to seek alternatives that include demolition and incompatible remodeling. Because of the expense of maintaining historic houses some property owners choose to abandon the historic house and build a new one on their property. Many historic houses are simply deteriorating and rotting away because owners cannot afford to maintain them.

Assistance with the restoration of historic properties has been made available through the County's Community Development program. Promotion of the program is needed to make owners aware of the benefits of preserving and restoring historic properties and the availability of assistance with restoration work.

Fair Housing Activities (21D)

A Fair Housing Information and Referral service has long been operated in Clackamas County as part of the Community Development program. Recently, the largest increase in complaints received from County residents are those regarding families with children. Families with children reportedly have difficulty finding landlords that will rent to them. Another increase in housing discrimination complaints has been in the area of reasonable accommodations for individuals with disabilities.

Assistance provided by the Fair Housing Information and Referral program addresses complaints regarding housing discrimination, rental needs, landlord/tenant relations and low-cost housing counseling. Providing assistance to County residents in fighting illegal housing discrimination

and assisting people to find permanent or temporary housing continue to be the main focus of the program.

D. Gaps in Institutional Structure and Intergovernmental Cooperation

The primary public institutions currently or potentially involved in promoting and implementing Clackamas County's housing and community development objectives include:

- Federal: U.S. Department of Housing and Urban Development
- State: Oregon Department of Housing and Community Services
- County: Divisions of the Department of Human Services including the Community Development Division and Housing Rehabilitation, the Housing Authority of Clackamas County, Social Services Division, and the Mental Health Division. Implementation of many community development activities in unincorporated areas are also assisted by the County's Department of Transportation and Development.
- Participating Cities: Barlow, Canby, Estacada, Gladstone, Happy Valley, Johnson City, Lake Oswego, Milwaukie, Molalla, Oregon City, Rivergrove, Sandy, Tualatin, West Linn and Wilsonville.
- Non-Profits: Campfire, CASA, Clackamas County Children's Commission, Clackamas Service Center, Clackamas Women's Services, Gleaners of Clackamas County, Northwest Housing Alternatives.

Other participants, at this time, include some State agencies such as the Mental Health & Developmental Disability Services Division of the Department of Human resources and private non-profit service providers, including those providing rental assistance and counseling/information and referral services.

Clackamas County's institutional structure is basically strong and is generally capable of achieving its objectives within constraints imposed by limited resources. Agencies involved with housing and community development generally maintain effective communication and exchange information freely. One constraint of the County's structure is the scattered locations of its many far-flung offices. People seeking services often travel to several locations before finding the right office.

Clackamas County has streamlined its institutional structure with the implementation of its housing and community development programs through one agency which includes Community Development, Housing Rehabilitation programs and Housing Authority functions. This seamless approach has enabled the County to maintain communication among agencies and organizations involved in the planning, development and operation of housing and community development facilities. At the same time institutional structure needs strengthening during the next three years to better address housing and community development needs with a holistic program that will best utilize available resources.

Clackamas County has made progress in refining an overall strategy for using available resources, coordination and linkages between programs. For example, joint use of CDBG and HOME funds has been accomplished promoting the financial feasibility of several multi-family

housing developments. Several more projects involving HOME funds to support housing construction and CDBG funds used for off-site improvements are in the pipeline.

Due to the fact that federal regulations require that 15% of available HOME funds be set aside for use by community housing development organizations (CHDO's) the County is somewhat dependent on the successful operation of CHDOs to fully realize benefits of the HOME program. Federal policy is increasingly directing funds through such organizations and the County's ability to access its fair share of federal housing funds will require active participation by non-profits capable of facilitating assisted housing development.

IV. Three-year (2003-2005) Strategic Plan

A. Goals and Objectives

This Strategic Plan addresses Housing and Community Development needs in Clackamas County which have been identified by participating cities, other County agencies and other public and private project sponsors. The Plan has been developed to:

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

particularly for low and very low income residents of Clackamas County. The County's long-term housing and community development objectives include:

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.

1. Planning period

The County's housing and community development program needs and strategic plan are based on a 3-year planning period. For each year of the Consolidated Plan an annual Action Plan will be prepared which more specifically identifies program objectives and activities.

The planning period for this Consolidated Plan covers the program years 2003 through 2005. Program years for the programs covered by the Consolidated Plan begin July 1 of the year funds are received and end June 30 of the following year.

2. Related Plans

Just prior to the adoption of the requirement that grantees prepare Consolidated Plans Clackamas County prepared an updated version of its Comprehensive Housing Affordability Strategy (CHAS) for the 1994-1998 planning period. Needs identified in the most recent update of the CHAS relied primarily on 1990 Census data and still remain largely unchanged for the 2003-2005 planning period of this Consolidated Plan. Data contained in the CHAS has been relied on heavily to determine the County's housing needs and for the development of long-term and short-term housing strategies.

Previous plans for capital improvements which have been prepared by participating cities and by the County Planning Department have also served as a basis for determining long-range non-housing community development needs. For needs information extracted from existing plans an attempt has been made to focus on those which could be addressed by programs covered by the Consolidated Plan.

B. Available Resources

Federal resources expected to be made available to address needs identified in this Plan include those received through the federal CDBG, ESG, HOME and HOPWA programs. Funding

received under these programs are the basic resources addressed by the Consolidated Plan. Funding anticipated during the 2003 - 2005 planning period is as follows:

Figure 24. Anticipated Funding for Covered Programs for the 2003-2005 Planning Period

Sources	2003 Grant	2003-2005
CDBG	\$2,592,000	\$7,776,000
ESG	\$84,000	\$252,000
HOME	\$1,178,315	\$3,534,945
HOPWA	unknown	unknown

Available CDBG funds during the 2003 year are anticipated to consist of a \$2,592,000 entitlement grant and \$300,000 of program income. HOME funds are anticipated in the amount of \$1,178,315. HOPWA funds are administered through the City of Portland. The amount of these funds that will be available to Clackamas County is currently unknown.

In addition to resources available through Consolidated Plan programs assistance may also be available from other federal, state or local programs. Other federal programs which may prove to be useful resources in implementing housing and community development objectives include:

- The Community Reinvestment Act which encourages partnerships between community agencies and lending institutions to utilize private lending for specific purposes. Possible assistance could include bridge or gap financing, other forms of financing and encouragement to banking institutions to lend in deteriorated residential neighborhoods.
- The Family Self-Sufficiency Program, authorized by Section 5554 of the National Affordable Housing Act, which directs local housing authorities to use Section 8 assistance, together with other public and private resources, to provide supportive services to enable families to achieve economic independence and self-sufficiency.
- Rural Economic and Community Development (RECD) which offers programs in rural areas and communities to assist with the creation or rehabilitation of affordable housing.
- HOPE programs, authorized by Title IV of the National Affordable Housing Act, which provide assistance to encourage home ownership for low and moderate income households, including ownership of public housing units by tenants, multi-family rental properties or single family homeownership programs.
- The Low-Income Housing Preservation Program which offers financial incentives to private or nonprofit owners of low-income housing projects that are subject to prepayment.
- The Low-Income Housing Tax Credits (LIHTC) Program which makes tax credits available to developers who construct or rehabilitate qualified low-income housing.
- Public Housing Comprehensive Grants which are available to the Housing Authority to be used for rehabilitation and planning purposes to upgrade living conditions, correct physical deficiencies or achieve operating efficiencies.
- Public Housing Development funds which are available to the Housing Authority to be used to develop turnkey or conventional low-rent public housing units.

- The Rural Homeless Grants Program, made available under the McKinney Homeless Assistance Act, which provides funds for direct emergency assistance, homeless prevention and permanent housing assistance grants.
- The Safe Havens Demonstration Program which provides grants on a competitive basis to local governments and non-profit organizations to provide low-income housing for homeless persons with mental illnesses.
- The Section 8 Certificates Program, available to the Housing Authority, which provides rental assistance payments to private owners who lease housing units to eligible families.
- The Shelter Plus Care Program which offers rental assistance grants on a competitive basis to housing providers for people with disabilities.
- The Supplemental Assistance for Facilities to Assist the Homeless, which offers grants on a competitive basis to comprehensive programs which foster independence for homeless persons.
- The Supportive Housing for persons with Disabilities Program which provides capital advances and project-based rental assistance to private non-profit organizations to expand housing with support services such as group homes, independent living facilities and immediate care facilities.
- The Supportive Housing Program which provides competitive grants to public or private non-profit sponsors to promote the development of supportive housing and services.
- The Supportive Housing for the Elderly (Section 202) Program which assists private non-profit organizations and consumer cooperatives to acquire, rehabilitate or construct rental housing.

At the State level the Oregon Housing and Community Service (OHCS) Department offers a range of programs designed to improve housing opportunities for low and moderate income people. Multi-family housing development is assisted by OHCS through various programs which provide technical assistance, acquisition funds, seed money advance loans, development financing and loan guarantees. OHCS also administers the federal Low Income Housing Tax Credit Program within the State of Oregon.

Direct housing assistance is provided by OHCS through the operation of the Low-Income Rental Housing Fund, a trust fund established in 1989 using interest-bearing client trust accounts to generate income. This program provides grants to low income households who are in danger of losing their rental units due to involuntary hardships or who have no housing but who can take advantage of other support services to gain self-sufficiency during the grant period. OHCS is also able to offer mortgage assistance utilizing proceeds of tax-exempt mortgage revenue bonds.

Local resources, other than those covered by this Plan, include Public Housing Assistance, Section 8 rental assistance, funds received through the Public Housing Comprehensive Grant Program, tax-increment proceeds generated by adopted urban renewal districts and those controlled by private for-profit and non-profit sponsors.

C. Overview of Clackamas County Community Development Program

1. Community Development Block Grant (CDBG)

The primary resource available to address non-housing community development needs is the Community Development Block Grant (CDBG). Eligible activities under this program include both housing and non-housing activities. Housing activities which can be assisted with CDBG funds consist primarily of rehabilitation improvements to the existing housing stock. Eligible public facility or capital improvement projects may include a wide range of activities varying with the needs of individual neighborhoods and communities.

Clackamas County has adopted the strategy of requiring a minimum 20% matching contribution from project sponsors as a means of leveraging additional resources. This strategy has generated significant matching resources from public and private sponsors. Matching resources enable the County to complete many project activities which could not be financed by CDBG funds alone. The matching requirement substantially increases the overall impact of the County's Community Development program.

In order for any project to be considered for funding, it must meet one of the three broad "National Objectives" established by Congress and must be an "Eligible Activity" in conformance with HUD rules and regulations. A proposed activity which meets federal program requirements is also evaluated for its potential impact upon the County's local program objectives. Although program funding is primarily from a federal source, decisions regarding use of available resources are made locally.

a. National Objectives

A CDBG project must either benefit low and moderate income persons; prevent or eliminate slums and blight; or meet an urgent community development need.

HUD regulations require that at least 70 percent of the County's CDBG program expenditures are directed towards activities that benefit low and moderate income persons. Planning and administrative costs are not included in this calculation.

i. Benefit to Low and Moderate Income Persons. CDBG projects can meet this objective if they:

- Benefit all residents of a residential area where, based on Census information or an approved survey, at least 51% of the residents are low or moderate income.
- Benefit a group of individuals of which 51% have low or moderate income based on survey or other information available about incomes of clients served.
- Directly benefits individuals from whom income information is collected on an individual household basis to document that they have a low or moderate income.

Low and moderate income households are those whose gross annual income does not exceed 80 percent of the median family income for the Portland metropolitan area, with adjustments for family size.

Location of a project in an area recognized by HUD as a low income area will not conclusively prove low-moderate income benefit. Project proposals must clearly show how the project will

principally benefit the low and moderate income area. The County and HUD look at the net effect of the proposed activity in determining whether the project will meet this objective.

ii. Preventing or Eliminating Slums or Blight. Prevention or elimination of slums or blight is the second major national objective of the CDBG program. Projects may meet this objective if they are located in an area designated as a slum or blighted area or, on a spot basis, by addressing specific conditions of blight or physical decay.

Projects seeking to qualify under the slum or blight objective on a spot basis are limited to acquisition, demolition, rehabilitation, relocation and historic preservation. Such activities may not include public facility improvements, or new construction such as additions to structures being rehabilitated.

In order for an area to be designated as slum or blighted, it must meet the definition of slum, blighted, deteriorated, or deteriorating area under State or local law; and must contain a substantial number of deteriorating or dilapidated buildings and improvements throughout the area.

The County is required to document the reasons for designating a blighted area by keeping on file a description of the area boundaries and the conditions of the area at the time of its designation.

Projects eligible for funding in blighted areas are those which are designed to address one or more of the conditions which qualified the area.

Commercial or industrial areas will be designated on a case-by case basis.

iii. Urgent Needs. Within a limited set of circumstances, CDBG funds may also be used to meet the third national objective of "Urgent Needs." In this category, the project proposed must address a problem which is demonstrated to have arisen or escalated in the past 18 months, which poses a serious threat to the health and welfare of the community, and for which other financial resources cannot be provided or have been denied.

b. Program Objectives

Clackamas County intends to use available CDBG funds to promote the following objectives:

- Revitalization of distressed neighborhoods;
- Expansion and improvement of community services and facilities;
- Expansion and conservation of the housing stock;
- Expansion of employment opportunities for low and moderate income persons; and
- Elimination of conditions detrimental to the community's health and welfare.

c. Eligible Activities and Improvements

Activities which may be undertaken to implement the County's Community Development Program include:

- Acquisition, clearance and demolition of real property;
- Construction, reconstruction, rehabilitation, restoration or installation of eligible improvements;

- Relocation of residents or businesses displaced by program activities;
- Payment of special assessments levied for public facility improvements on properties owned and occupied by low and moderate income residents.

Activities and improvements listed below which meet national objectives are eligible for funding under the CDBG program.

Public Facility Improvements. Acquisition, construction, reconstruction, rehabilitation or installation of public facilities by the County, a City or a public or private non-profit entity which meet Community Development objectives are eligible to be assisted with CDBG funds. Public facility improvements may include improvements to publicly owned properties and properties owned by private non-profit entities which serve the public. Examples of public facility improvements include neighborhood facilities, centers for the handicapped, senior centers, utilities, streets and sidewalks, water and sewer facilities, parks and shelters for persons with special needs. Improvements to buildings used for the general conduct of government are not eligible for assistance with CDBG funds.

Architectural Barrier Removal. Projects designed to remove material and architectural barriers which restrict the mobility and accessibility of elderly or handicapped persons to buildings, facilities and improvements are eligible for assistance with CDBG funds.

Housing Rehabilitation Improvements and Development Activities. CDBG funds may be used to finance the rehabilitation of:

- Privately owned buildings and improvements for residential purposes;
- Low-income public housing and other publicly owned residential buildings and improvements; or
- Manufactured housing.

Types of rehabilitation activities may include financing through the use of grants, loans, loan guarantees, interest supplements, or by other means such as the following:

- Acquisition for the purpose of rehabilitation and the rehabilitation of properties for use or resale for residential purposes;
- The provision of labor, materials and other costs of rehabilitation of properties, including repair directed toward an accumulation of deferred maintenance;
- Refinancing existing indebtedness secured by a property being rehabilitated with CDBG funds;
- Improvements to increase the efficient use of energy in structures;
- Improvements to increase the efficient use of water; and
- Connection of residential structures to water distribution lines or local sewer collection lines. CDBG funds cannot be used, however, to pay for sewer hook-up or connection fees charged by a city or service district.

Although new residential construction cannot be directly assisted with CDBG funds (but may be with HOME funds) some activities in support of the development of low or moderate income housing are permitted. Eligible administrative expenses to facilitate new housing construction include:

- The cost of conducting preliminary surveys and analysis of market needs;
- Site and utility plans, narrative descriptions of the proposed construction, preliminary cost estimates, urban design documentation and "sketch drawings," but excluding architectural design;
- Reasonable costs associated with development of applications for mortgage and insured loan commitments;
- Fees associated with processing of applications for mortgage or insured loan commitments under programs including those administered by HUD, RECD, FNMA and GNMA;
- The cost of issuance and administration of mortgage revenue bonds used to finance the acquisition, rehabilitation or construction of housing, but excluding costs associated with the payment or guarantee of the principal or interest on such bonds; and
- Special outreach activities which result in greater landlord participation in Section 8 Housing Assistance Payments Program-Existing Housing or similar programs for low and moderate income persons.

Historic Preservation. CDBG funds may be used for the rehabilitation, preservation or restoration of historic properties. Historic properties are those sites or structures that are either listed on or eligible to be listed on the National Register of Historic places, listed in a State or local inventory of historic places, or designated as a State or local landmark or historic district by appropriate law or ordinance. Historic preservation of buildings used for the general conduct of government may not be assisted with CDBG funds.

Economic Development. CDBG funds may be used to assist economic development activities including:

- Acquisition, construction, reconstruction, rehabilitation or installation of commercial or industrial buildings structures, and other real property, equipment and improvements; and, for activities which are determined by the County to be necessary or appropriate to achieve its community development objectives;
- Provision of assistance to a private non-profit business, including, but not limited to grants, loans, loan guarantees, interest supplements, technical assistance, and other forms of support; and
- Provision of assistance to any of three types of subrecipients including neighborhood-based non-profit organizations, small business investment companies and local development corporations to carry out a neighborhood revitalization, community economic development or energy conservation project.

Public Services. Services provided by or on behalf of the County or a participating City and which represent a new or quantifiable increase in service may be assisted with CDBG funds. In addition to excluding existing services federal regulations limit use of CDBG funds for public services such that they may not exceed 15% of the County's grant entitlement.

Program Administration. Available CDBG funds may also be used to finance the costs of general program administration and planning activities including:

- General management, oversight and coordination;

- Public information (citizen participation);
- Fair housing activities;
- Indirect costs;
- Submission of applications for federal programs;
- Expenses to facilitate low and moderate income housing;
- Management of housing rehabilitation and development programs;
- Planning, urban environmental design and policy-planning-management-capacity building activities.

Total combined general administrative and planning costs may not exceed 20% of the CDBG entitlement.

d. Ineligible Activities and Improvements

There are certain types of activities which, by law or HUD regulations, are ineligible for CDBG funding. These include buildings (or portions thereof) used predominantly for the general conduct of government, such as city halls or courthouses. General expenses of government are also ineligible, as is any expenditure for political activity. Purchase of equipment or furnishings, the operation and maintenance of public facilities, and new housing construction are also generally not eligible for CDBG funding. (Certain eligible subrecipients may build new housing, but the County may not do so directly.) The final category of ineligible activities is that of income payments, such as housing allowances, down payments, or income maintenance.

Activities in support of the development of low or moderate income housing including clearance, site assemblage, provision of site improvements, public improvements and certain housing preconstruction costs are not considered as activities to subsidize or assist new residential construction and thus may be assisted with CDBG funds.

e. Funding Availability

Clackamas County anticipates that community development needs will exceed available resources and thus does not expect to be able to fund all proposals that are received. In order to select projects which will best meet a variety of community development needs the County has established a competitive process for evaluating proposals. The County gives some consideration to a "balanced" distribution of funds between cities and unincorporated areas. The County also reserves the right to reject incomplete proposals or to fund projects at a level which is less than the amount requested.

f. General Proposal requirements

All proposals must meet the following requirements in order to be considered for CDBG funds:

- The proposed project must meet one of the three National Objectives.
- The project must be an Eligible Activity.
- The project sponsor must commit matching resources equivalent to at least 20 percent of the project's total budget. Matching resources may be in the form of cash or "in-kind" donations (services, land, materials, etc.). Expenses incurred by the sponsor for architectural or engineering design services will be credited to the match responsibility in an amount not to exceed 10% of construction cost. Administrative staff time contributed

by the sponsor to implement the project will not be recognized as match nor accepted in lieu of other matching resources. The proposal must document the source of the matching funds.

- Project proposals must be consistent with applicable plans of local jurisdictions and affected non-profit entities. In the interest of time, endorsements may be obtained after proposals are submitted.
- The Project's budget and cost estimate must be realistic.
- The project must be able to be completed within a reasonable time frame.
- The project must not cause the relocation or displacement of low and moderate income people or cause the demolition or loss of low and moderate income housing without appropriate and legally required mitigation measures.

g. Project Evaluation Criteria

Assuming they meet the General Proposal Requirements, the following selection criteria will be used to evaluate proposals.

Public Facility Improvements. A principal objective of Clackamas County's Community Development program is to revitalize and improve the livability of low and moderate income neighborhoods. To realize this objective the County gives priority to public facility improvements intended to reverse declining trends in low income neighborhoods and encourage reinvestment by property owners, lenders, insurers, and others currently or potentially serving the area. All neighborhoods which meet HUD and County eligibility requirements are eligible to apply and compete for CDBG assistance to implement public facility improvements needed to promote neighborhood revitalization.

Proposed public facility improvements will be evaluated based on the following criteria:

- Number of low and moderate income people to be served versus the amount of CDBG funds requested;
- Degree of impact the proposed project will have on low and moderate income persons when compared to other proposals;
- Effect on residential displacement;
- Extent of citizen support;
- Degree to which the project sponsor uses all available resources such as user fees, bonds, private funding through local improvement districts, and local funds;
- Overall need, i.e., projects which address a public health or safety hazard will receive priority consideration;
- Readiness of the project to proceed with implementation.
- Ability of the sponsor to perform, i.e., administrative and management experience, fiscal stability of the organization, etc.

Architectural Barrier Removal. Removal of architectural barriers in existing housing units will be encouraged and facilitated by the County's Housing Rehabilitation program.

- Publicly owned non-residential buildings, facilities and improvements will receive priority over privately owned properties for available architectural barrier removal

resources.

- Proposals will be evaluated based on the number of persons likely to benefit versus cost of proposed accessibility improvement.

Housing Rehabilitation. Proposed housing rehabilitation activities will be evaluated based on:

- The degree to which the project or program maintains or improves the quality of the existing housing stock consistent with the County's housing goals.
- The degree to which the activity will expand affordable housing opportunities for low and moderate income residents.

Historic Preservation. Properties which are owned by the public or by non-profit organizations and which serve the public will receive priority over privately owned properties for CDBG assistance. Demonstrated ability to operate and maintain the property will be required.

- Input will be sought from the County's Historic Review Board to assist in determining priorities for selection of historic restoration activities on properties which are publicly owned or which are operated for use by the public.
- Preservation of historic residential properties will be encouraged by the County's Housing Rehabilitation program.
- Historic restoration activities proposed on private properties must meet requirements of the County's Housing Rehabilitation Program.
- Proposals which include property acquisition or building moving will receive low priority as a CDBG funded activity.

Economic Development. Proposed economic development activities will be evaluated based on:

- The degree to which assurances can be provided that the jobs to be created or retained as a result of the project will be held by or made available to low and moderate income persons.
- The degree to which the amount of assistance provided is reasonable in terms of the job creation or retention benefits proposed.
- Demonstrated need for assistance and lack of alternate source of assistance.

Public Services. Clackamas County's Community Development program gives priority to physical or capital improvement projects which are eligible for CDBG assistance and discourages proposals to use available CDBG funds for services. The County will evaluate any public service proposals submitted based on their ability to further overall program objectives.

Proposals for public services which involve ongoing financial commitments from the CDBG program are discouraged, and in most cases, will not be funded. Any proposals to fund public services must include a plan for becoming financially self-supporting.

Community or Social Service Facilities. Operations and maintenance costs of community or social service facilities shall be the responsibility of the project sponsor. A detailed plan for ongoing operation and maintenance is required. This plan must, at a minimum, specify who will be responsible for operating the facility, annual operating expenses, and realistic sources of revenue to meet these expenses. It must also contain a long-term, formal commitment by the responsible entity to operate and maintain the facility. Private agencies proposing to rehabilitate,

construct, or acquire privately owned facilities must be willing to establish a legally binding public interest in the facility.

Previously Funded Facilities. Requests to expand facilities that received previous CDBG funding will be closely evaluated for need.

Local Improvement Districts. CDBG funds cannot be used for public improvement projects where all or a portion of the project is to be financed by assessments to area property owners, unless the project is structured such that CDBG or other funds are used to pay the assessments on behalf of all low and moderate income property owners. The County can be exempted from a portion of these requirements if it certifies to HUD that it lacks sufficient CDBG funds to comply. In this instance, the County can be exempted from paying assessments for moderate income homeowners (those earning between 50% and 80% of the area-wide median household income), but not for low income homeowners (those earning less than 50% of the area-wide median household income).

h. Application and Project Selection Process

Eligible Applicants. Any public agency, private non-profit or for-profit organization, neighborhood group or local government agency can submit a proposal for CDBG funds.

Review Process. In order to be considered for funding during the period covered by the applicable plan (the document which lists all projects chosen for funding), all proposals must be received by the Community Development Division by the established deadline.

The Division reviews and evaluates all proposals according to the funding policies contained herein. Proposals which do not meet HUD eligibility requirements are automatically rejected. In the course of its review, the Division consults with technical (architects, engineers, etc.) and legal experts to assess the general feasibility of each proposal.

The draft Community Development plan is prepared by the Community Development Division, and is submitted to the advisory committees for review and consideration. Working with the CD Division, the advisory committees review the draft, make additions or modifications, and submit a final draft to the Board of Commissioners for consideration and final approval.

The Community Development Plan is fully evaluated each year to determine that needs remain the same and projects are proceeding on schedule.

Individuals interested in submitting a proposal for grant funds should contact the Community Development Division at (503) 655-8591 for assistance and instructions.

i. Program Administration

The CDBG Program is administered by Clackamas County's Community Development Division, a part of the Department of Human Services. In addition to having responsibility for overall grant administration, the Division is also responsible for project management.

Staff project managers are assigned to each project and are responsible for coordinating all phases of a project from start to finish. They work with all parties involved in the implementation of project (neighborhood groups, government officials, architects, engineers, contractors, etc.) and strive to complete the project on schedule and within budget. They are also responsible for ensuring compliance with all applicable laws and regulations.

The Division's project management approach is important to the success of the Program. It demands high standards of quality and performance from service providers (architects, engineers, contractors, etc.). It expects results and accountability from project sponsors operating CDBG assisted programs, and it strives to satisfy the individuals or groups benefiting from a project by involving them in major decisions affecting the purpose, scope or outcome of a project.

j. Contingency Funds

Approximately five percent of each grant is reserved for contingency funds. The following priorities govern its use:

- The primary use is for cost overruns or for unexpected problems that arise due to circumstances beyond the control of the project sponsor.
- Secondary priority is for urgent need or emergency projects.
- Third priority is for new projects, if it can be demonstrated by the CD Director that sufficient funds are available to cover current or projected needs for contingency funds. Requests for new projects will generally be considered only once a year.

k. Reprogramming

From time to time, funds budgeted to a specific project remain unspent either because the activity has been completed at a lesser cost than anticipated, or because all or part of the project cannot be undertaken for some reason. The Community Development Division has periodically reprogrammed or re-allocated these funds in order to fund a new project or activity or add to the budgets of other projects. The County's policy regarding reprogramming is that once a project is completed or dropped, the balance of funds are retained by the CDBG Program to be used for new projects.

l. Timely Completion

Projects (other than those implemented on a multi-year basis) are expected to be completed within 18 months of Block Grant application approval. Proposals which appear unlikely to be completed in that length of time will not be funded. Approved projects for which implementation has not reasonably progressed within 12 months of application approval will be reviewed for possible reprogramming of funds.

If, in the opinion of the Community Development Director, reasonable progress is not being made on a project or any phase of a project the Director shall so notify the project sponsor in writing. This notification shall set forth the activities which have been delayed and the desired schedule for their completion, giving a reasonable time - i.e., two to three weeks - for the sponsor to act.

Should the project sponsor either fail to respond or respond in a manner which, in the opinion of the Director, fails to demonstrate a commitment to implement the project, the Director shall consider terminating the project.

2. HOME Investment Partnership

a. Background & Purpose

The HOME Investment Partnership Program was created under Title II of the National Affordable Housing Act of 1990. Among the main purposes of the program area:

- To expand the supply of decent and affordable housing, particularly rental housing, for very low-income and low-income Americans;
- To strengthen the abilities of state and local governments to design and implement strategies for achieving an adequate supply of decent, affordable housing; and
- To extend and strengthen partnership among all levels of government and the private sector, including for-profit and non-profit organizations, in the production and operation of affordable housing.

b. Program Objectives

Clackamas County intends to use available HOME funds to provide loans for:

1. New construction, rehabilitation, and/or acquisition of low- and very low-income rental housing units;
2. Rehabilitation of owner-occupied housing;
3. Home buyer assistance; and
4. New construction, rehabilitation, and/or acquisition of housing units to provide affordable home ownership opportunities for low-income households.

The State of Oregon retained ownership of approximately ten acres from the sale of the former Dammasch State Hospital site located in Clackamas County. The acreage was reserved for community housing for persons with mental illness. The entire Dammasch site and additional adjacent sites are being developed into a planned community known as Villebois. Over the next several years, as Villebois is developed, the State will seek sponsors to develop the various housing projects on the reserved sites. The County anticipates that the selected sponsors will seek HOME funds to assist in the development of viable eligible projects.

c. Eligible Activities

The County uses HOME funds to provide: incentives to develop and support affordable rental housing and homeownership opportunities; payment of reasonable administrative costs; and, payment of a portion of the operating expenses of community housing development organizations.

In general, HOME-assisted rental housing must provide permanent housing for low- and very low-income tenants. HOME funds may not be used towards the acquisition, construction, or rehabilitation of residential property that will be used as temporary shelter; however, transitional housing is an eligible HOME activity. Transitional housing must be designed to provide housing and appropriate supportive services to persons, including (but not limited to) deinstitutionalized individuals with disabilities, homeless families and children, and homeless individuals with disabilities. The purpose of the housing is to move individuals and families to independent living within a reasonable time period. HOME applicants undertaking transitional housing must

submit a transitional plan that describes the housing and supportive services to be provided to the tenants in order to transition them to independent living. The plan must include the estimated time period it will take to transition the tenants. All HOME assisted rental housing, including transitional, must offer tenants a one year lease.

For new construction, conversion of non-residential space, or reconstruction projects with Single Room Occupancy (SRO) units, each SRO unit must contain either food preparation or sanitary facilities (or both). For acquisition or rehabilitation of an existing residential structure, neither food preparation nor sanitary facilities are required in each SRO unit. If individual units do not contain sanitary facilities, they must be provided in the building for tenants to share.

In addition, HOME funds may be used to assist developers to acquire, develop, or rehabilitate a manufactured home park. The developer must retain legal title to the improved home park and must agree to rent each HOME-assisted pad to a low-income homeowner (income below 80% of the area's median income). This type of activity includes relocating existing or new owners of manufactured dwelling units to a newly created home park, or permits the acquisition of an existing park in an effort to reduce the rental costs of the pads.

Rents charged for the pads during the period of affordability will be negotiated between the developer and the County but cannot exceed the HOME rent limits. All units must meet the standard of 24 CFR 3280 at production (if constructed after June 15, 1976). Units must be connected to utility hook-ups and comply with the foundation standards described in the most current ANSI Handbook A225.1. The appraised value of each of the units must not exceed the appraised value standards as determined by HUD for the HOME Program.

Clackamas County's HOME Program requires that projects funded be reasonably ready to start construction within 12 months of execution of the agreement.

Rehabilitation: Rehabilitation includes any construction work to:

- Alter, improve or modify an existing residential structure;
- Move an existing structure to a foundation constructed with HOME funds;
- Add rooms, but not another housing unit, outside the existing walls of an existing structure; or
- Convert an existing structure from an alternative use to affordable housing without adding additional units beyond the envelope of the existing structure.

Rehabilitation also includes the reconstruction or the rebuilding, on the same lot, of housing as long as the number of housing units remains the same. However, the number of rooms per units may be increased or decreased. The reconstructed housing must be substantially similar to the original housing. Reconstruction also includes replacing an existing substandard unit of manufactured housing with a new or standard unit or manufactured housing.

The term Substantial Rehabilitation applies to rehabilitation projects where the total development costs exceed \$25,000 per unit.

New Construction: New construction includes any project which received its first certificate of occupancy within one year prior to receiving HOME assistance. It applies to any construction activity that includes:

- The construction of new housing;

- The purchase of "newly constructed housing,"; or
- Extending beyond the envelope of the existing structure to create one or more additional dwelling units.

Acquisition: HOME funds can be used to assist in the acquisition of existing standard property or substandard property in need of rehabilitation whether it is to be used as HOME-assisted rental housing or as part of a home buyer program. After acquisition, rental units must meet HOME rental occupancy, affordability and lease requirements. Acquisition of vacant land must result in construction within 12 months.

Development "Hard" Costs: Includes the actual cost of materials and labor in construction and rehabilitation activities required to make the housing accessible, energy efficient, and up to the applicable property standard.

Specific eligible project costs must be related to the rehabilitation and/or new construction of HOME assisted housing and may include:

- Demolition: Must result in construction within 12 months.
- Site improvements that are "in keeping with improvements to surrounding standard projects."
- Laundry and community facilities located in the same building as the housing.
- Costs of utility connections.

Relocation Costs: Relocation payments and other relocation assistance, both permanent and temporary, are eligible costs in HOME assisted projects.

Capitalization of Project Reserves. Initial operating deficit reserves are eligible for new construction and substantial rehabilitation projects:

The reserve can be used to cover shortfalls in project income during initial rent-up (no longer than 18 months). During the 18 months, the operating deficit reserves may only be used to pay for operating expenses, reserve for replacement payments, and debt service. Excess funds in the reserve at the end of 18 months must be returned to Clackamas County's HOME Investment Trust Fund Account.

Project "Soft" Costs: These costs must be reasonable and necessary. They must be paid for by the owner as part of the project costs and must be for services rendered by third parties. Examples of eligible soft costs include:

1. Finance related costs:
 - Origination fees and loan processing fees
 - Credit reports, title reports and updates
 - Recordation fees and preparation and filing of legal documents
 - Appraisals
 - Attorney's fees and other customary fees
 - Developer's fees

2. Construction related costs:
 - Architectural and engineering fees
 - Preparation of work write-ups and cost estimates
 - Builder's or developer's fees
3. Project audit costs
4. Affirmative marketing and fair housing expenses

d. Ineligible Activities

The following activities are not eligible HOME expenditures:

Project Reserve Accounts: Reserves for replacement and operating costs reserves cannot be capitalized with HOME funds except that, when HOME funds are used for new construction or substantial rehabilitation, an initial project operating deficit reserve can be capitalized.

Ineligible Properties: HOME funds cannot be used for assistance on any of the following properties:

- Public Housing
- Properties receiving HUD Rental Rehabilitation Program funds
- Commercial properties
- Shelters
- Properties receiving assistance under 24 CFR Part 248

Acquisition of County-owned property. The County may not use HOME funds to reimburse itself for property in its inventory unless the property was acquired specifically for a HOME project.

Match for Other Programs: HOME Program funds cannot be used as the "nonfederal" match for other federal, state, or local initiatives.

Double Dipping: Except for the first year after project completion, no further HOME funds can be used during the relevant period of affordability. However, an existing tenant can receive homebuyer assistance with HOME funds to purchase a rental property that was previously assisted with HOME funds.

Project-based rental assistance. HOME funds cannot be used for rental assistance that is tied to occupancy in a particular project. However, other project-based rental assistance such as Section 8 funds can be used in HOME-assisted units.

e. Layering

The County is required to evaluate projects that use HOME funds in combination with other federal assistance to ensure that no more than the necessary HOME funds are invested in any one project. Federal assistance includes any loan, grant (including CDBG), guarantee, insurance, payment, rebate, subsidy, credit, tax benefit, or and other form of direct or indirect assistance from the federal government for use in, or in connection with, a specific housing project.

f. Project Funding Limitations

The minimum investment of HOME funds in a project is an average of \$1,000 per HOME-assisted unit. The maximum amount of HOME subsidy is limited by:

- The number of HOME-assisted units in the project;
- The per-unit HOME assistance allowed by 24 CFR 92.250;
- The total per-unit development costs: HOME assistance per unit cannot exceed the average per-unit development costs for the unit. This is because the HOME subsidy would then be subsidizing non-HOME units, which do not come under the occupancy and rent controls of HOME; and
- The financial needs of the project: HOME projects may not receive more subsidy than is required to produce financially feasible projects.

g. Project Time Limitations

The County may fund only those projects that can reasonably be expected to start construction within 12 months of contract execution. The County will evaluate a proposed project's readiness to proceed at the time the application is reviewed. HOME funds may be revoked for projects that fail to proceed within the 12 month time frame.

h. Property Standards

All housing assisted with HOME funds must, at a minimum, meet the Section 8 Housing Quality Standards (HQS). In addition, housing that is newly constructed or substantially rehabilitated with HOME funds must meet:

- All applicable local codes, rehabilitation standards, and ordinances
- The appropriate energy conservation standards. Newly constructed housing must meet the Model Energy Code, published by the Council of American Building Officials. Substantially rehabilitated housing must meet the cost-effective energy conservation and effectiveness standards (24 CFR part 39).
- Accessibility. All HOME-assisted housing must meet the accessibility requirements of the Fair Housing Act and Section 504 of the Rehabilitation Act of 1973.

i. Eligible Beneficiaries.

HOME funds may only be used for units that will be occupied by low or very-low income households. Very low income households are those with incomes at or below 50% of the area median. Low income households are defined as those earning between 51% and 80% of the area median income.

Only units receiving HOME dollars are considered HOME-assisted units, therefore only HOME-assisted units must adhere to HOME expenditure limits, income targeting guidelines, and affordability requirements. This allows HOME funds to be used for low and very low income units in mixed income projects. Applicants should be aware that some HUD monitoring/compliance requirements may "taint" the entire project, i.e., a dollar of HOME funding into the project may affect all dollars in the project.

j. Homebuyer Assistance and Homeownership Opportunities

The County intends use HOME funds to assist eligible low-income homebuyers by providing deferred payment loans to assist with down payment and closing costs. The County may also use HOME funds to assist the development of affordable home ownership opportunities for low-income households under the land trust model if the project is economically sound and results in the homeowner having equity in the improvement. A community land trust homeownership program can provide home ownership opportunities to low-income people by acquiring housing and retaining title to the land while selling the house (improvement) to a qualifying household. Houses held by the land trust can remain affordable by removing the cost of the land as a component of the price and by limiting appreciation in housing prices at the time of resale.

Under the County's Homebuyer Assistance Program, the entire amount of HOME funds must be recaptured if, during the affordability period, the property is sold or title transferred or the borrower no longer uses the property as their primary residence. Recaptured funds may be used for any eligible HOME use.

Under the land trust model, if a property is sold or title transferred or the borrower no longer uses the property as their primary residence during the period of affordability, the HOME resale provisions apply.

k. Housing Development Projects

Clackamas County will provide loans to project sponsors for the construction, acquisition, and rehabilitation of affordable rental housing or affordable home ownership. HOME funds may not exceed 50 percent of the total costs of any project. Loans will be structured on a project by project basis.

A project may consist of one or more buildings on a single site or multiple sites that are under common ownership, management, and financing. The project must be assisted with HOME funds as a single undertaking.

HOME-assisted rental projects may be privately or publicly owned and contain any number of units, and any combination of unit sizes and styles.

Projects that have already started construction or have executed contracts for construction are not eligible to apply for HOME funds.

Applying for HOME Funds: Project Sponsors must submit an application to the Clackamas County Community Development Division in order to be considered for funding. Generally, CDD allocates HOME funds on a first come first serve basis; however, proposed projects must meet the Program's criteria and priorities identified in the Consolidated Plan. CDD evaluates each application and makes recommendations to the Board of County Commissioners.

Eligible Applicants: Public agencies, nonprofit organizations, and for-profit entities may apply for Clackamas County HOME funds.

To be eligible, an applicant must have a proven track record of development of similar projects, the financial resources to complete the project and the experience and administrative capacity necessary to administer the complex requirements of the HOME Program. If an applicant does not have adequate experience administering State, Federal or local programs, the County may

require the applicant to contract or partner with an experienced entity to assist in administering and managing the HOME project.

HOME funds may not be provided to primarily religious organizations, such as churches, for any activity.

To be considered for HOME funding a project must meet certain threshold requirements. The proposed project must be:

- Located within Clackamas County;
- Eligible under HOME Program regulations; and
- Consistent with Clackamas County's Consolidated Plan and HOME Program priorities.

Projects that meet the threshold requirements will be further evaluated based upon the extent to which the project:

- Is ready to proceed.
- Sponsor has the experience and ability to carry out the proposed project.
- Cost-effectively adds to the stock of affordable housing in Clackamas County.
- Alleviates the shortage of housing in the area that is available to low-income families.
- Serves very low-income and low-income residents in HOME-assisted rental units in excess of the HOME Program income targeting requirements.
- Will provide matching resources as described in 24 CFR 92.218.
- Has other reliable funding sources (e.g., sponsor's equity, nonfederal assistance) committed to the total cost of the project.
- Will provide supportive services if proposed project will target persons with disabilities.
- Will provide congregate facilities and supportive services that will permit elderly or handicapped residents who become frail and are in need of assistance in living to continue to reside in the project.
- Will preserve the affordability of privately owned housing that is vulnerable to conversion, demolition, disinvestment, or abandonment.
- Will increase the supply of housing that is affordable to very low-income and low-income persons, particularly in areas that are accessible to expanding job opportunities.
- Remedy the effects of discrimination and improve the housing opportunities for disadvantaged minorities.
- Will stimulate a high degree of investment and participation by the private sector, including nonprofit organizations.

HOME funds will be allocated in amounts appropriate to the scope of the proposed project and the needs and resources of the applicant. The County reserves the right to adjust the amount of funds allocated to projects and to negotiate modifications to the proposed work plan and budget prior to executing an agreement.

If the project for which assistance was allocated changes purpose without prior approval by the County and no longer adheres to the original intent as described in the application, the County may revoke use of HOME funds for the project.

Income Targeting and Occupancy Requirements: Both occupancy and rents in HOME-assisted rental units must be controlled and monitored for varying lengths of time depending upon the average amount of HOME funds invested per unit:

Rental housing must remain affordable except upon foreclosure by a lender (or upon transfer in lieu of foreclosure), if such action: (a) recognizes the legal rights of public agencies, nonprofits, or others to take actions that would avoid termination of low-income affordability and (b) is not for the purpose of avoiding low-income affordability restrictions.

Both the rent and income-targeting requirements are enforced by deed restrictions. Remedies for breach of the provisions will be specified in the deed restrictions and may include:

- Barring an organization from applying for future HOME assistance;
- Revoking an existing HOME allocation;
- Withholding unexpended HOME funds; and
- Requiring repayment of expended HOME funds.

Rental housing assisted with HOME funds must meet both of the following occupancy tests:

- "Project Rule": At least 20 percent of the HOME-assisted rental units in each project (of five or more units) must be occupied by families who have annual incomes that are 50 percent or less of median income. These very-low income tenants must occupy the units with the low HOME rents.
- "Program Funds Rule": 90 percent of all HOME Program funds that Clackamas County spends on rental housing must be used to assist tenants who have annual incomes at or below 60 percent of the area median income. The balance of these funds may be used to assist tenants with annual incomes between 60% and 80% of median income.

The program funds rule does not apply to each individual project. However, the County strongly encourages applicants to submit projects where the HOME-assisted units will be occupied by tenants with annual incomes of 60% or less of median income. Projects will be reviewed with this constraint in mind.

3. Emergency Shelter Grant

The federal Department of Housing and Urban Development (HUD) provides Emergency Shelter Grants (ESG) grants to states, territories and local governments to improve the quality and number of emergency homeless shelters. The grant can be used to assist with the rehabilitation or conversion of buildings into homeless shelters and to provide funding for related social services, shelter operating expenses, homeless prevention activities, and administrative costs. HUD's purpose in funding the shelters and related social services is to provide a foundation for homeless people to begin moving to independent living.

HUD allocates ESG funds annually based on the formula used for the Community Development Block Grant (CDBG). Under HUD rules, the County may administer the entire grant itself or distribute the funds to private nonprofit organizations. The County must also match ESG grants

dollar-for-dollar from non-ESG sources. Clackamas County's ESG allocation for the year 2003 will be \$84,000, slightly lower than the 2002 allocation.

4. Housing Opportunities for Persons with AIDS (HOPWA)

HOPWA funds from the federal government are managed for this region by the Portland Bureau of Housing and Community Development (BHCD). BHCD hired AIDS Housing of Washington (AHW) in July, 1999 to facilitate a community-based needs assessment and planning process and to develop an HIV/AIDS housing plan for the Portland EMSA that will guide HOPWA allocations during the fiscal years 2000-2005. The Portland EMSA includes Clackamas County.

A community-based planning effort conducted by the City of Portland to determine the housing needs of AIDS patients has incorporated the input of interested community members from all six counties in the Portland EMSA, including people living with HIV/AIDS, representatives of AIDS service and housing organizations, housing developers, members of local government agencies, advocates, and others. Relevant planning, housing, homelessness, and epidemiological data were reviewed and incorporated into the HIV/AIDS Housing Plan. The Steering Committee identified critical issues and developed recommendations.

A Steering Committee was formed in June 1999 to oversee and guide the needs assessment and planning process. The committee was composed of representatives from city and county government; health, housing, and social service agencies; and people living with HIV/AIDS across the Portland EMSA.

Key informant interviews were held with a variety of stakeholders representing service providers, including those from the drug/alcohol, mental health, and health care arenas, and the Department of Corrections. Also, there were representatives from residential service providers, housing advocates, the Hispanic community, and other special populations at risk for HIV/AIDS.

Four consumer focus groups were held, targeting individuals from various subpopulations of people living with HIV/AIDS. Focus groups were held at a Cascade Housing Project location, the Rose Wood Apartments, in Clark County, and with a Hispanic group in Multnomah County. Twenty-three people living with HIV/AIDS participated in these focus groups. The participants included women, men and people of color.

Community input was achieved through the survey responses of 239 consumers. In addition case managers completed questionnaires and a public forum was held.

D. Housing and Community Development Priorities, Strategies and Objectives

1. Priorities and Strategies for the Homeless and for Other Special Needs

a. Priority Needs of the Homeless and Special Needs of the Non-Homeless

Clackamas County's priority homeless needs and other special needs of the non-homeless have been assessed through its system of developing Continuum of Care strategies. Clackamas County began developing its Continuum of Care strategy in 1996. A wide range of individuals and organizations including realtors, law enforcement officials, and housing developers were mailed formal invitations to participate in the community planning process. The planning process has since become a year-round process. A core group of local, state and nonprofit agency representatives has continued to meet to further develop the Continuum of Care strategy and to develop proposals for projects to address the needs of homeless residents. Priority

homeless needs are shown in Table 1A and special needs of the non-homeless are shown in Table 1B.

i. Continuum of Care Strategies to Address Homelessness and Other Special Needs

Clackamas County's Continuum of Care "system" relies on the collaborative efforts of its public agencies, nonprofit organizations and the community. Clackamas County has an excellent track record of service coordination and networking among service agencies. Principal organizations that are vital to the system include Clackamas County's Department of Human Services, the State of Oregon, various nonprofit organizations and area churches that are committed to helping the homeless.

Clackamas County government, through its Department of Human Services, primarily the Community Development and Social Services Divisions, leads the Continuum of Care planning process. It has assumed responsibility for:

- Providing staff resources for the Continuum of Care planning process;
- Ensuring coordination of the Continuum of Care planning process with the Consolidated Plan; and
- Coordinating preparation of planning documents and applications.

A broad spectrum of public agencies, nonprofit organizations and members of the community are committed to helping the homeless actively participate in Clackamas County's Continuum of Care planning process. The Continuum of Care planning process is well-coordinated with strong working relationships and with no overlapping or duplicative efforts among the following seven primary categories or entities:

1. Continuum of Care Core Planning Group: The Coordinating Council for Homeless Programs (CCHP) has been formed to act as the Continuum of Care core-planning group. The CCHP meets at least quarterly throughout the year. It includes about 40 representatives of local, state and nonprofit agencies and members of the community. The group has formally adopted a vision statement, goals, evaluation criteria and project priorities. Since all representatives cannot always attend, consensus is often used as the decision-making process. This is possible since the typical meeting averages about 15 people – a small enough group for everyone to fit around the table. Formal votes are taken on matters such as project priorities.

The role of the CCHP is to assess the Continuum of Care system and identify gaps, plan for system improvements, integrate planning for homeless assistance with other planning processes and facilitate information sharing. Members of the group have taken the Continuum of Care concept to other countywide networks and coordinating councils in which they participate. In doing so, the Continuum of Care planning process is being integrated with other comprehensive planning processes at both the State and local level and housing needs of the homeless are receiving increasing attention within multiple planning arenas. The CCHP also links with specific development teams and HouDePartners by providing conceptual development of needed projects and evaluating proposed projects.

2. Housing Development Partners Planning Task Force: The CCHP formed an ongoing inter-agency task force called Housing Development Partners (a.k.a. HouDePartners) that

includes representatives from Community Development, the Housing Authority, Clackamas County Mental Health and Clackamas County Social Services. The broad scope of the task force, which has been meeting since 1998, is to find ways to collaborate on and enhance the development of affordable housing in Clackamas County. A recent example is the development of a policy that was adopted by the County Commissioners for communicating and building relationships with neighbors of assisted housing projects while respecting the Fair Housing rights and privacy of future tenants.

3. Non-Profit Service Providers and Advocacy Groups: Planning for specific subpopulations is an ongoing process that includes a multitude of State and local service providers and advocates, including public and non-profit agencies and mainstream resource providers. The local chapter of the National Alliance for the Mentally Ill (NAMI) has advocated and provided funding for two recently developed housing projects. In 2001, NAMI convened a “housing roundtable” that brought together key members of various constituencies, including: mayors; county commissioners; legislators; developers; business leaders; non-profit housing providers; bank representatives; officials from the State housing and mental health agencies; mental health clients; county social services and mental health staff; and key members of the community. Housing Roundtable attendees brainstormed ways to more effectively and efficiently create housing opportunities for persons with mental illness. A follow-up committee, consisting of NAMI members and County staff continues to work on implementing the roundtable’s recommendations. In 2002, the local chapter of the Recovery Association Project (RAP) had also become active in advocating for alcohol/drug-free affordable housing in Clackamas. RAP, through its effective community organizing strategy, has developed individual relationships with key County staff involved with affordable housing. RAP has also become a member of the Coordinating Council for Homeless Programs.
4. Project Planning & Development Teams: Specific project teams meet throughout the year to move the development process along. Examples during the 2002 program year included:
 - The Fisher Ridge Apartments, a 19-unit HUD 811 project for disabled persons. Team: National Alliance for the Mentally Ill, Clackamas County Mental Health, Northwest Housing Alternatives, Clackamas Residential Options and Clackamas County Community Development. Status: Construction completed in February 2002. Project is now 100% occupied.
 - Harmony House, a 6-bed residential treatment facility for persons with mental illness. Team: National Alliance for the Mentally Ill, Clackamas County Mental Health, Housing Authority. Acquired in fall of 2001. The project is now 100% occupied.
 - Longbourn, a newly constructed 5-unit SRO for drug-affected women in recovery and their children. Team: Central City Concern, Clackamas County Mental Health, Clackamas County Public Health, State Dept of Human Services (Child Welfare and Self-Sufficiency), Northwest Housing Alternatives. Status: Program began operations in fall of 2001.

- Chez Ami, a 40-unit permanent housing project with supportive services for persons with mental illness. Team: Central City Concern, National Alliance for the Mentally Ill, Clackamas County Mental Health and Clackamas County Community Development. Status: Construction completed in April 2002. The project is now 100% occupied.
 - Shelter + Care, 25 tenant-based vouchers for disabled homeless clients of Clackamas County Mental Health and Clackamas County Social Services. Team: Clackamas County Mental Health, Clackamas County Social Services, and Housing Authority of Clackamas County. Status: First client placed in rental-assisted housing in September, 2002. Implementation of this new HUD program will be occurring throughout 2003.
 - HUD Section 811, application for a new 15-unit HUD Section 811 project for permanent housing for persons with disabilities. Team: Clackamas County Chapter of the National Alliance for the Mentally Ill, Clackamas County Mental Health and Northwest Housing Alternatives Status: Application to be submitted June 2002.
 - Villebois Mental Health housing: 10 acres set aside for affordable mental health housing at the old Dammasch State Hospital site in Wilsonville where a 500 acre urban village, named Villebois, is planned. Team: State Mental Health, State Dept of Administrative Services, National Alliance for the Mentally Ill, adults in recovery from mental illness, Costa Pacific developers, County Mental Health and County Community Development. Construction projected to start in 2003 and continue over 10 years.
5. Clackamas County Government: Clackamas County Government includes the Board of Commissioners, County Administration and County staff. In addition to providing staff for the Continuum of Care planning process, Clackamas County has linked consumers and service providers by making the Clackamas County Social Services Division Information and Referral database available to the public on the Division's Web Site. The Division also sponsors a monthly I&R Breakfast to update agencies on services available in the County. This interagency sharing of and access to information facilitates a broader documentation of the County's homeless populations and their needs for housing and supportive services, which in turn is utilized to support a variety of planning efforts.

The Board of Commissioners also approved a policy for communicating and building relationships with neighbors of assisted housing projects while respecting the rights and privacy of future tenants.

The County's Fair Housing Officer provides information, referral and advocacy for housing in the County. The Analysis of Impediments to Fair Housing in Clackamas County (June 26, 1996) listed increasing "outreach and education of fair housing laws for . . . community planning representatives" as one of the possible actions to further Fair Housing. The Fair Housing Officer has actively participated in the Continuum of Care planning process. This has helped to increase the understanding of fair housing laws among the CCHP members.

6. Other Planning Processes: CCHP members participate on and provide input to other planning process including, but not limited to, this Consolidated Plan, the Housing Authority Planning Process, Metro's Housing Technical Advisory Committee, the Local Public Safety Coordinating Council, the Commission on Children & Families Strategic Planning, and the State A&D Implementation Plan. These and other planning processes have identified affordable safe housing as critical to the stability of individuals and families.

The CCHP Homeless Management Information System (HMIS) subcommittee is coordinating with regional efforts as well as with the State in the development and implementation of an HMIS system. These efforts are expected to continue through 2003 and 2004.

7. Mainstream Resource Providers: Mainstream resource providers participate on the CCHP to ensure that coordination and access to mainstream resources are a part of all planning for services and programs for homeless persons. Providers of mainstream resources active on the CCHP include: Clackamas County Social Services (Medicaid, Food Stamps, SSI, Workforce Investment Act, Veteran's Services, FEMA, Employed Persons with Disabilities, Employment Initiative, State Emergency Housing Assistance, State Housing Assistance Program, State Housing Stabilization Program.); Clackamas County Mental Health (Medicaid, Mental Health Block Grant, Substance Abuse Block Grant); Oregon Department of Human Services Clackamas County Area (Medicaid, State Children's Health Insurance Program, Food Stamps, SSI, TANF, Workforce Investment Act, Welfare to Work, Social Services Block Grant); Clackamas County Community Development (CDBG, HOME, Emergency Shelter Grant); Housing Authority of Clackamas County (Housing Choice Vouchers)

The numbers shown in Table 1A are a conservative estimate of housing needs for the homeless. Even so, the need for emergency and transitional housing far surpasses the current inventory in all areas. The projects on Clackamas County's priority list reflect the highest priorities perceived by the agencies involved in developing the Continuum of Care strategy. Agencies and organizations that have been involved in the community process to develop this year's Continuum of Care strategy include:

CLACKAMAS COUNTY

Community Development

Mental Health

Social Services (Community Action, Senior Services, Veterans Services, Fair Housing and Disability Advocates Coalition)

Housing Authority of Clackamas County

Clackamas County Community Corrections

Employment Training & Business Services (ETBS)

Office for Children & Families

NONPROFIT HOUSING/SERVICE ORGANIZATIONS

Camp Fire Teen Parent Program

Cascade AIDS Project

Catholic Charities

Central City Concern

Clackamas Assistance for Displaced Youth (CADY)

**Table 1A
Priority Needs of the Homeless**

		Estimated Need	Current Inventory	Unmet Need / Gap	Relative Priority
Individuals					
Beds / Units	Emergency Shelter	125	14	111	H
	Transitional Housing	750	15	735	H
	Permanent Housing	2,500	364	2,136	H
	Total	3,375	393	2,982	
Estimated Supportive Services Slots	Job Training	1,453	436	1,017	H
	Case Management	1,841	552	1,289	H
	Substance Abuse Treatment	1,259	945	315	L
	Mental Health Care	775	581	194	L
	Housing Placement	1,841	184	1,657	H
	Life Skills Training	1,841	184	1,657	H
	Other	1,841	1,381	460	L
Estimated Sub-populations	Chronic Substance Abusers	675	40	635	H
	Seriously Mentally Ill	1,181	124	1,057	H
	Dually - Diagnosed	827	110	717	H
	Veterans	236	0	236	M
	Persons with HIV/AIDS	30	5	25	H
	Victims of Domestic Violence	101	4	97	H
	Youth	668	2	336	H
Other	135	56	79	H	
Persons in Families with Children					
Beds / Units	Emergency Shelter	250	54	196	M
	Transitional Housing	1,500	69	1,431	H
	Permanent Housing	660	0	660	H
	Total	2,410	123	2,287	
Estimated Supportive Services Slots	Job Training	1,711	1,027	684	M
	Case Management	2,167	1,300	867	M
	Substance Abuse Treatment	1,483	1,112	371	H
	Mental Health Care	913	684	229	L
	Housing Placement	2,167	325	1,842	H
	Life Skills Training	2,167	325	1,842	H
	Other	2,167	1,632	542	L
Estimated Sub-populations	Chronic Substance Abusers	241	0	241	H
	Seriously Mentally Ill	96	0	69	H
	Dually - Diagnosed	67	0	67	H
	Veterans	313	0	313	M
	Persons with HIV/AIDS	5	0	5	M
	Victims of Domestic Violence	169	45	124	M
	Youth	48	15	33	H
Other	48	0	48	L	

**Table 1B
Special Needs of the Non-Homeless**

SPECIAL NEEDS SUBPOPULATIONS	Priority Need Level High, Medium, Low, No Such Need	Unmet Need	Dollars to Address Unmet Need	Goals
Elderly	M	472	\$9,720,000	9 - 3 Year Goal 3 – Annual Goal
Frail Elderly	H	480	\$4,800,000	9 - 3 Year Goal 3 – Annual Goal
Severe Mental Illness	H	284	\$9,680,000	15 - 3 Year Goal 5 – Annual Goal
Developmentally Disabled	H	270	\$2,700,000	9 - 3 Year Goal 3 – Annual Goal
Physically Disabled	H	2,400	\$6,000,000	15 - 3 Year Goal 5 – Annual Goal
Persons w/ Alcohol/Other Drug Addictions	H	759	\$7,600,000	30 – 3 Yr Goal 10 – Annual Goal
Persons w/HIV/AIDS	H	80	\$7,600,000	120 – 5 Yr Goal 24 – Annual Goal
Other – Victims of Domestic Violence	H	200	\$3,206,000	900 – 3 Yr Goal 300 – Annual Goal
TOTAL		4,945	\$57,306,000	

Clackamas Community Land Trust
 Clackamas Women’s Services (CWS)
 Lake Oswego Transitional Shelter Ministries
 Legal Aid Services
 Northwest Housing Alternatives (NHA) & Annie Ross House
 Wells Fargo Bank

Advocacy Groups

National Alliance for the Mentally Ill (NAMI)
 Disability Advocates Coalition
 Youth Services Consortium
 Hispanic Interagency Networking Team (HINT)
 Recovery Association Project (RAP)

STATE OF OREGON

DHS – Child Welfare
 DHS – Self Sufficiency
 Oregon Housing and Community Services

Other organizations that are on the information distribution list, but have not actively participated in the community process, include Lake Oswego United Church of Christ, Wilsonville Community Sharing and the Oregon Family Support Network.

Strategies to Address Homelessness. The Coordinating Council for Homeless Programs in Clackamas County has adopted the following 10 year goal: To develop a continuum of care of housing and services that provides sufficient opportunities to end chronic homelessness in 10 years, via:

1. Full utilization of mainstream resources;
2. Coordination of service delivery and housing systems;
3. Systemic agreements and institutional targeting of populations at high risk of homelessness;
4. Creative cultivation of new resources;
5. Public awareness to foster a collective sense of responsibility.

The above strategy, developed by the Coordinating Council for Homeless Programs, is based on a set of principles which will permeate implementation of the strategy. These principles are:

- Equity of access to housing and services;
- Choice and self-determination as consistently part of the process;
- Treating people with dignity and respect, regardless of their housing status;
- Culturally competent services;
- Non-judgmental approach to people and their problems throughout the housing and service systems.

The number of sheltered (5) and unsheltered (258) chronically homeless persons in Clackamas County is a good estimate given the known data. Our Coordinating Council for Homeless Programs is actively seeking technical assistance on developing more accurate and credible data on this population. In the coming year, we expect to have a consultant assist us with a strategy on how to better accomplish this task. We also anticipate that the development and implementation of a countywide HMIS system will lead to better accuracy in the counting methodology and outcomes.

The Continuum of Care identified to general goal areas; Ending Chronic Homelessness and Ending Other Homelessness. The goals and action steps in each category are as follows:

Ending Chronic Homelessness	Action
Goal 1: Improve methodology and outcome of local <u>count</u> of chronically homeless persons.	<ul style="list-style-type: none"> • Facilitate technical assistance from consultant & from agency (JOIN) in neighboring county with expertise in homeless outreach. • Implement HMIS via that State OPUS system.
Goal 2: Explore <u>systemic</u> interagency <u>agreements</u> that focus on people at high risk of immediate and chronic homelessness.	<ul style="list-style-type: none"> • Explore McKinney initiatives underway in local school districts to ID areas of collaboration. • Advocate for strong interagency (Welfare, Employment, Child Welfare, Mental Health & Addictions) commitment to team discharge planning for women exiting the

	<p>new Coffee Creek Prison in this County.</p> <ul style="list-style-type: none"> • Coordinate a new interagency effort to effectively plan for children aging out of foster care – BEFORE they turn 18. • Continue to negotiate with State of Oregon for the transfer of funds from the State Mental Hospital to the County to develop new community housing for adults exiting the state mental hospital.
Goal 3: <u>Creative cultivation of resources</u> for housing and service capacity enhancement for persons who are chronically homeless.	<ul style="list-style-type: none"> • Apply for United Way funding for a special needs housing developer who would focus on the mentally ill population: proactive capacity building. • Villebois: pick housing sponsors for first 3 of 24 new housing projects for the mentally ill. • Sandy mental health housing (site secured): Select sponsor and ID funding. • Shelter + Care: Continue implementation for the homeless disabled to bring program to full capacity.

Ending Other Homelessness	Action
Goal 1: Strengthen the Continuum of Care process in the County.	<ul style="list-style-type: none"> • ID key organizations not yet at the table and facilitate their participation (law enforcement, food centers, Welfare Dept., Dept of Transportation etc.) • Clarify the structure of the Coordinating council for Homeless Programs.
Goal 2: Maintain capacity of current transitional housing that have a proven track record of assisting homeless persons back to self-sufficiency.	<ul style="list-style-type: none"> • Renew grants for Jannsen, Jackson and Clackamas Women’s Services to continue availability of transitional housing for singles and families in the county.
Goal 3: Promote Capacity Initiatives	<ul style="list-style-type: none"> • Meadowlark – reapply for HUD 811 to build and subsidize 14 unit for very low income severely mentally ill. • Haven House - Domestic Violence Shelter – 2nd shelter to open in the County. • Sandy Vista I – complete construction of 30 units for migrant farm workers. • Sandy Vista II – start construction of 24 units of permanent housing for farm workers.

	<ul style="list-style-type: none"> • Family Transitional Housing – develop 4 large units for families exiting the Annie Ross Family Shelter. • Site selection for new project with 68 large units of affordable housing in rural Molalla. • Burlington Place – development of 14 units of home ownership for low income. • Whispering Pines Apartments for very low income elderly.
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Strategies to Address Housing Needs for People Living with AIDS. HOPWA funds are federal funds that flow to individual regions to provide residential assistance for people with HIV/AIDS. The local region includes 6 counties of which Clackamas is one. HOPWA funds have been used in Clackamas County for the construction of a 5 bed foster home, Swan House, for adults with HIV/AIDS. Swan House has been in operation and full since 2001.

The Portland Bureau of Housing and Community Development is the local entity responsible for the regional planning for these HOPWA funds. Strategies for utilization of HOPWA resources that are anticipated to be available during the 2000 – 2005 planning period of the Portland EMSA consortium and are summarized as follows:

Description

Provides a full continuum of housing and housing services to individuals and families living with HIV and AIDS. Programming provides:

1. Transitional housing with intensive supportive services that ranges in duration from 6-18 months (with special programming for youth and multiple diagnosed);
2. Permanent housing, including development financing , project-based rental assistance and residential supportive services; and
3. Housing-related services including fair housing information and enforcement, a furniture warehouse program and service linkages.

Eligible Beneficiaries

Low income persons with HIV, AIDS or related illnesses and members of their family living in the six-county Portland EMSA.

One-Year Issues and Future Directions

- A needs assessment and planning process was completed during 2000. The priorities coming from the planning process are to maintain continuum of services, foster new housing development that leverages other development funds and increase access in all six counties to PHA resources like Section 8 and low rent public housing for the eligible population.
- There is a need to stabilize the current continuum of permanent housing by adjustments to capital structure and rent assistance levels. PCRI units, in particular, are not financially sound in their current structure.

- The recent needs assessment indicates that the under utilization of youth housing resources is not due to lack of need. There is a need to re-examine program structure that serves HIV and AIDS affected youth.

Five-Year Issues and Future Directions

- The needs assessment encourages development of scattered site permanent housing, which is challenging to develop within the HOPWA rent structure for target population at 17-23 percent of adjusted median income. A move away from facility-type models to meet consumer preference will mean leveraging HOPWA funds into other affordable housing developments.
- The nature of the HIV/AIDS epidemic is changing. Families and hidden populations are increasingly affected, requiring culturally appropriate outreach and programming. Affected individuals are living longer with the disease, but incomes and health status are typically in constant flux. The need for affordable, supported permanent housing is great, while at the same time public perception is that the need is waning.
- The needs assessment done as part of the 2000-2005 Portland EMSA consortium plan projects that the current system has a gap of 479 affordable units, while HOPWA funds can only develop 6-8 units per year in the EMA while maintaining existing continuum.

Five-Year Aggregate Performance Projections

HOPWA funding will provide 90 homeless families living with HIV or AIDS with six months to two years of transitional housing and intensive supportive services over the five years. At 6 units per year, the HOPWA program anticipates developing 30 new units of permanent housing within the Portland EMSA Consortium during the 2000-2005 planning period.

Cascade Aids Project provides a full continuum of housing and housing services to individuals and families living with HIV and AIDS. Programming provides:

- Scattered site transitional housing with home-based supportive services, ranging in duration from 6-12 months for HIV+ households experiencing homelessness. Serves individuals, couples, families with children and extended families. Participants receive rent and utility assistance along with household furnishings and basic supplies.
- Emergency rent assistance and short-term rent subsidies for low-income households affected by HIV who need help to avoid evictions or move into permanent affordable housing.
- Housing related services include Ready2Rent program, housing lifeskills workshops, family/children's services, employment support and a donated furnishings program.

HIV Case Management is provided by the OHSU Partnership Project under contract with the Clackamas County Public Health Division. In 2002, 43 people received active case management services.

ii. Provision of Emergency Shelter. Strategies to address the needs of the homeless include support services for homeless people, improvements to emergency shelters, adding shelter beds, maintenance of transitional housing stock and enlarging the County's permanent, affordable housing stock. Homeless services and shelter improvements are intended to meet emergency or

short-term needs. Transitional housing and permanent, affordable housing stock are targeted to meet the longer-term needs of the homeless population.

The County's efforts to prevent low-income families from becoming homeless are centered at the Social Services Division. This office assists persons with utility payments, landlord-tenant dispute resolutions, fair housing issues and referral to assisted and affordable housing units. Some assistance in obtaining affordable housing is also available at the Housing Authority.

Support services will include case management, medical or psychological counseling and supervision, child care, transportation, job training and operating costs of shelters. Client groups targeted for assistance will include families, youth, victims of domestic violence, chronically mentally ill and farm worker populations.

Planned emergency shelter improvements include rehabilitation and expansion of one of the existing shelters along with acquisition of property for additional domestic violence shelter beds.

iii. Promoting Transition from Homelessness to Permanent Housing. During the 3-year period of this Plan the County intends to continue efforts to develop affordable housing as part of the long-term solution to homelessness. This approach will sustain efforts to maintain and improve the existing housing supply through rehabilitation and acquisition/rehabilitation efforts where appropriate. Over time the supply of appropriately sized housing units affordable for homeless and special needs populations is likely to diminish, especially as the County continues to experience strong growth pressures. Anticipating this trend the County intends to begin a more aggressive effort to identify and package funds from various sources to construct new rental and homeless/special needs housing.

2. Specific Objectives for Homeless and Special Needs Populations

Clackamas County plans to distribute ESG funds annually during the 3-year period of this Plan to the following existing shelters to assist with covering operating costs.

Figure 25. Planned Utilization of ESG Funds for Operation of Homeless Shelters

Annie Ross House	For homeless families	43%
Clackamas Women's Services	For victims of domestic violence	43%
The Inn	For Adolescents	11%
Administration		3%
Total Grant		100%

Clackamas County's objectives to address homeless needs and special needs of the non-homeless are shown in Table 1C.

**Table 1C
Summary of Specific Homeless/Special Needs Objectives
(Table 1A/1B Continuation Sheet)**

Obj #	Specific Objectives	Performance Measure	Expected Units	Actual Units
	Homeless Objectives			
S-2/C-10	To use CDBG and sponsor funds during the second year of this plan to develop a group home that will accommodate 9 adolescent boys.	Public Facility (PF)		

	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	1 PF	2004-05	1 PF year 2			
S-5/H-7	To use CDBG funds during each year of this plan to assist the County Social Services Division in providing a Fair Housing and Information and Referral service to oppose discrimination in housing and to help locate shelter and housing opportunities.			People		
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	900 people	2003-05	300 people/yr			
S-6	To use available ESG funds during the three years of this Plan to support operation of three homeless shelter facilities; the Annie Ross House, Clackamas Women's Center and The Inn Home.			People		
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	600 people	2003-05	200 people/year			
H-8	To develop transitional housing units by acquiring existing duplex units near the Annie Ross House emergency shelter in Milwaukie. Conversion of existing residential units will require compliance with applicable URA and one for one replacement provisions.			Housing Units (HU)	4	
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	4 HU	2003-04	4 HU			
Special Needs Objectives						
S-1	To use CDBG funds and resources provided by the sponsor during the first year of this plan to construct half street improvements to support development of a 15-unit apartment complex for psychiatrically disabled adults.			People	15	
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	30 People	2003-04	30 people year 1			
S-3	To apply CDBG funds during the second year of this plan to assist the County's Mental Health and Public Health Departments in the development of an integrated human service's center.			Public Facility (PF)		
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	1 PF	2004-2006	1 PF year 3			
S-4	To use CDBG funds during the third year of this plan to assist CCI Enterprises in acquiring and remodeling an existing building that will accommodate employment and vocation related services for adults with severe disabilities.			Public Facility (PF)		
	<u>Accomplishment</u>	<u>Time Period</u>	<u>Annual Goal</u>			
	1 PF	2003-04	1 PF year 2			

3. Affordable Housing Priority Needs and Strategies

a. Priority Housing Needs

Priority housing needs by household type are shown in the following table.

**Table 2A
Priority Housing Needs**

PRIORITY HOUSING NEEDS (households)			Priority Need Level High, Medium, Low	Estimated Units	Estimated Dollars to Address
Renter	Small Related	0-30%	H	10	\$500,000
		31-50%	H	25	\$1,250,000
		51-80%	M	25	\$1,250,000
	Large Related	0-30%	H	5	\$2500,000
		31-50%	H	10	\$500,000
		51-80%	M	15	\$750,000
	Elderly	0-30%	H	35	\$1,750,000
		31-50%	M	25	\$1,250,000
		51-80%	M	20	\$1,000,000
	All Other	0-30%	H	35	\$1,750,000
		31-50%	M	15	\$750,000
		51-80%	M	10	\$500,000
	Owner	0-30%	M	25	\$375,000
		31-50%	H	75	\$1,125,000
		51-80%	H	125	\$1,680,000

The table above estimates costs to address priority needs based on the types of activities that are planned to address the various needs for rental units and owner-occupied units. Estimates in the renter section of the table estimate the HOME subsidy for new construction. Estimates in the owner section of the table are primarily based on CDBG-funded rehabilitation of existing units. The following typical per/unit costs are associated with various housing rehabilitation programs offered through the County.

Owner Occupied – Complete Repairs	up to \$35,000
Owner Occupied – Exterior	up to \$20,000

Owner Occupied – Single Purpose	up to \$15,000
Owner Occupied – Historic Preservation	up to \$7,500
Rental Rehabilitation – Complete Repairs	up to \$35,000
Rental Rehabilitation – Exterior	up to \$20,000
Rental Rehabilitation – Single Purpose	up to \$15,000
Accessibility Grants	up to \$2,500
Home Buyer Assistance	up to \$10,000

b. Priority Analysis and Strategy Development for Affordable Housing

The major overall priority, as expressed in the profile and needs analysis, is affordability related to high rent and cost burdens, especially for those households with income \leq 50% of the Median Family Income (MFI). As Figure 16 shows, in 1990 there were fewer affordable rental units available than there were renter households with the lowest incomes at \leq 30% MFI; and for others in the very low income groups, there is a very limited supply of affordable housing. Only when incomes rise above 50% MFI, does there appear to be an adequate supply of housing to meet the needs, although there are many households in the low income category who have high rent or cost burdens.

For those with rent and cost burdens, the greatest priority is to help renters, with particular concern for the elderly, disabled and very large families whose needs are somewhat greater than the other renter households as shown in CHAS Table 1C; and even though the number of large households is smaller than the other households groups, they have the longest wait to find affordable and appropriate housing units.

Clackamas County has the third largest farmworker population of any county in the State and available information suggests that the housing supply for these households is severely limited. Since seasonal and year-round farmworkers are generally at \leq 30% MFI and have families larger than the standard household average affordability and overcrowding problems are a significant issue. Addressing the housing problems of seasonal workers is important to the migrant population and to farming activities that are conducted in Clackamas County.

Because many of the Homeless/Threatened with Homelessness households are also very likely to have no or very low incomes or have other special needs, addressing the problems of these households and individuals helps to relieve the burden on a limited supply of affordable units in addition to responding to the specific needs of these subpopulations.

Because the problems are most severe for those with very low incomes, the overall approach is to develop strategies with several key objectives:

- Protect the existing housing stock and reduce rent and cost burdens for very low and low income renters and owners, through means such as rehabilitation, keeping units subject to prepayment available as affordable units, or assisting households with reduction of cost burdens through home-sharing; and
- Add new affordable housing for both renters and first-time home buyers through acquisition/rehabilitation or new construction through use of a wider range of funding sources. Making affordable units available for first-time home buyers will help reduce pressure on the limited supply of affordable rental units as well as provide security for households, especially for those families with children. Housing needs statistics suggest

that acquisition/rehabilitation of foreclosed units or utilization of manufactured housing are two means by which affordable home ownership might be developed in Clackamas County.

For those who are homeless or threatened with homelessness, there is a need for both shelter and transitional housing, and the strategies recommend several approaches be used including activities within the County and some that are initiated through intergovernmental efforts. As the profile shows, the number threatened with homelessness appears to approach the number of homeless, therefore addressing needs of very low income people with high cost burdens, those being released from institutions and special needs subpopulations is necessary to keep the homeless population from increasing.

As indicated, there is a strong linkage between some of the special needs subpopulations and those threatened with homelessness. Therefore shelter, transitional and independent living units are critical. However, as important as housing is to these populations, housing alone is often insufficient to meet the needs of homeless and special needs populations. Supportive services are essential and must be tied to the housing if people are going to be helped to become or remain self-sufficient and independent.

This Plan addresses the housing needs of all three of these populations --those with affordability and rent/cost burdens, the homeless and those with special needs.

There also are other important and essential related priorities that must be addressed over the next three years. The County intends to increase its capacity to respond to needs associated with rent/cost burdens, homelessness and special needs by implementing some or all of the following strategies:

- Promote increased community awareness of housing-related issues associated with planning and growth management in the county as well as issues of affordability through strategies such as: a) sponsorship of a county-wide housing congress; and b) increased private sector participation; and c) formation of a county-wide housing committee;
- Added staff capacity to: a) assist existing non-profit organizations and encourage the formation of new community development corporations or community housing development corporations; b) provide a more aggressive approach to take advantage of the full range of available local, state and federal housing-related resources; and c) encourage the formation of community-based and intergovernmental alliances to focus attention and help address identified need, and
- Conduct research and planning activities to improve information available for development of appropriate strategies through identification and clarification of needs and to develop approaches to address housing issues, such as: the loss of affordable units through demolition and conversions; rural and farmworker housing needs; housing conditions, and the extent and incidence of lead-based paint hazards.

i. Priority to Promote New Housing Construction. As suggested above, the supply of affordable rental and ownership housing for very low-income households, homeless and special needs populations is very limited, and continued acquisition of existing units which are properly sized and affordable will become more difficult. Therefore, greater attention in the next three years must be paid to construction or provision of new affordable rental and ownership units and

transitional/supportive housing for homeless and special needs populations. Beneficiaries include elderly, disabled and farmworker households.

As Figure 16 suggests, at least several thousand units of affordable rental and/or homeowner housing is needed just to meet the number of underhoused very low-income renter households. To create enough new affordable units to provide some choices and improve the vacancy rate for affordable units would require even more units.

Strategies. With market interest rates at an acceptable level, this is a good time to increase and encourage the involvement of private lenders in helping to meet some of the County's more critical housing needs. The Community Reinvestment Act calls for this involvement, and opportunities exist for assistance in creating financing packages that cannot be created without the advice and involvement of the private sector. With limited capacity in the County to develop innovative packages and take fuller advantage of both state and federal sources of funds, such as federal and state tax credits, farmworker housing or trust funds, private sector experience could be very helpful.

For some needs, such as the creation of migrant and seasonal farmworker housing, a combination of private, public and non-profit resources and participation may be necessary to construct new housing; and consideration should be given to developing incentives to encourage employer participation in meeting these housing needs.

As the profile indicates, manufactured housing comprises a substantial amount of the new single-family units added in the last several years. Utilizing private and public funds, such as HOME, HOPE 3 and CDBG, manufactured home parks or subdivisions could be a reasonable solution to the affordable housing problem, especially in the rural areas of the County.

Finally, in spite of all of these efforts, it is unlikely that enough assisted housing could be built. Therefore, the market must be encouraged to provide more new affordable units than it has in recent years. Making units available which are affordable to low (50 -80% MFI) and moderate income households (80- 95% MFI) would reduce the pressure on existing units by providing more choices to those with the means to upgrade. However, as long as new housing is being built at densities lower than are planned, and as long as new housing is way beyond the means of these households and cater to new in-migrants with a large amount of expendable income, the market will not automatically add much to the solution. Therefore, local government should look more closely at their Goal 10 strategies to determine if regulatory review, bonus density incentives, accessory units, inclusionary zoning requirements, minimum density requirements, incentives in the form of fee, permit or property tax waivers, donation of public land, or other means would be helpful in encouraging provision of new, more affordable housing units.

Growth during the next decade will only make this problem more severe, i.e. more competition for fewer and fewer affordable units, therefore some new strategies are needed during the next three years. Transit-oriented development, neo-traditional neighborhoods, jobs-housing balance are all being pursued by local and regional planners as the future of the region is being addressed through Metro's Region 2040 effort. Affordability, access and fair share issues should be part of that discussion.

The County expects to assist 60 households over the next 3 years through the construction of an average of 20 HOME assisted housing units per year.

ii. Priority to Provide Rental Assistance. Rental assistance is an essential requirement for many of the County's very low and low-income households. Section 8 assistance is the largest source of rental assistance and for the homeless and special needs populations, emergency assistance is essential as stopgaps and in recognition of the fact that there is an inadequate supply of shelter housing available.

In addition assistance with security deposits, down payments, etc. are other types of rent assistance that can be essential for seasonal workers who do not have a steady year-round source of income. Potentially, emergency assistance funds may be needed to help displaced timber workers with their utility, mortgage or rent payments.

Strategies. New funding sources must be found to expand the range of rental assistance available in the County. Rural Development provides funding for rental assistance and the State's Low Income Rental Housing Fund is available under certain arrangements. This latter fund may be especially helpful for seasonal farmworker households. In addition, private sources of funding, provided through donations and fundraising, are commonly used to offer rental assistance.

Clearly, the primary purpose has been to keep people from sleeping on the street or being evicted, but there is also a need for rent assistance to help people, such as seasonal farmworkers and other low-income households get into rental housing. Some intervention by an agency which could both counsel and vouch for these families could be part of a solution; and if a revolving fund from private and public sources were available that could be used and repaid over time when there was income, that might help to resolve the seasonal farmworkers problems.

iii. Priority to Support Facilities and Services. For certain subpopulations, housing alone is insufficient to address their needs. This is particularly true of special needs populations and many of the homeless, as their needs are not limited to housing alone. In general, the goal is to provide services which allow people to remain or attain independence and self-sufficiency. However, as the County begins to consider new ways to reduce cost or to encourage more first-time home buyers some support services will be needed to set up programs or to advise households.

Strategies. In 1996 the County initiated a comprehensive Continuum of Care approach to address the needs of the homeless and special housing needs of the non-homeless. The County provides some counseling assistance through its housing rehabilitation and weatherization programs. Such assistance is expected to be expanded with the implementation of a first-time homebuyers program. Where gaps exist in the provision of services the Continuum of Care process may need to be expanded by developing and strengthening relationships with private non-profit and public agency service providers.

iv. Priority to Acquire Housing Sites. For some of the priority needs acquisition is one of the few means available for providing an affordable and appropriately sized housing unit. This is particularly true for large related household renters, for families with children seeking ownership, and for homeless and special needs housing, such as transitional housing, group homes and RCFs.

Strategies. There are several strategies central to this effort, in addition to the efforts of social service agencies, which utilize a wide variety of funding sources to acquire and rehabilitate units.

There are assisted housing projects which are subject to prepayment and potential loss as assisted units. Oregon Housing Now, working through the Oregon Department of Housing and Community Services (OHCS), is in touch with owners of these units and is working with them or with non-profits to renew or establish contracts to maintain these units as low-income housing for another 20 or 50 year period. It is important that the HACC serve as an owner of last resort, if these other approaches are not successful.

Non-profits and the HACC are in a position to "acquire" units that the County forecloses due to tax liens and that can be rehabilitated and rented or sold to low income households. In a similar manner, there may be land that could be acquired which the HACC or a non-profit could bank for future housing sites.

A community land trust homeownership program can provide home ownership opportunities to low-income people by acquiring housing and retaining title to the land while selling the house (improvement) to a qualifying household. Houses held by the land trust can remain affordable by removing the cost of the land as a component of the price and by limiting appreciation in housing prices at the time of resale. The County may use HOME funds to assist the development of affordable home ownership opportunities for low-income households under the land trust model if the project is economically sound and results in the homeowner having equity in the improvement.

Clackamas County expects to participate in approximately 1-2 acquisition projects per year.

v. Priority to Rehabilitate Existing Units. As growth occurs in the region, and in the County, there is increasing pressure on the existing housing stock, as indicated by low multi-family vacancy rates, increasing rent levels and the limited supply of affordable rental units. Maintenance and protection of existing rental units for very low income households is a top priority, as shown in Figure 16 and CHAS Table 1C.

In addition, much of the housing that is available to meet the needs of the homeless and special needs subpopulations has been developed through acquisition and rehabilitation of existing housing. However, this will become an increasingly important reason why new construction of both rental and homeownership units must receive greater attention during the next three years.

Strategies. The County's housing rehabilitation program will be continued, and expanded, and a special emphasis will be placed on the addition of more rental units, whether single family or multi-family, to the stock of rehabilitated units for which there is a commitment to maintain these units as affordable for very low and low income households.

Maintaining the elderly in their own homes is a central precept for the Area Agency on Aging. With high cost burdens resulting from increasing taxes and utilities paid from fixed incomes the County's housing rehabilitation program can be instrumental in helping elderly homeowners to stay in their own homes.

In addition to the County's efforts, public and private nonprofit agencies should take fuller advantage of programs such as the State's Rural Rehabilitation Loan program, Rural Development funds and other sources to assist low-income rural households.

The County expects to assist 120 households over the next 3 years through an average of 40 housing rehabilitation loans per year.

vi. Priority to Provide Homebuyers Assistance. The high cost of new housing and population growth will continue to bring pressure on existing housing stock and prices will remain beyond the means of low-income home buyers, especially families with children such as farmworker families and female-headed households, two groups which have specifically been identified as having severe affordable housing needs. In addition, assistance may be needed by some of the displaced timber workers during the next three years.

The County intends to continue its home buyer assistance program which provides assistance with down payment and closing costs. The County has allocated \$100,000 of HOME funds from the 2003 entitlement for homebuyer assistance.

Other methods to reduce rent/cost burdens will also be explored which include assistance to existing homeowners such as a home share program with the elderly and other low income households or assistance in refinancing to reduce cost burdens for low income homeowners. Technical advice and some limited financial assistance, e.g. grants or loans for appraisal fees, for existing homeowners with high cost burdens is being considered. This kind of program would be very appropriate for private sector participation.

Strategies. The County plans to work with the banks, non-profits and others to take advantage of the state's single-family programs and low market rates and to make HOME funds available to assist low-income home buyers.

For some of the low-income elderly homeowner households with high cost burdens, continuation of a shared housing program by the Ecumenical Ministries of Oregon will help reduce those burdens, offer personal help and support, and at the same time provide affordable housing options for non-elderly households with low incomes.

This activity has been given a lower priority than in previous plans. This is due primarily to the uncertainty of the status of the final program regulations under review by HUD. At the time of publication it was unclear whether HUD would simply refine and then publish guidelines for this project as an eligible activity under the HOME program or if HUD would create an entirely new Homebuyer Assistance program separate from HOME with its own set of federal regulations. The ambiguity surrounding the regulations along with the County's need to prepare and advertise a new Request for Proposal for consumer counseling and underwriting services has forced to County to curtail its efforts in this area. As soon as the above issues have been resolved the program guidelines will be amended to reflect any regulatory changes and this service will again be made available to the residents of Clackamas County.

vii. Priority to Expand Capacity Building. As suggested throughout this description of strategies, new and more aggressive approaches are needed, and though the HACC and other County agencies have and should continue to play key roles in identifying and responding to housing priorities, there is a need for added capacity.

Capacity-building could take several forms, including:

- development of a greater countywide awareness of housing needs and issues
- additional technical assistance to community groups, assistance in establishing new non-profits, outreach to the private sector, etc.;

- making more extensive use of state, federal and local housing resources and encouraging new participants, such as NAMI, OHCS, Habitat for Humanity, local churches and others to become and continue to be active in the County; and
- developing inter-county alliances to address commonly shared housing needs for subpopulations such as migrant and seasonal farmworkers, AIDS and related diseases, homeless single adults, pregnant and parenting teens (continue the youth consortium), and SMIs.

Strategies. Funds to expand staff capacity are available from public sources such as CDBG and HOME funds, private sources such as loaned personnel and donations, community and religious groups, etc. With changes on the horizon in the County due to continuing growth pressures, added capacity will be essential to address these affordable housing issues.

b. Summary of Three-Year Housing Strategy

During the 2003-2005 planning period the County will attempt to develop a more multi-faceted approach to the problems of affordable housing. This will include continuing efforts to maintain and improve the existing supply through rehabilitation, addressing the possible losses of federally assisted units being considered for prepayment, and where appropriate, acquisition/rehabilitation efforts to meet homeless and special needs housing. Given the particular concerns identified in this Plan about the needs of very low income renter households and the limited affordable housing stock available to them, the County's maintenance efforts will focus on this part of the housing supply. Strategies to focus on acquisition and maintenance of housing slated for demolition and vacant units that are subject to public or private foreclosures and potential loss from the affordable housing stock will be explored.

As time goes on the supply of appropriately sized and affordable units for homeless and special needs populations is likely to diminish, especially as the County continues to experience strong growth pressures. Therefore, the County intends to begin a more aggressive effort to identify and package funds from various sources to construct new rental and homeless/special needs housing, keeping in mind the needs of large families and those in the rural areas and small communities, as well as the larger cities.

In a similar vein, as the available supply is less and less adequate to meet renter needs, there also will be pressure on existing low income homeowners and efforts should be made to assist them to stay in their homes and remain independent. Of particular concern is the need for assistance to the elderly, potentially to displaced wood products workers, those faced with displacement due to private actions. In addition to helping existing homeowners, the County will implement program to help first-time home buyers. A wide range of potential approaches exists, including public-private joint ventures, development of manufactured housing options, etc.

4. Non-Housing Community Development Priority Needs and Strategies

a. Priority Analysis and Strategy Development for Non-Housing Needs

As indicated previously Clackamas County's community development needs have been assessed by planning efforts conducted specifically for the Consolidated Plan. Priorities have been established through a process of citizen participation (reference citizen participation plan included as appendix A) and coordination with participating cities, other governmental agencies

and private service organizations. Needs recognized through this process are summarized in Section III of this Plan. Priority needs are identified in Table 2B.

The major overall priority of Clackamas County's Community Development program is to implement a feasible program to revitalize and improve the livability of low and moderate income neighborhoods. Utilization of available CDBG funds to implement public facility improvements is emphasized. (See paragraph C.1.h for criteria that have been applied to implement adopted program priorities.)

Low and moderate income neighborhoods are identified in Figure 6. These areas are primarily residential and evidence a variety of improvement needs. Although housing rehabilitation assistance is made available on a countywide basis a preponderance of that activity occurs in the County's low income neighborhoods. Neighborhood revitalization efforts that have been undertaken by the County's Community Development program over the years show some evidence of a linkage between the provision of infrastructure improvements and interest in housing rehabilitation and maintenance. Investment in public facility improvements often seems to generate interest on owner-financed as well as assisted housing rehabilitation.

The following is a description of Clackamas County's priority non-housing community development needs by eligibility category for program years 2003-2005.

**Table 2B
Priority Non-Housing Community Development Needs**

PRIORITY COMMUNITY DEVELOPMENT NEEDS	Priority Need Level High, Medium, Low, No Such Need	Estimated Priority Units	Estimated Dollars to Address
ACQUISITION			
Property Acquisition		4	\$1,170,000
PUBLIC FACILITY NEEDS			
Public Facilities (General)		2	\$350,000
Senior Centers		2	\$25,000
Homeless Facilities		1	\$15,000
Parks and/or Recreation Facilities		2	\$291,000
INFRASTRUCTURE			
Flood Drain Improvements		3	\$435,000
Water/Sewer Improvements		8	\$974,000
Street Improvements		15	\$3,193,000
Sidewalks		9	\$1,607,000
SERVICE FACILITIES			

Health Facilities		1	\$300,000
Abused / Neglected Children Facilities		1	\$250,000
ARCHITECTURAL BARRIERS			
Architectural Barrier Removal		2	\$34,000

i. Priority to Acquire Property. Identified needs included under the category of Property Acquisition include site acquisition for a neighborhood park in Estacada, a housing development in Molalla, a vocational facility for disabled adults and expansion of a social services facility in Sandy. Acquisition of a building to serve as a vocational center is a high priority due to the need that has been documented by CCI Enterprises. Expansion of the Sandy Community Action Center is also a priority due to the crowded conditions currently being experienced by the service center. Acquisition of park land is a lower priority as other facility improvement needs are more apparent in the City of Estacada. Acquisition of a housing development site in Molalla has not been designated as a priority for CDBG funds although other including the HOME program are being considered to assist this activity.

Strategies. The sponsor of a vocational rehabilitation center seeks to find an industrial property with an existing building of sufficient size for expansion of their operation. Acquisition of a building to be used as a vocational rehabilitation center is planned to be implemented during the second or third year of this Plan thus allowing time for the sponsor to raise additional matching funds. Acquisition of residential property to serve as the Sandy Community Action Center Annex is also scheduled for a later year of the Plan, allowing time to comply with relocation and one for one replacement requirements. Acquisition of park land in Estacada, given a lower priority than the City's more pressing needs, will remain as a possible alternative in the event that additional funds become available.

ii. Priority to Improve General Public Facilities. Two Head Start Facilities, one in Barlow and the other in Oak Grove have priority needs to be addressed by this Plan. A second phase of improvements has recently been completed at the Barlow facility. A parking lot that will provide off-street parking for parents and staff still needs to be completed. Street improvements in support of remodeling of the more recently acquired River Road facility is a priority due to the need for a Head Start facility in the Oak Grove area. The River Road Head Start site has sufficient area to accommodate construction of office space and additional classrooms for children with special needs. Additional office space at the River Road location will enable the Children's Commission to better serve families of Head Start children.

Strategies. Clackamas County Children's Commission is prepared to proceed with parking lot improvements at the Barlow Head Start, an improvement that will essentially complete rehabilitation and remodeling of that facility. Improvements are also scheduled to be completed on the River Road Head Start facility utilizing prior CDBG funding to finance building improvements and required street improvements. Construction of additional office space is planned to be implemented following completion of the remodeling of the River Road pre-school facility.

iii. Priority to Improve Senior Centers. Following extensive senior center improvements that have been accomplished with CDBG funds during the Community Development program two

relative minor improvement needs remain at the Estacada and Gladstone Centers. Roof drain improvements at the Estacada center are needed to protect a roof that has recently been installed. The Gladstone Senior Center has recently been expanded but parking lot improvements have deteriorated.

Strategies. Roof drain improvements at the Estacada Senior Center are planned to be completed as a first-year activity. Parking improvements at the Gladstone Senior Center will be scheduled for the third year due to the City's more urgent need for street improvements.

iv. Priority to Improve Homeless Facilities. The Evergreen House is currently the County's only shelter for victims of domestic violence. A fire escape from the upper floor has deteriorated and needs to be replaced to assure the safety of residents. The need for perimeter drainage improvements has also made apparent by recent heavy rainfall. Due to recognition of an immediate need replacement of the fire escape has been assigned first-year priority. Remodeling of the Hedco House and a residential duplex for use as transitional housing is a priority due to the need for additional transitional housing.

Strategies. Implementation of replacement of the fire escape and drainage improvements at the Evergreen House is being implemented as a first-year activity with carry-over funds. Implementation of transitional housing improvements are constrained by HUD acquisition, relocation and one for one replacement requirements. Funding for the transitional activity has been reserved in the second year, with implementation depending on compliance with HUD requirements.

v. Priority to Improve Parks and Recreational Facilities. Improvement of Fox Park on the east side of Molalla is the City's highest priority. The neighborhood park is located adjacent to the City's library and is well used by neighborhood children. The City has prepared a master plan for ultimate improvements to the park. The Wade Creek Park in Estacada represents a significant need for park improvements. Priority to develop this park is not rated as high due to more critical community development needs that have been identified by the City.

Strategies. Improvements on the Molalla's Fox Park master plan that will benefit the greatest number of neighborhood residents are planned to be implemented as permitted by available funding. Minor improvements to Wade Park may be contemplated if additional funds become available during the 2003-2005 Community Development Plan. Acquisition of additional property to expand Wade Creek Park, although a long-term goal of the City, is assigned a lower priority than other more pressing needs.

vi. Priority to Implement Flood Drain Improvements. Three neighborhoods in the Oak Grove area have high priority drainage improvement needs. Schroeder Avenue, Chestnut Street and Silverleaf Lane have all been documented with flood drainage problems that result in standing water on residential properties during time of heavy rainfall.

Strategies. To apply available CDBG and other sponsor funds to implement drainage improvements in these three neighborhoods. The projects will be implemented jointly by the Community Development Division, the Engineering Division of the County's Department of Transportation and Development and the Oak Grove Sanitary District. Improvements to Schroeder Avenue will be scheduled as a first year activity. Drainage improvements on Chestnut Street and Silverleaf Lane are planned as second year activities.

vii. Priority to Construct Water/Sewer Improvements. Water facility improvements are a priority for the City of Estacada with replacement of water distribution lines showing the greatest need. Completion of water treatment facility improvements has a lower priority that will continue to receive consideration as an alternative project. Connection of neighborhood near Johnson Creek Blvd. on the eastern edge of Milwaukie to public sewers is a priority due to high failure rate of on-site systems. An individual site in the same area needs sewer service extended to enable the local Community Land Trust to build a new single family residence. Extension of sewer service to a site in the eastern part of Sandy is a priority that will facilitate development of a 54-unit farmworker housing complex. Water and sewer improvements at the Hillside Park and Oregon City View Manor public housing developments are lower priorities which may become higher priorities after closer inspections of the water and sewer lines are conducted.

Strategies. Water line improvements will be implemented in Estacada as the City's highest priority facility improvements. Two potential projects have been identified by the City. Both projects may be combined to more efficiently utilize available resources. The sewer project that is planned by the City of Milwaukie will be partially financed by formation of a local improvement district (LID). Finalizing of a project boundary, preliminary design work and adoption of the LID need to occur before the project can proceed. Funding during the second or third year will allow time for preliminary work to be done. Implementation of sewer improvements for the Community Land Trust single family housing project and the Farmworker housing development will facilitate development as planned.

viii. Priority to Implement Street and Sidewalk Improvements. Street and sidewalk improvements are the most frequently identified need of prospective CDBG project sponsors. These improvements are generally assigned priority status because of deteriorated or substandard conditions that exist, the number of lower income residents that will benefit and the likelihood that implementation can proceed without delay.

Street and sidewalk improvements on Southeast Second Street in Canby are assigned a high priority largely due to the high volume of pedestrian activity in the neighborhood. Completion of the intermittent system of sidewalks and realignment of the intersection with Ivy Street will benefit pedestrians and motorists alike. Similar improvements on Northeast Fourth Avenue are likewise a high priority for which implementation will be dependant on the availability of additional funding. Construction of South Fir Street, also in Canby, is a high priority because its completion is a condition of approval for the Meadows and Hope Village Tax Credit senior housing project.

The Amherst Street Improvement project will arrest the deterioration of road conditions in the Amherst/Brandeis neighborhood. Drainage facilities were installed in this Clackamas area neighborhood under a CDBG funded project several years ago. Improvement of the road surface is now a priority to complete street improvements for the neighborhood. Although construction of sidewalks in the Amherst/Brandeis neighborhood has been identified as a need it has not yet been assigned priority status.

Main Street in Estacada and West Arlington Street in Gladstone are heavily used streets where there have been repeated attempts at repair and maintenance. Significant pedestrian and vehicular activity occurs on both of these streets. A high priority is assigned due to the high use

by the neighborhoods of these street sections and the lack of other resources to address an ongoing problem.

Half-width street improvements for the River Road Head Start facility in Oak Grove and the Meadowlark Apartment project in Oregon City are priorities because they are needed to allow implementation of these projects to proceed.

Improvements envisioned for Park Avenue in Oak Grove include drainage facilities, curbs, sidewalks, street resurfacing and striping for bikeways. Completion of all planned improvements would likely involve funding from the Oregon Department of Transportation and the coordination necessary to access ODOT grant funds. Priority for Park Avenue street improvements is high but implementation will be delayed until the second or third year of this Plan to allow for necessary grant coordination and pre-design work.

Improvement of a small section of Hood Street in Sandy is the City's highest priority due to the opportunity that exists to combine this improvement with a currently funded improvement at the intersection of Hood Street and Meinig Avenue. Also a priority for the City of Sandy is the construction of pedestrian improvements to the west on Pleasant and Hood Streets. These improvements will benefit many pedestrians who reside in Sandy on the north side of Highway 26. Two public housing complexes in Oregon City. Both Clackamas Heights and Oregon City View Manor have sections of sidewalk that need to be added and existing sidewalks that have deteriorated over time. Expansion of the street light network and replacement of the existing street light facilities is a priority at Clackamas Heights to enhance safety for the residents.

Curb and sidewalk improvements have been completed in Gladstone under several previously funded CDBG projects. Prior projects have been concentrated on east/west streets in the City's Old Town neighborhood. Bellvue Avenue, one of the neighborhood's north/south streets, is now a priority for a continuation of curb and sidewalk construction.

Construction of sidewalks in its Ardenwald and Hector Campbell neighborhoods continues to be a priority of the City of Milwaukie. Project selection in Milwaukie's neighborhoods has emphasized pedestrian routes to the City's schools. Handicapped access across railroad tracks has also received priority with the City's most recent needs assessment.

The South Berg Parkway extension and Ivy/Township signal, street improvement needs in the City of Canby, have been assigned a low priority for CDBG assistance because primary benefit to low and moderate income residents of the project area is not adequately demonstrated. Sidewalk improvements on Jennings Avenue in Jennings Lodge, which have been identified as a need, are a lower priority than other sidewalk needs contained in this Plan. Safety improvements for the Newell Creek Apartments consisting of sidewalk and lighting improvements, are a recognized need, but priority will be dependant on eligibility as determined by HUD.

Strategies. Street improvements are planned to be implemented in Canby to coincide as nearly as possible with the schedules of sponsors. Construction of the Meadows Apartment project is scheduled for completion by the end of the 2003 calendar year. Contracting for improvements to Fir Street are planned to allow occupancy of the apartment complex to begin before the end of the year. The 2nd Street improvement project, although a high priority, will be scheduled for the 2005 year so that the City will have ample time to consolidate matching resources.

Projects that are urgently needed or are prerequisites for other development will be scheduled for first year implementation utilizing 2003 CDBG funds. These include West Arlington Street improvements in Gladstone, required half-width improvements for the River Road Head Start facility and Meadowbrook Apartments, Hood Street improvements in Sandy, curb and sidewalk improvements on Bellvue Street in Gladstone and sidewalk improvements in Milwaukie. Street light improvements at Clackamas Heights may be implemented separately as a 2003 project or jointly with sidewalk improvements that will be funded from the 2004 grant.

Street and sidewalk improvement projects that will be scheduled for the 2004 year include the Amherst/Brandeis neighborhood, Main Street in Estacada and Pleasant and Hood Street improvements in Sandy. The Park Avenue street improvement project in Oak Grove is expected to be ready for construction during the third year and thus is included in the Plan as a 2005 project.

ix. Priority to Improve Health Facilities. A new facility for the Sandy Mental Health/Public Health Clinic is a priority due to high demand for services at the clinic and the space limitations of the existing facility. Development of a new clinic will provide the opportunity to better serve mental health and public health clients and significantly expand availability of other services to resident in the Sandy vicinity. The need for this facility has been acknowledged for many years.

Strategies. The County has acquired a site for the new clinic and planning is in progress. The new facility is envisioned as an integrated human services center that will become a full service support network for all Sandy area residents in need. A long range goal of the facility is to provide access to additional state and county services that Sandy residents currently have to travel to Oregon City to obtain. Space is being included in the Human Services Center which could be leased by other County or State social service agencies and thereby provide geographically convenient services. Local funding will be used primarily to finance the project with CDBG funds instrumental in planning and design of the new clinic.

x. Priority to Improve Abused/Neglected Children Facilities. To build a new group home for the Inn Home for Boys homeless youth program that will accommodate 9 adolescent boys. The new facility will be built as an addition to the existing Inn Home, providing more suitable living space for the adolescent boys. The vacated Inn Home is planned to be used as transitional housing for an older age group of boys.

Strategy. The option of building a new group home at the existing Inn Home site has been selected by the Inn Home Board of Directors because the location of the site meets the needs of the program in terms of transportation, recreation and education for the boys in the North Clackamas School District. Design of the new facility has been influenced by experience gained over a 22 year period of operating the Inn Home for Boys program. Relocation of a transitional housing program that has operated in rented space to the Inn Home will provide a permanent facility dedicated to Clackamas area homeless youth.

xi. Priority to Remove Architectural Barriers to the Handicapped. Removal of architectural barriers to the handicapped are priorities in the cities of Sandy and Oregon City. Some intersections in these cities have no access ramps to facilitate movement between street and sidewalk. Accessibility to handicapped persons is also a priority in Sandy at Bell Street Fields. At this ball field complex, which includes baseball, softball and soccer fields, is heavily used by

school and community athletics. Access to the fields from parking areas is over grass or bark dust surfaces, with no paved paths in place..

Priorities in Oregon City have focused on the McLoughlin neighborhood. Improvement of access routes at Bell Street Fields with paved surfaces is a priority within the Sandy community.

Strategies. Oregon City plans to identify sidewalk improvement needs with the assistance of volunteers active in the McLoughlin neighborhood association. Criteria for selection of locations for sidewalk improvements will include accessibility needs and pedestrian safety. Improvements to Bell Street Fields is also a priority that will be addressed during the first year of this plan.

b. Summary of Long-term Community Development Strategy

The overall strategy for project implementation will be to emphasize timely completion of all program activities during each program year covered by the Plan. Strategies to promote timely completion will include:

- Selection of projects that are feasible to implement without delay. Feasibility of implementation will be emphasized but will also be balanced with overall program objectives so as to include activities which address priority needs.
- Initiation of environmental review as early as possible for all activities in the Plan. Where opportunities exist to begin implementation of activities that are planned for a future year environmental reviews will be conducted if sufficient data exists for an assessment.
- Utilization of regulatory provisions in CDBG administrative regulations at 570.200(h) which allow for reimbursement of pre-award costs to accelerate project implementation.
- Communication with HUD to assure timely receipt of grant funds. An executed grant agreement is a prerequisite to contractually committing funds to projects. Efforts will be made to complete the grant agreement and receive funding approval during the first month (July) of each program year.
- Preparation and execution of cooperation agreements with project sponsors prior to the beginning of the program year when feasible. Include in cooperation agreements milestones for project implementation and completion and provisions for moving CDBG funding to a later program year if there is a lack of progress.
- Monitoring progress of all projects and reprogramming funds from slow-moving projects to activities initially planned for a later year and for which previously unexpected opportunities to proceed with implementation appear.
- Utilization of unfunded needs identified in Section III of this Plan as alternate activities to be funded if implementation of planned activities for any reason becomes unlikely to proceed.

At approximately the halfway point of each program year of this Plan the progress of all program activities will be evaluated. Reprogramming of funds will be considered at this time if opportunities exist to accelerate program implementation by reprogramming funds from slow moving projects to other activities that are more ready to proceed.

c. Housing and Non-Housing Community Development Objectives

**Table 2C
Summary of Specific Housing and Community Development Objectives**

Priority Categories: Housing (H) and Non-Housing (C) Community Development Needs

Objective Number: H-1

Specific Objective: To use CDBG and HOME funds to provide housing rehabilitation assistance to Clackamas County residents. The Housing Rehabilitation Programs provides deferred payment loans to low-income owner-occupants and low-interest amortized loans to landlords who rent to low-income tenants. The loans are for complete repairs, exterior repairs, single purposes, furnace repair or replacement, removal of architectural barriers to the handicapped and historic preservation. In addition, the Housing Access Grant grants up to \$2,500 to low-income persons with physical disabilities for assistance with access and safety improvements. Annual goals for each year of this 3-year Plan are: 35 deferred payment owner-occupied loans, 3 owner-occupied historic preservation loans, 2 rental rehabilitation loans, 10 handicapped accessibility grants.

Objective Number: H-2

Specific Objective: To use HOME funds during each of the three years of this Plan to support staff work by a Community Housing Development Organization (CHDO) on the development of low-income housing projects and to support operating expenses and capacity building.

Objective Number: H-3

Specific Objective: To utilize HOME funds to determine feasibility of planned housing developments by providing loans to qualified CHDO's to pay for pre-development expenses.

Objective Number: H-4

Specific Objective: To continue a program for assistance to eligible low-income homebuyers by paying down payment and/or closing costs. The program is planned to be operated each year of this Plan with annual goals of assisting 10 households per year.

Objective Number: H-5

Specific Objective: To use HOME funds in support of matching private investments to develop one or more low-income rental housing projects during the first year and one or more rental projects during the second and third years of this Plan.

Objective Number: H-6

Specific Objective: To use HOME funds in support of matching private investments to develop homeownership opportunities during the three year period of this Plan.

Objective Number: H-7

Specific Objective: To use CDBG funds to during each year of this Plan to provide fair housing information and referral services. An estimated 500 individuals and families will be assisted with housing information and referral services each year of this Plan.

Objective Number: H-8

Specific Objective: To develop transitional housing units by acquiring existing duplex units near the Annie Ross House emergency shelter in Milwaukie. Conversion of existing residential units will require compliance with applicable URA and one for one replacement provisions.

Objective Number: C-1

Specific Objective: To acquire as third year activities a property suitable for use as a vocational rehabilitation facility and another property to accommodate an expansion of the Sandy Community Action Center.

Objective Number: C-2

Specific Objective: To complete improvements to the Barlow and River Road Head Start Facilities as first year activities and to construct additional administrative and classroom facilities at the River Road site during the third year of this plan.

Objective Number: C-3

Specific Objective: To complete roof drain improvements at the Estacada Senior Center as a first-year activity and parking improvements at the Gladstone Senior Center during the third year.

Objective Number: C-4

Specific Objective: To replace the fire escape and implement perimeter drain improvements at the Evergreen House as a first-year activity and to provide additional transitional housing units during the second year of the Plan.

Objective Number: C-5

Specific Objective: To construct improvements to Fox Park in Molalla including an outdoor basketball court and interactive fountain to provide opportunity for water recreation during the first year of the Plan.

Objective Number: C-6

Specific Objective: To construct drainage improvements in the community of Oak Grove during the first and second years of the Plan. Drainage and street improvements will be constructed on Schroeder Street during the first year. Chestnut Street and Silverleaf Lane improvements will be scheduled as second year activities.

Objective Number: C-7

Specific Objective: To complete water line replacements in the Cliff Lane, Broadway Street and Main Street neighborhoods of Estacada and sewer extensions for the Community Land Trust and Farmworker housing projects during the first year of the Plan. To work in cooperation with the City of Milwaukie to connect a neighborhood on the east side of the City to public sewers during the third year of this Plan.

Objective Number: C-8

Specific Objective: To implement street and sidewalk improvement projects on Fir Street in

Canby, West Arlington Street in Gladstone, half-width street improvements for the River Road Head Start and Meadowbrook Apartments, Hood Street improvements in Sandy, Bellvue Avenue curb and sidewalks in Gladstone and Sidewalk improvements in Milwaukie as first year activities. To complete additional improvements for the Amherst/Brandeis neighborhood, Main Street in Estacada, Pleasant and Hood Streets in Sandy as second year activities and the Park Avenue street improvement project in Oak Grove during the third year. To complete street lighting and sidewalk improvements in the Newell Creek Apartment complex and the Clackamas Heights Public Housing Park.

Objective Number: C-9

Specific Objective: To develop a Human Services Center during the second year of the Plan. CDBG funds will be used for planning and design of the facility with remaining funds to be applied to construction.

Objective Number: C-10

Specific Objective: To build an expansion at the Inn Home for Boys property that will better accommodate adolescent youth. Construction is planned as a second year activity.

Objective Number: C-11

Specific Objective: To begin a sidewalk improvement program in Oregon City and to construct an accessible path at Bell Street Fields in Sandy during the first year of this Plan.

E. Strategies to Remove Barriers to Affordable Housing. In 1996 Clackamas County prepared a report entitled Analysis of Impediments to Fair Housing in Clackamas County. This report included a comprehensive examination of a variety of information from both quantitative and qualitative sources. The study drew upon Clackamas County housing and community development plans, mortgage data from the Home Mortgage Disclosure Act, complaints of discrimination filed with various agencies, comments gathered from the Clackamas County Fair Housing Forum, and additional information gathered from both county staff and county residents.

A summary of the impediments found that all incidents of housing discrimination and related issues were found in the rental market. Discrimination based on familial status generated the greatest number of complaints. However, incidents investigated by HUD, the Fair Housing Assistance Program of Clackamas County, and the Fair Housing Council of Oregon involve not only familial status, but disability, gender race, national origin and religion. Complaint records also indicate a number of complaints were generated as a result of threat or intimidation.

People with disabilities find it difficult to find appropriate housing because of affordability issues, transportation needs, and access. There is also some problem with the provision of reasonable accommodations and a perception that landlords are reluctant to allow for those changes.

There is a perception that it is difficult for people of color, particularly women, to find rental housing. There is a similar perception that it is difficult for people recovering from alcohol or drug addiction to find someone who will rent to them. There are also problems with public perception about special needs populations, particularly those who are mentally ill.

In regards to homeownership, there does not appear to be clear evidence of discriminatory activities, based on an analysis of loan application data. Due to the very small minority populations making loan applications and the degree that gender based issues are not appreciably different, it could not be concluded that prospective discriminatory practices occur in the lending or insurance industries in Clackamas County. Neither can it be asserted that illegal discriminatory activities are absent from the county's mortgage and lending industry.

However, there does appear to be some correlation between higher incidences of denial on rural property, as well as with lower income areas and higher denial rates. If these modest differences were to persist over time, it would be more valid to assert that the geographic dispersion of loan activity is biased.

Clackamas County has taken a proactive approach to fair housing through its Fair Housing Assistance Program and fair housing officer. Given the rapid rise in minority and poverty populations the County has enhanced its efforts to educate people about fair housing rights and responsibilities by increasing its outreach into the community. The needs of the largely Hispanic farm worker community have been targeted through more direct contact, expanding available interpretation services, and increased referrals to bilingual persons.

Difficulties encountered in siting subsidized housing, or NIMBYism, have been mitigated through enhanced educational outreach to Community Planning Organizations, landlords and the public at large. Such activities have included training, seminars, and the distribution of printed materials in selected languages (e.g. Spanish, English, Russian).

E. Strategies to Reduce Lead-based Paint Hazards

The Residential Lead-Based Paint Hazard Reduction Act of 1992, also known as Title X of the Housing and Community Development Act of 1992, amended the Lead-Based Poisoning Prevention Act of 1971 (Lead Act), which established the current federal lead-based paint requirements. The lead-based regulations implement sections 1012 and 1013 of the Lead Act.

Reduction of lead hazards has been an ongoing objective of the County's Housing and Community Development program. During the 3-year period of this Plan the County intends to increase efforts to reduce lead hazards by promoting a comprehensive program involving education, testing and lead hazard reduction. Actions by the County to further this objective will include:

Education

- HUD/NARI "Lead Safe Work Practices" training for contractors is offered on an ongoing basis. HUD sponsored free one day and two-day "Lead Safe Work Practices" training and approximately 150 contractors in the metro area were trained.
- Lead Abatement Supervisor training is offered on an ongoing basis. Clackamas County nominated and trained 8 contractors through HUD sponsored free Lead Abatement Supervisor training.
- Portland Lead Hazard Control Program will provide blood lead testing for children in Clackamas County at community health fairs, children health fairs and public health clinics.

- Portland Lead Hazard Control Program will provide pamphlets and general lead awareness campaigns in Clackamas County for contractors and the general public.
- Lead paint inspector training, risk assessor training, HUD/NARI "Lead Safe Work Practices" training and lead supervisor and worker training has been completed by two Rehab Advisors of the Clackamas County housing rehabilitation staff.
- The Clackamas County housing rehabilitation program has hosted two "Introduction to Lead in Residential Construction" orientations for the public with speakers from HUD, EPA, OSHA, OHD, WRLTC, ORA and the City of Portland Lead Hazard Control Program. One of the orientations was video taped and is seen periodically on TV.

Local Efforts

The Clackamas County Housing Rehabilitation Program will provide:

- Lead hazard notification, lead hazard evaluation and lead hazard reduction during rehabilitation of homes built prior to January 1, 1978 that are presumed to contain lead or are tested and found to contain lead.
- Educational information on lead-based paint hazards and how to monitor existing lead-based paint for proper maintenance.
- Offer a grant through the Lead Hazard Control Program to applicants with homes built prior to 1978, with lead-based paint and having a child under age six living in the home. Grants will be offered for lead hazard reduction using interim controls not abatement.
- Prevent the use of lead-based paint by contractual requirements in all assisted projects.
- Remove lead pipes in service connections of existing residential properties in older residential neighborhoods.
- Maintain list of contractors trained in lead safe work practices and abatement contractors.
- Build contractor capacity of contractors trained in Lead-Safe Work Practices since trained contractors must be used on projects with homes built prior to 1978 that are presumed to contain lead or are tested and found to contain lead.
- HUD has requested that grantees sponsor contractors for several different levels of lead training. Clackamas County has successfully sponsored 8 contractors for free lead supervisor training. Approximately 6 have taken the appropriate tests and are in the process of obtaining proper licenses and insurance. These 6 lead supervisors will be able to bid on any project involving lead including abatement and can supervise untrained workers such as subcontractors.

Regional efforts

- Portland Lead Hazard Control Program has 3 million dollars to be spent in the metro area to assist with lead hazard reduction in homes with children age six and under.
- Regional Lead Based Paint Taskforce has obtained HUD funds to hire a regional lead coordinator. The coordinator will research and build contractor capacity; locate, explore and obtain lead liability insurance for the contractor base in the metro area, write regional lead specifications and write regional standards for risk assessors reports and procedures.

- Maintain awareness of the proposed State of Oregon lead-based paint legislative changes being discussed by the Regional Construction Industry Lead-Based Paint Taskforce and the Oregon Health Division's Lead Based Paint Task Force.

G. Anti-Poverty Strategy

Staff from the Clackamas County Community Action Agency (CCCAA) have been vital participants in the development of the information and strategies which respond to the needs of the lowest income households in the County. The CCCAA has provided information on the homeless population, on migrant and seasonal farmworkers and on different aspects of housing assistance efforts. As the brief discussion, below, of the County's anti-poverty strategy shows, the CCCAA is the central agency responsible for the development and implementation of this strategy. Consistent with that strategy, they have served as advocates for the poor.

The Clackamas County Community Action Agency is part of the County's Social services Division. The mission of the Social Service Division is to provide quality services and meaningful opportunities for the elderly, disabled, and low-income residents through a comprehensive system which meets immediate service needs while encouraging as much self-help and independence as possible. Planning, coordination and advocacy are other elements of the Division's mission.

The Community Action Agency's mission is to assist people to maintain and/or achieve their highest level of personal and economic self-reliance. This Plan includes the following goals to further that mission:

- Bring economically dependent persons into active conversation and partnership with other community groups.
- Foster the leadership necessary to share the vision of the mission with the community.
- Work for a coordinated and comprehensive service delivery system sufficient to meet basic shelter, food, health care and employment opportunity needs for all County residents.
- Provide leadership, in the County, to identify and resolve issues of poverty.
- Provide advocacy to facilitate the development of essential services and to act in support of a responsive delivery system.
- Recognize the importance of employment as the primary solution to the condition of poverty.

In support of the goals, the Clackamas County Community Action Agency operates the following programs:

- A comprehensive information and referral (I&R) service and network of 34 separate agencies plus several volunteer I&R teams located in different parts of the County.
- A housing assistance program which offers rent assistance, emergency housing assistance, help in locating low-income affordable housing, landlord-tenant dispute resolution information, and help with housing discrimination issues.
- A self-sufficiency case management program which provides direction to families in setting realistic goals and time lines in their efforts to achieve self-reliance.

- An independent living case management program which provide crisis intervention and stabilization services to individuals with limited abilities to plan and direct personal efforts to achieve their optimum self-sufficient levels, such as those eligible for SSI or similar state or federal programs.
- A variety of emergency services such as food boxes, energy assistance, transportation, medical, etc., primarily through contacts with private non-profit agencies.
- Volunteer programs to assist primarily elderly and disabled persons with needs such as financial services, transportation, limited in-home help, chore services, etc.

Clackamas County has adopted and maintained a strategy of close coordination between the Housing and Community Development program and the service programs operated by the Community Action Agency. Available CDBG funds are used sparingly to directly provide services and are instead applied, to the maximum extent possible, to facility improvements.

Policies for producing affordable housing in coordination with other programs and services for poverty level families are also addressed by the County's Continuum of Care strategies. Pages 30-35 of this Plan contain an inventory of facilities and services available for poverty level families. This inventory was assembled through the coordinated efforts of County service agencies that provide services to poverty level families. Pages 87-93 of this Plan discuss Continuum of Care strategies. These strategies address policies for producing and preserving affordable housing and other programs and services for which the County is responsible. Coordination of efforts to provide affordable/special needs housing with other poverty level programs and services have become a major focus of the Community Development program during the past four years as indicated on Pages 87-90 of this Plan.

H. Coordination of Efforts and Strategies to Overcome Gaps in Institutional Structure

A major gap to be overcome is to elevate the affordable housing needs to a level where more political and organizational attention and resources are created to take advantage of funding sources, including both public and private participation.

Clackamas County, through its Community Development Division, coordinates housing and community development improvement efforts by meeting and communicating with participating cities, other governmental agencies and non-profit organizations. The Community Development Division prepares a schedule annually to receive input from participating agencies and organizations to prepare and finalize the Action Plan for the ensuing housing and community development program year.

The County will continue to improve coordination with non-profit service providers by keeping interested organizations advised of the schedule and planning process for housing and community development activities. Formation of new CHDO's will be encouraged to facilitate the development of assisted housing. The Continuum of Care planning process will continue to involve many agencies and organizations in addressing the needs of

The County will also make substantial progress in consolidating office space at one location, thereby improving the provision of services to the public. Construction of a 4-story office complex is scheduled for completion during the year 2004. Location in one building of many of the County's social service agencies will enhance public access to services and improve interagency communication and cooperation.

I. Housing Authority Priorities, Strategies and Objectives

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.

HACC is a public corporation, established under the federal Housing Act of 1937 and the provisions of Chapter 456 of the Oregon Revised Statutes. Although it is a separate entity, the Housing Authority 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. They are:

Bill Kennemer , Chair
Larry Sowa , Vice Chair
Martha Schrader, Member
Dianna Morris, Resident Member

HACC owns and manages nearly 1,100 rental units and administers 1,493 HUD Vouchers. Housing authorities have no taxing power. Principal sources of income include rental income, fees, federal grants, and investment income. HACC reports regularly to the US Department of Housing and Urban Development (HUD), the primary source of its federally subsidized programs.

Public Housing Improvements

HACC will receive \$1,360,387 in annual grant dollars to address physical and management needs. Overall strategy is based on prioritized work items and scheduled completion, focusing on addressing statutory requirements and the most critical physical improvement needs in the first years of the Five-Year Capital Fund Program Action Plan. Management and non-dwelling equipment needs have been prioritized and those which will have a lasting effect will be addressed. HACC has identified six major goals which will be addressed using Capital Fund Program funds. These goals are:

- Bring public housing units up to modernization standards, assure long-term viability of public housing authority units which would lower future maintenance costs, and upgrade public housing units to meet current energy codes;
- Purchase maintenance non-dwelling equipment to improve the efficiency of the Maintenance Department;
- Expand public housing authority resident initiative programs in the areas of drug elimination, economic development, resident training, and home ownership;
- Conduct studies and training which would improve the management of the Housing Authority;
- Purchase management non-dwelling equipment which would improve the efficiency of the Housing Authority Management;
- Expand and update HACC computer systems.

Strategies for addressing the specific management and physical improvements. The Housing Authority has identified the need for a number of studies and training programs which are needed to improve the management operations of the Housing Authority. These were identified through HUD management review findings, management surveys and employee surveys.

- Computer Training. This will be addressed in years one through five to keep employees trained in personal computers, spreadsheets, and database to make the most efficient use of the computer systems.
- Federally Mandated Training. This will be addressed in years one through five to keep HACC employees current in Fair Housing, Tenant Integrity, 504 Disability, Family Self-Sufficiency, HQS, Occupancy Policies, Accounting and budgeting, Lead Base Paint, Asbestos, Resident Initiatives, Tenant/Landlord Laws and other.
- Housing Authority Personal Growth Training. A small amount of funding has been placed in years one through five to meet this objective. HACC staff will receive training in communications, writing, emotional well-being, and physical well-being.
- CPR/First Aid Training. This has been included to meet the demands of a growing organization.

Housing Authority accounting and reporting deficiencies have been identified which could be alleviated by modification to computer software.

- Software Modification. The purpose of this will be to make accounting, occupancy, and maintenance reports more accurate and meaningful. It is not possible to meet this objective in one year, therefore, it has been spread out in years one through five to meet all of the needs.
- Electronic Mail. Continued improvement of inter-office communication will result from expanded use of e-mail.

Strategies for Addressing Physical Improvements. The Housing Authority has been fortunate to have received enough CGP dollars to have modernized a good majority of its housing stock. HACC has learned a lot through trial and error about what materials will hold up to the sometimes "intense" use of public housing. In the first years of the Comprehensive Grant Program efforts will be concentrated on meeting the improvement needs on the scattered site developments which have not been modernized through CGP. HACC will also address the most critical physical improvements needed to complete the work in areas where they have CGP projects. As outlined in the annual statement, HACC intends to continue making the best use of the funds available to accomplish the following objectives:

- Bring the remaining units (not addressed in CGP) up to modernization energy standards and free of lead based paint hazards.
- Use methods and materials which will assure long-term viability and lower maintenance costs.
- Replace outdated handicap and safety devices when practical with new and improved items that may create a safer environment.

Resident Services and Community Building

In order to meet the goal of providing appropriate self-sufficiency opportunities for public housing resident, HACC has joined in partnership with the residents, local communities and HUD. This partnership is based upon a commitment to resident initiatives as a means to achieving economic independence for those who live in public housing. It assumes adequate funding of the operating subsidies and modernization efforts that support the basic framework of public housing infrastructure as well as additional resources to combat drugs and crime, offer new economic choices to residents, and expand affordable housing opportunities. Benefits include:

- Giving residents a sense of pride, self esteem, and control of their own destiny.
- Enhancing Housing Authority management of programs through meaningful resident input in various aspects of program administration.
- Creating incentives which encourage residents to rebuild families, increase their education and income.
- Maintaining control of public housing communities by ridding them of drug dealers and other criminal elements.
- Improving living conditions by combining existing public housing maintenance and modernization efforts with training and employment opportunities for residents.

Components of the partnership include:

1. Economic Uplift and Self-Improvement
2. Resident Organizations
3. Resident Involvement
4. Special Programs

Component 1 – Economic Uplift and Self-Improvement

Economic Uplift and Self-Improvement programs are offered to public housing residents. The programs include:

- Education
 1. Computer-based Career and Learning Centers
 2. Individual Tutoring
 3. Educational Workshops
 4. English as a Second Language
 5. Family Literacy
 6. Referral to GED Programs.
 7. Head Start Education Center
- Resident Opportunity for Self Sufficiency (ROSS) Employment Program
 1. Employment and Training Case Manager
 2. Employment-Related Workshops

3. Job Clubs
4. Job Training Stipends
5. Supportive Services such as transportation and childcare
6. Vocational Rehabilitation Services

Component 2 – Resident Organizations

Resident Associations are organized at Hillside Manor, Hillside Park, Clackamas heights, and Oregon City View Manor. The purpose of the resident associations is to support and advocate for resident needs.

Component 3 Resident Involvement

A Resident Advisory Board, consisting of elected president (or their representatives) of the resident associations meet as needed to help develop, review, and comment on the Housing Authority's Agency Plan.

Component 4 – Resident Programs

- Crime Prevention
- Youth After School Informal Education and Recreation
- Summer Youth Activities
- Youth Environmental Education
- Self-Expression Youth Arts Program
- Service Coordination to the Elderly and Disabled
- Healthy Start
- Senior Day Trips
- Health and Nutrition Programs
- Volunteer Community Service Opportunities

The Resident Services and Community Building Programs are managed within the Housing Authority's Department of Housing Services. Resident Services staff include a Human Services Coordinator, a Self-Sufficiency Case Manager, and a Resident Services Specialist.

Summary of Public Housing Objectives

Priority Category: Public Housing Management Improvement Needs

Objective Number: PH-1

Specific Objective: To expand public housing authority resident initiative programs in the areas of drug elimination, economic development, resident training and home ownership.

Objective Number: PH-2

To conduct studies and training which would improve the management of the Housing Authority.

Objective Number: PH-3

To expand and update Housing Authority computer systems and software.

Objective Number: PH-4

To maximize the use of the Comprehensive Grant Program (CGP), or Capital Fund Program, physical improvement funds to make safe, sanitary, easily maintained housing available to low income families.

Objective Number PH-5

To organize and provide staff support of resident councils at Hillside Manor, Clackamas Heights, and Oregon City View Manor.

Objective Number: PH-6

To organize a resident and staff Comprehensive Grant Committee.

Objective Number: PH-7

To organize a resident Drug Elimination Committee.

Objective Number: PH-8

Develop the job training program in conjunction with the Housing Authority's modernization program.

Objective Number: PH-9

To offer Small Business Organization and Training for residents.

Objective Number: PH-10

To provide information and referral services.

Objective Number: PH-11

To manage Volunteer in Service to Oregon (VISTO) Program.

Objective Number: PH-12

To manage State of Oregon Gateway Grant Program. Provide Basic Education and Literacy Programs for residents.

Objective Number: PH-13

To provide Head Start Education for youth ages 3-4.

Objective Number: PH-14

To provide a computer based tutoring program for youth ages 6-18.

Objective Number: PH-15

Provide year round, all day child care.

Objective Number: PH-16

To affect Drug Elimination Policies by the following actions:

- a: Review of the applicant screening procedures to expand the data collected on all applicants for housing to include criminal history and credit history.
 - b: Review and rework lease agreements to include HUD approved anti-drug language and expectations.
 - c: Change screening procedures to utilize a group orientation meeting.
 - d: Establish a dedicated phone line as a 24 hour drug hotline.
 - e: Become visible, approachable, interactive administrators.
 - f: Upgrade and make physical improvement to units and housing developments which would enhance security and safety of the residents.
 - g: Install adequate playground facilities in all public housing developments.
 - h Pursue safety or security personnel plan.
-

Objective Number: PH-17

To provide Basic Drug Awareness training and offer leadership training opportunities.

Objective Number: PH-18

To enhance Social Competencies with the following actions.

- a: Provide drug treatment.
 - b: Provide workshops on a variety of topics ranging from health care issues to parenting.
 - c: Provide literacy and General Education Degree Completion Program.
-

-
- d: Provide Family Intervention Services.
 - e: Provide mental health counseling services.
-

J. Program Monitoring

To monitor activities to promote implementation of the County's housing and community development objectives and assure long-term compliance with federal program requirements the following standards and procedures will be adhered to:

- A citizen participation mailing list is maintained to encourage and promote the involvement of citizens in the Consolidated Planning process. A schedule is mailed to the citizen participation mailing list each fall to keep interested persons aware of key events in the Consolidated Planning process.
- All proposed and planned program activities are reviewed carefully to identify those that could result in relocation or loss of housing affordable to low income people.
- As part of the initial selection process all projects are evaluated to ensure compliance with a National Objective. Project Agreements reference 24 CFR 570.505 specifying the requirement for maintaining the continued eligible use for the life of the project. Monitoring is done through CD staff's periodic contacts with the facility to determine that there has not been any change in the use of the facility.
- Agreements for the use of public facilities assisted with CDBG funds in excess of \$25,000 include a provision for continued service primarily to low and moderate persons until 5 years after the County's participation in the Community Development Block Grant program terminates.
- Any public service programs that receive CDBG funds for operation are required to submit reports on services provided on a quarterly basis.
- Solicitations for contractors indicate the County's intent to promote Equal Employment opportunities in all program activities to be performed by contract. Contractors for all construction work exceeding \$10,000 must submit documentation of equal employment opportunities afforded to subcontractors.
- The majority of construction work assisted with CDBG funds is subject to compliance with HUD Labor Standards. Most covered construction contracts are awarded and managed directly by Clackamas County to assure compliance with various Labor Standards provisions.
- A Fair Housing Information & Referral program is operated as a public service in Clackamas County to promote equal housing opportunity and to field inquiries for housing opportunities and complaints regarding housing discrimination.
- All project budgets, financial transactions, federal reimbursements through HUD's Integrated Disbursement and Information System (IDIS) and project status are recorded in the project tracking data base to facilitate overall program monitoring.
- Increasingly stringent procedures for the monitoring of lead-based paint are currently being developed in response to stricter regulations that have been adopted by HUD.

HOME monitoring will be done to ensure that the project owner or administrator is managing the project in compliance with HOME eligibility requirements at 24 CFR 92.205-92.212, HOME project agreement and inspection requirements at 24 CFR 92.504 and record-keeping requirements at 24 CFR 92.508. Clackamas County HOME monitoring documents and checklist will be used to monitor regulatory requirements and the HUD Inspection form (HUD 52580-A) for HQS inspections. All HOME Rental Project Agreements will include the requirement that minority business outreach and comprehensive planning requirements will be met.

During the period of affordability Clackamas County will perform on-site inspections of each HOME-funded project according to the following schedule:

- Every three years for projects of one to four units,
- Every two years for projects with five to 25 units, and
- Annually for projects with 26 or more units.

Thirteen projects are scheduled to be monitored in 2003. The County will inspect at least 15 percent of the HOME-assisted rental housing units at each project to determine the following:

- Compliance with Section 8 Housing Quality Standards (HQS);
- Verify information maintained by property owners concerning leases, tenant incomes, rents and utility allowances;
- Verify compliance with provisions of written agreements, including the provisions requiring adherence to Clackamas County's Affirmative Fair Housing Marketing Plan and annually re-certify tenant incomes.

HOME monitoring will be done to ensure that beneficiaries of the Clackamas Homebuyers Assistance Program continue to occupy the home as their primary residence during the period of affordability as required by 24CFR 92.254.

Other activities, such as the owner-occupied single family housing rehabilitation program, will be monitored at the completion of the activity to verify that the work has been done to standard, that the proper documentation is submitted as required, and that, where applicable, the activity is implemented consistent with the standards outlined in the Affirmative Fair Housing Marketing Plan. The County will also continue to service the rehab loans for the owner-occupied housing rehabilitation program.

Clackamas County will establish and maintain sufficient records to document that program requirements are met.

Reimbursement of homeless shelter costs with Emergency Shelter Grant funds is made based only on detailed itemized records of allowable expenses. The monitoring plan includes desk reviews of financial and demographic material, and periodic inspections of the facilities

Appendix A

***CLACKAMAS COUNTY* COMMUNITY DEVELOPMENT DIVISION**

CITIZEN PARTICIPATION PLAN

The purpose of this plan is to provide a framework of policies and procedures to guide Clackamas County's efforts to encourage citizen participation in the process governing the County's community planning and development programs which are funded by the U.S. Department of Housing and Urban Development. These programs (referred to hereafter as CD), are the Community Development Block Grant (CDBG), the Emergency Shelter Grant (ESG), the HOME Investment Partnership (HOME), and Housing Opportunities for Persons with AIDS (HOPWA). The citizen participation plan is part of the Consolidated Plan adopted by Clackamas County and is subject to the same public review and comment process for adoption and amendment.

GENERAL POLICIES

It shall be a primary goal of the CD program to provide for and encourage participation in all phases of the program by low and moderate-income persons, especially those residing in neighborhoods which are considered slum and blighted areas, are predominately low and moderate-income, or are areas where program funds are proposed to be used. Staff will provide technical assistance in developing proposals for CD program funding to any individuals or groups requesting such assistance. Staff will respond to written complaints and grievances in writing within 15 working days from receipt of the complaint or grievance.

Citizens, public agencies, and other interested parties will be provided with access to program records and information related to the Consolidated Plan, amendments to the Consolidated Plan, performance reports, and the use of CD program funds during the preceding five year period at the CD program office during normal working hours.

Copies of program documents and reports will be available at no charge, and will be available in a form accessible to persons with disabilities upon request. Availability of key documents will be included in the ads published to solicit comments on them.

A citizen participation mailing list shall be the primary method of notifying interested persons of CD program activities. The CP list is made up of members of the Policy Advisory Board, representatives of government agencies, community planning organizations, public housing developments, neighborhood associations, all persons who have submitted project proposals in the last three-year cycle, and any persons requesting to be placed on the mailing list.

Notification of public hearings and advisory committee meetings will be given by public notices which will be placed in the two County papers of record. Ads will be placed in papers so as to appear a minimum of ten days prior to the meetings. Public hearings and advisory committee meetings will also be included in the agency schedule which will be mailed to persons and groups on the CP list. All meetings and public hearings held for the purpose of discussing the CD program will be held in locations accessible to the physically handicapped.

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Local/project specific meetings will be held with neighborhood groups and affected citizens on an as needed basis. These meetings will be publicized through direct contact with representatives of the affected citizens, flyers, or newspaper ads where appropriate.

Due to the very small population of non-English speaking residents in the County, there shall be no routine provision for translators or translation of printed materials at public hearings or meetings. In the event issues or projects scheduled to be discussed at public hearings are determined by program staff as likely to result in attendance by a significant number of non-English speakers, pertinent printed documents shall be printed in the appropriate language and a translator shall be provided.

POLICY ADVISORY BOARD

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

PROGRAM AND POLICY DEVELOPMENT PHASE

In the Fall of each program year an agency schedule will be prepared and distributed to the CP list. The schedule will inform persons of the date and purpose of public hearings, advisory committee meetings and key events in the consolidated planning process. Funding policies for the CDBG program will be revised and adopted on a three-year cycle. Other CD program policies will be subject to annual review.

The beginning of each program cycle will start with a review of the relevant funding policies. The policies will be used to set funding priorities and guide the project selection process and the overall administration of the program. The PAB process mentioned above will be used to review and recommend changes to the policies. The policies will be adopted by the Board of County Commissioners who will be responsible for the final decision on their content.

In the Fall/Winter of each year a public hearing on the County's housing and community development needs will be held. The hearing will be held in the evening at a centrally located public building convenient for potential beneficiaries of the CD program to attend. The amount of CD program funds available and the range of eligible activities will be discussed. The hearing will be publicized in the two County papers of record as well as by a notice sent to the CP list.

PROJECT EVALUATION AND SELECTION PHASE

Solicitation of proposals for grant funds for the CDBG program will be done on a three-year cycle. Advertisements announcing the availability and amount of the funds and the program's intent will be run in all newspapers printed within the County in the fall prior to the beginning of the new cycle. The program's national objective of benefit to lower income persons and neighborhoods will be emphasized, and individuals will be encouraged to submit proposals.

Appendix A

Proposals for other CD programs will be solicited annually according to individual program policies and regulations. Project sponsors representing governmental agencies requesting funds for projects located in incorporated areas of the County will be required to gain approval of the governing body of the affected area. This process will take place at public hearings held before the respective city councils/commissions.

The PAB will hold a series of meetings, once proposals are submitted, for the purpose of selecting projects to be funded. The PAB recommendations will be presented to the Board of County Commissioners (BCC) at an annual public hearing held in the Spring during daytime hours in the County seat. The hearing will be publicized in the two County papers of record as well as by a notice sent to the CP list. This hearing will deal with the proposed Consolidated Plan as well as past use of the funds and CD program performance. Comments from the public will be considered by staff and a final Consolidated Plan will be prepared and submitted to the BCC for their approval. In the second and third years of the CDBG program cycle, the proposal solicitation and project selection process will be minimized. Decisions regarding CDBG funds in these years will only be made for carryover funds, program income, or an increase in the amount of available grant funds.

During the development to the Consolidated Plan, citizens, public agencies, and interested parties will be kept informed of the amount of funds available, the range of eligible activities, and the estimated amount of program funds which will benefit low and moderate-income persons. This will be accomplished through a combination of public notices and mailings to the CP list. Once a proposed Consolidated Plan is prepared, a public notice containing a summary of it will be published in the two County papers of record. The summary will contain the contents and purpose of the plan as well as a list of locations where complete copies of the plan may be viewed. The summary will also be sent to the CP list. Complete copies of the proposed plan will be available at County libraries, government offices which deal with potential beneficiaries of the CD program, and public places such as senior centers. The publication of the summary of the proposed plan will begin a thirty day period during which citizen comment on the plan will be accepted. During this period a public hearing before the Board of County Commissioners will be held on the proposed plan. CD program staff will consider all comments received during the thirty day period, and a summary of all comments received, and the reason for not accepting any comments not accepted will be attached to the final Consolidated Plan.

PROJECT DEVELOPMENT AND MANAGEMENT PHASE

Program staff will attempt to involve affected citizens in project development and management where feasible. Depending on the type of project this effort will vary. Some projects such as senior center construction or park improvements will be undertaken in cooperation with local advisory groups or neighborhood associations. These groups will be relied on for design recommendations and setting priorities. Other types of projects such as housing rehabilitation loans, and neighborhood paint, security, and clean up programs will be targeted to occur in lower income and blighted neighborhoods. Mailings to residents will be used to encourage participation in these programs. A status report detailing the progress of active projects will be sent to all persons on the mailing list on a quarterly basis.

Appendix A

The primary focus of the CD program's outreach effort to residents of publicly assisted housing will be through consultation with the Housing Authority of Clackamas County (HACC). The appropriate staff persons will be kept informed of CD program activities during all phases of the program year. Residents will be kept informed of CD program activities through contact with the staff liaison to the Comprehensive Grant Committee and through mailings to the committee members which result from their inclusion on the CP list. CD program staff will provide HACC staff with information about Consolidated Plan activities which are related to its housing developments and the surrounding communities through direct contact, mailings, or project specific meetings where appropriate. Prior to the annual public hearing held by HACC to satisfy Comprehensive Grant requirements, CD staff will make relevant Consolidated Plan information available to HACC staff and/or the Comprehensive Grant Committee.

AMENDMENTS TO THE CONSOLIDATED PLAN

Clackamas County's CD program will amend its Consolidated Plan when any of the following occur:

- (1) an activity described in the annual Action Plan is not going to be carried out;
- (2) an activity not described in the annual Action Plan is going to be carried out;
- (3) the location of an activity described in the annual Action Plan is changed so that it is located in a different service area than originally described;
- (4) the beneficiaries of an activity described in the annual Action Plan are changed so that the predominant group of beneficiaries is different from those which were described; or
- (5) the purpose or scope of work of an activity described in the annual Action Plan are changed in essential, important, or significant ways from those described, as determined by the CD Program Director.
- (6) the purpose or scope of work of an activity described in the annual Action Plan are changed such that the budget of the project is increased by more than 25%.

Notice of proposed amendments to the consolidated will be published in the two County papers of record. Citizens will be given a 30 period in which to comment on the proposed amendment, and CD program staff will consider all comments received. A summary of all comments received, and the reason for not accepting any comments not accepted will be attached to the amendment.

PERFORMANCE REPORTS

Notice that performance reports have been prepared will be published in the two County papers of record. Citizens will be given a 15 day period in which to comment on the performance reports, and CD staff will consider all comments received. A summary of all comments received, and the reason for not accepting any comments not accepted will be attached to the performance reports.

DISPLACEMENT

The CD program policy shall be to avoid, whenever possible, and in all cases minimize, the permanent involuntary displacement of persons as a direct result of activities assisted under the CD program. The program's Funding Policies discourage proposals for grant funds that cause individuals or businesses to be displaced. Projects with potential for displacement, will, whenever feasible, be structured to reduce the occurrence of displacement by phasing the work, or providing temporary housing.

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Clackamas County's CD program will provide assistance to persons displaced in compliance with the Housing and Community Development Act of 1974, as amended, the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 as amended, and HUD regulations pursuant to the Acts. Generally, this assistance consists of reasonable moving and related expenses, assistance in relocating, and financial assistance to secure replacement housing.

Information regarding assistance to displaced persons will be provided by contacting the affected persons as soon as the possibility of displacement is determined. The appropriate HUD booklets explaining relocation assistance will be provided, and technical assistance will be offered.

COMPLAINTS

CD program staff will provide a substantive written response to all written citizen complaints received related to the Consolidated Plan, plan amendments, and performance reports, within 15 working days from receipt of the complaint. Citizens not satisfied with the staff response may request a review of the complaint by the CD Program Director.

Appendix B

CHAS Table 1C				U.S. Department of Housing and Urban Development			
Housing Assistance Needs of Low & Moderate Income Households				Office of Community Planning and Development Comprehensive Housing Affordability Strategy (CHAS) Instruction for Local Jurisdictions			
Name of Jurisdiction: Clackamas County		Source of Data: FY 1994 CHAS Databook		Data is Current as of: 1990		Five Year Period: FY 1994	
Household by Type, Income & Housing Problems	Renters				Owners		
	Elderly 1 & 2 Member Households	Small Related (2 to 4)	Large Related (5 or more)	All Other Households	Total Renters	Elderly	All Other Owners
1. Very Low Income (0 to 50% MFI)*	2,555	2,898	686	2,077	8,216	4,899	3,579
2. 0 to 30% MFI*	1,294	1,490	261	1,121	4,166	1,922	1,554
3. % with any Housing Problems	67	77	92	75	74	80	82
4. % Cost Burden > 30%	66	76	79	73	72	79	79
5. % Cost Burden > 50%	50	65	60	61	59	49	68
6. 31 to 50% MFI*	1,261	1,408	425	956	4,050	2,977	2,025
7. % with any Housing Problems	70	80	82	79	77	46	72
8. % Cost Burden > 30%	69	76	68	77	73	46	68
9. % Cost Burden > 50%	39	19	10	32	27	13	35
10. Other low-income (51 to 80% MFI)	920	2,738	627	2,232	6,517	4,156	6,563
11. % with any Housing Problems	62	35	58	41	43	23	50
12. % Cost Burden > 30%	62	30	20	39	37	22	45
13. % Cost Burden > 50%	26	2	1	2	6	6	9
14. Moderate Income (81 to 95%)*	221	1,472	341	997	3,031	1,830	4,623
15. % With any Housing Problems	43	12	33	14	17	15	30
16. % Cost Burden > 30%	42	9	7	11	12	14	27
17. % Cost Burden > 50%	15	1	0	2	2	2	3
18. Total Households	4,643	12,033	2,295	9,106	28,077	17,787	57,771
19. % with any Housing Problems	58	30	51	31	37	25	20

CHAS Table 1B		U.S. Department of Housing and Urban Development Office of Community Planning and Development Comprehensive Housing Affordability Strategy (CHAS) Instructions for Local Jurisdictions			
Market & Inventory Conditions					
Name of Jurisdiction:		<input checked="" type="checkbox"/> 1990 Census	Five Year Period (fiscal years)		
Clackamas County		<input checked="" type="checkbox"/> Other Source	FY:	Through FY:	
		<input checked="" type="checkbox"/> Data as of: 1989/90	1994	1998	
A. Housing Stock Inventory					
Category	Total	Vacancy Rate	0 and 1 bedroom	2 bedrooms	3 or more bdr
1. Total Year-Round Housing	109,003		11,611	28,381	69,011
2. Total Occupied Units	103,530		10,120	26,187	67,223
3. Renter	29,323		7,821	13,385	8,117
4. Owner	74,207		2,299	12,802	59,106
5. Total Vacant Units	5,473		1,491	2,194	1,788
6. For Rent	1,749	5.6%	418	931	400
7. For Sale	622	.8%	45	217	360
8. Other	3,102		1,028	1,046	1,028
B. Substandard Units (1)					
Category	% Substandard	% Suitable for Rehab			
1. All Renter	5.7%	4.8%			

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2. All Owner	2.0%	1.7%			
C. Public Housing (2)	Total	Vacancy Rate	0 and 1 bdr	2 bdr	3 or more bdr
1. Total	1,719		547	645	52
2. Vacant	17	1%			
Rehabilitation Needs (3)	Estimated Hard Costs – Physical Improvements:	Grand total PHA Needs:			
	\$3,720,000	\$5,886,500			
D. Rents					
Unit Size	Applicable FMRs	Rent affordable at 30% of 50% MFI			
0 Bedrooms	\$315	\$323			
1 Bedroom	\$378	\$369			
2 Bedrooms	\$450	\$415			
3 Bedrooms	\$563	\$480			

(1) Sources: Current Housing Report – H170190-34, p.9; 1990 Census of Population & Housing STF1 and STF3

(2) Source: Housing Authority of Clackamas County and U.S. Department of Housing and Urban Development.

(3) Source: Housing Authority of Clackamas County, Comprehensive Grant Program, June 12, 1992; Form HUD – 52831(2/92)

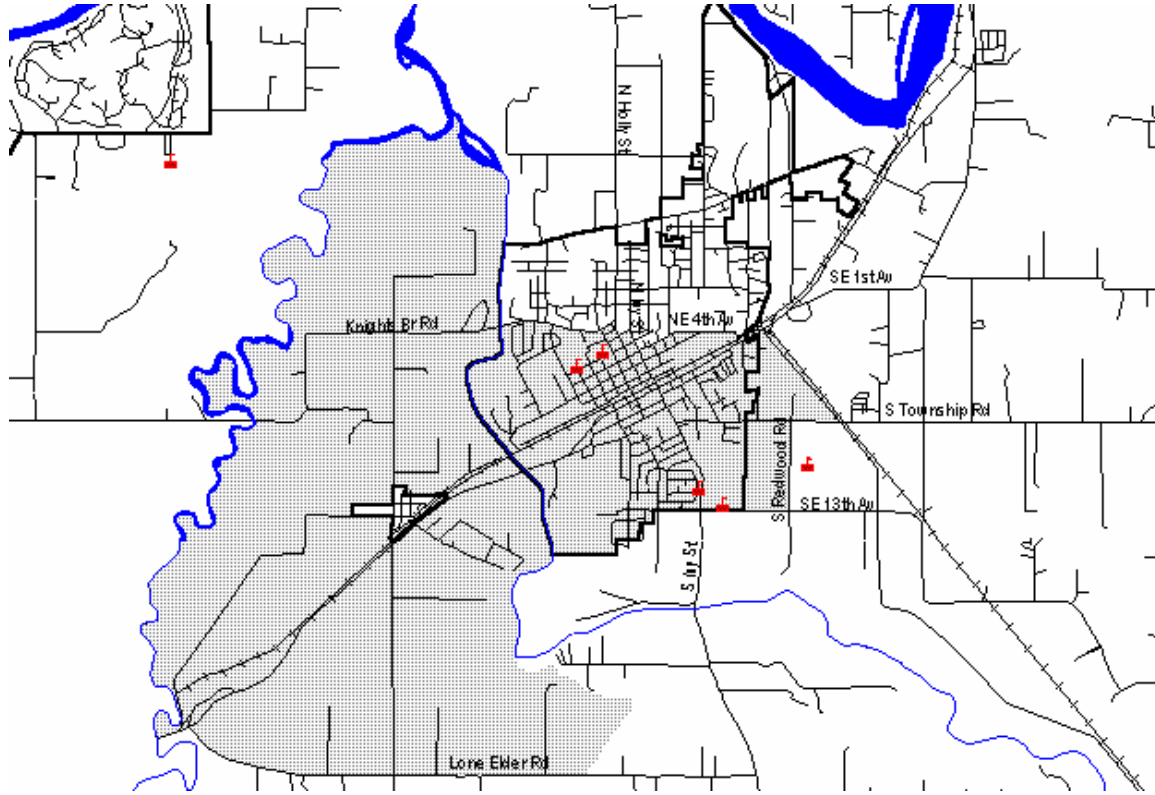
CHAS TABLE 1A				U.S Department of Housing and Urban Development Office of Community Planning and Development Comprehensive Housing Affordability Strategy (CHAS)		
Population & Household Data				Instructions for Local Jurisdictions		
Name of Jurisdiction: Clackamas County				Five Year Period:(☉fiscal years) 1994 1998		
A. Population	1980 Census Data	1990 Census Data	% Change	Relative Median Income of Jurisdiction		
1. White (non-Hispanic)	233,221	264,542	13.4	MSA Median Family Income		National Median Family Income
2. Black (non-Hispanic)	757	1,837	10.6	\$36,896		\$35,939
3. Hispanic (all races)	3,624	6,958	92.3			
4. Native American	1,255	1,907	55.7			
5. Asian & Pacific Islanders (non-Hispanic)	2,376	4,526	90.5			
6. Other (non_Hispanic)	716	70	-90.2			
7. Total Population	241,919	278,850	15.3			
8. Household Population	238,960	276,100	15.5			
9. Non-Household Population	2,959	2,750	-7.1			
B. Special Categories						
(e.g., students, military, migrant farm workers, etc.)						
1						
2						
3						
4						

Appendix B

C. Households	Total Households 1990	%of Total Households	% Very Low Income 0 to 50% (MFI)	% Other Low Income 51 to 80% (MFI)	% Moderate Income 81 to 95% (MFI)	% Above 95% (MFI)
1. White (non-Hispanic)	99,840	96.3	16%	17%	9%	58%
2. Black (non-Hispanic)	263	.3	21%	23%	3%	53%
3. Hispanic (all races)	1,688	1.6	23/5	21%	9%	49%
4. Native American (non-Hispanic)	606	.6	23%	18%	10%	49%
5. Asian & Pacific Islanders (non-Hispanic)	1,255	1.2	20%	20%	10%	50%
6. All Households	103,622	100%	16%	17%	9%	58%

Appendix C

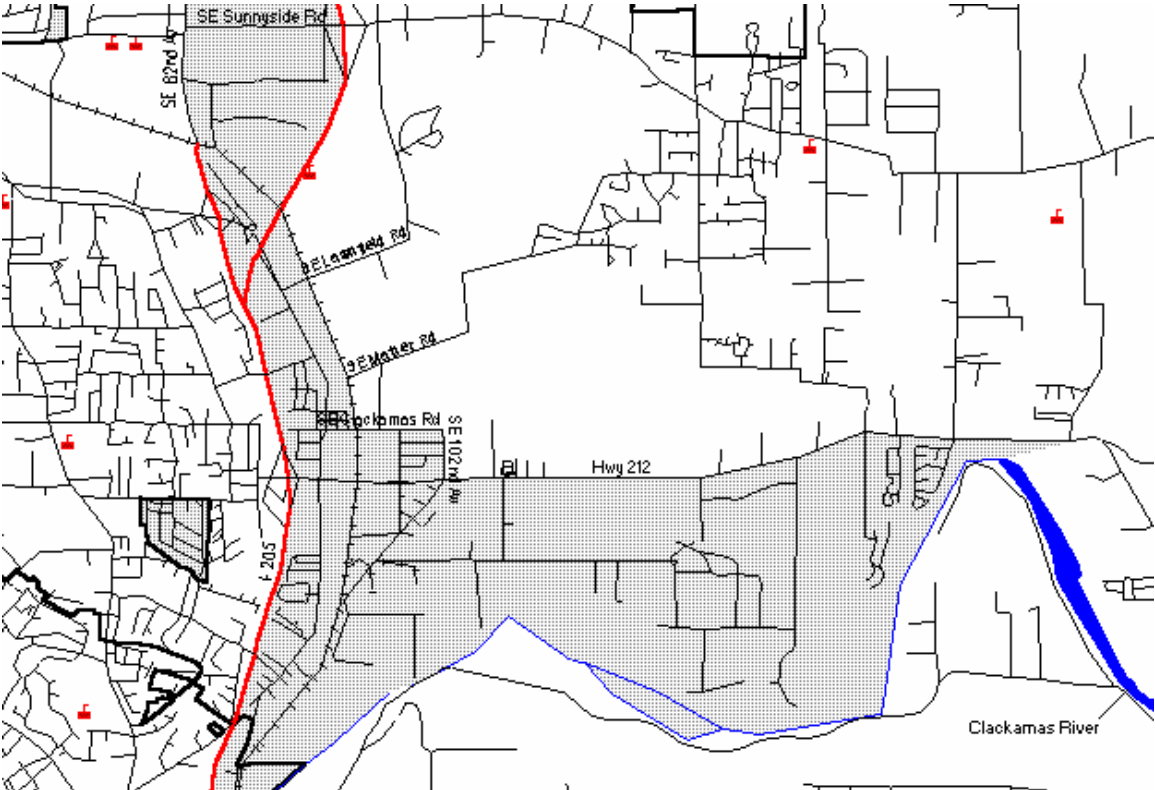
Low Income Area Maps



Canby Area

Appendix C

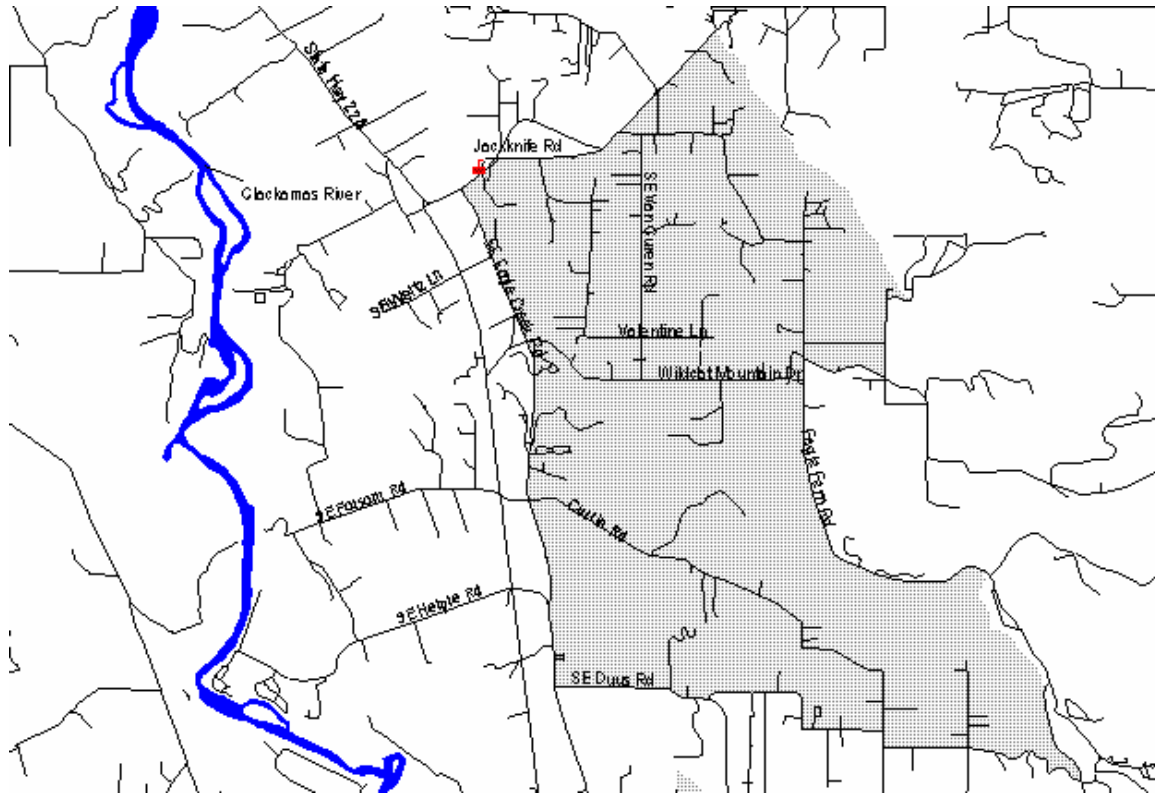
Low Income Area Maps



Clackamas Area

Appendix C

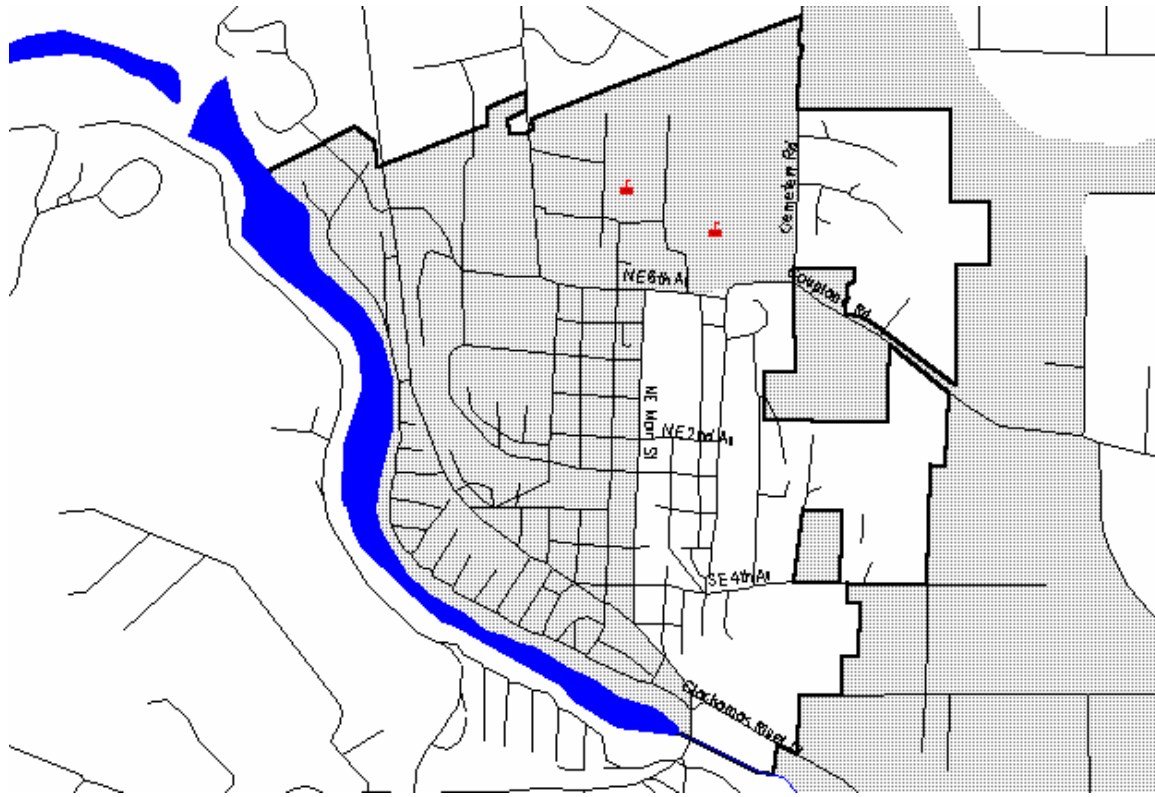
Low Income Area Maps



Eagle Creek

Appendix C

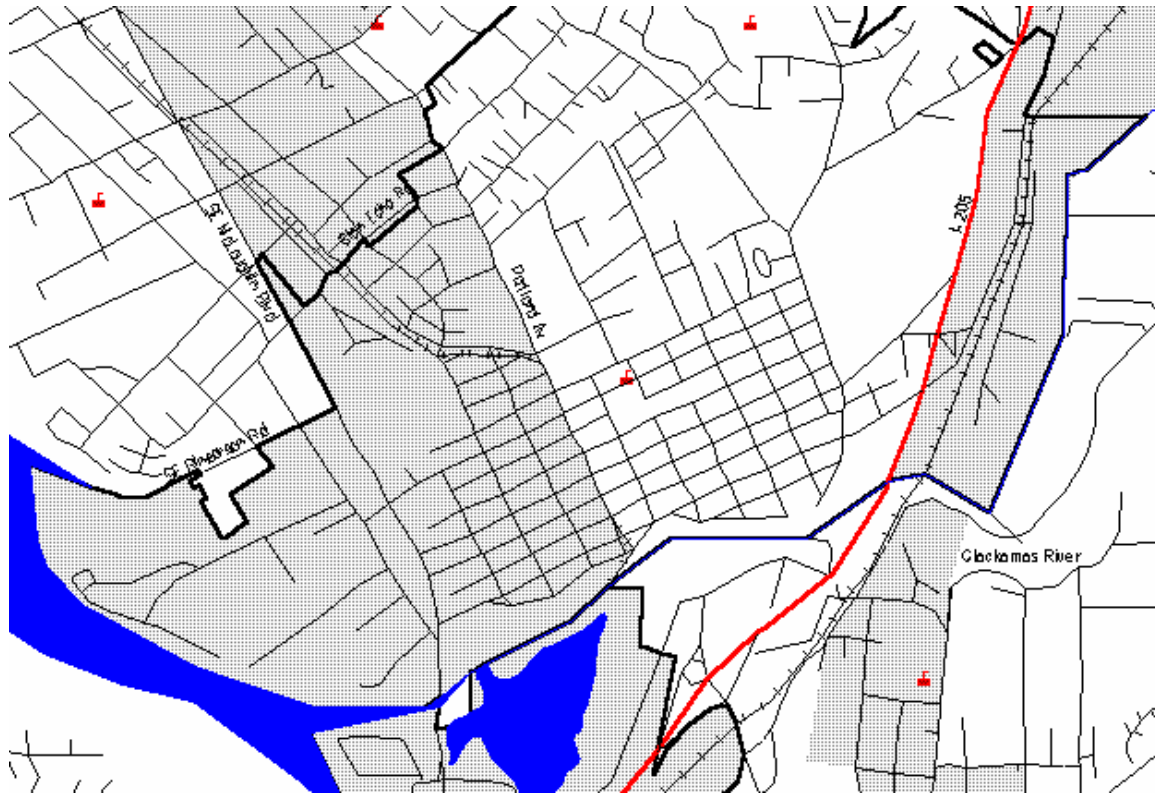
Low Income Area Maps



Estacada

Appendix C

Low Income Area Maps



Gladstone

Appendix C

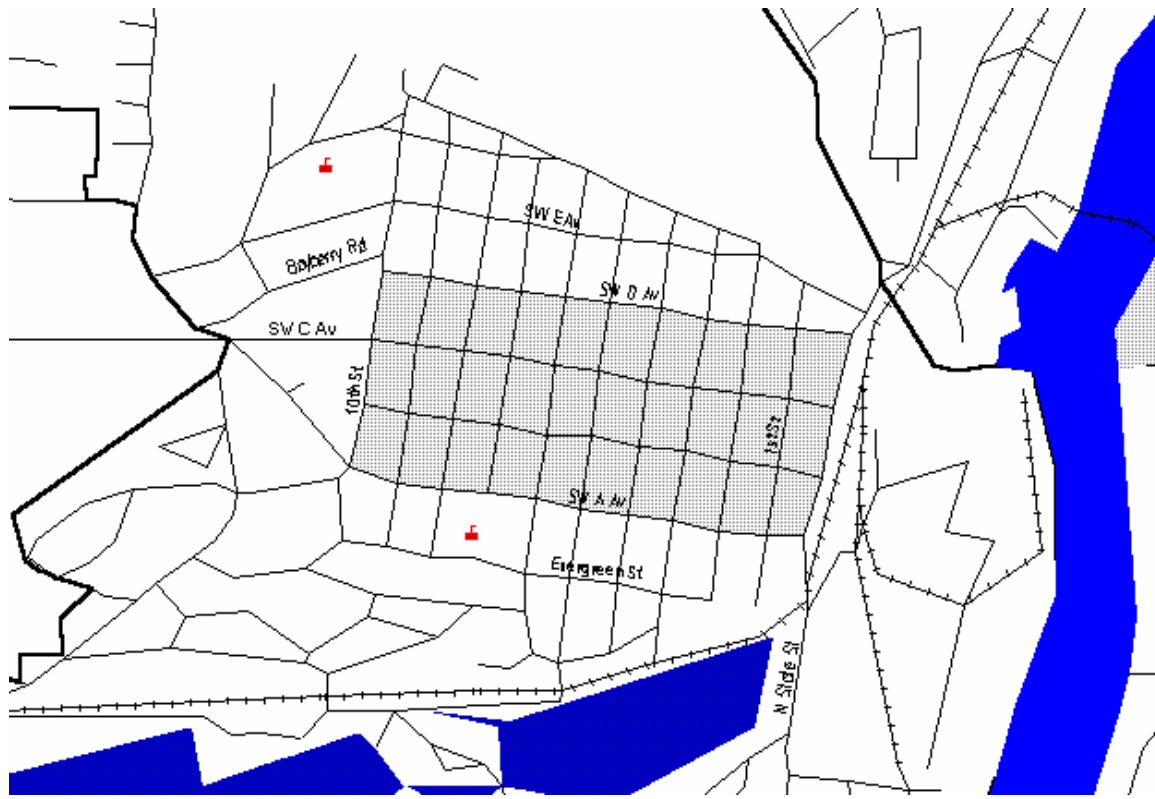
Low Income Area Maps



Jennings Lodge

Appendix C

Low Income Area Maps



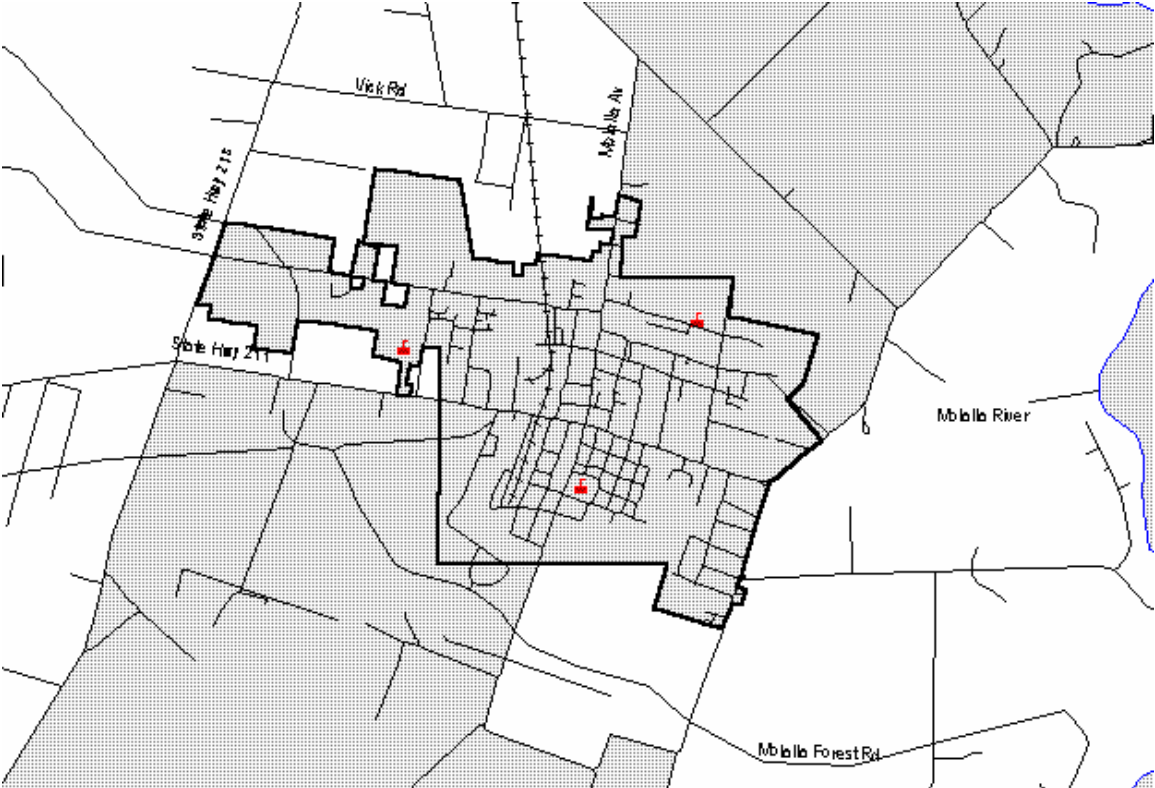
Lake Oswego

Appendix C

Low Income Area Maps



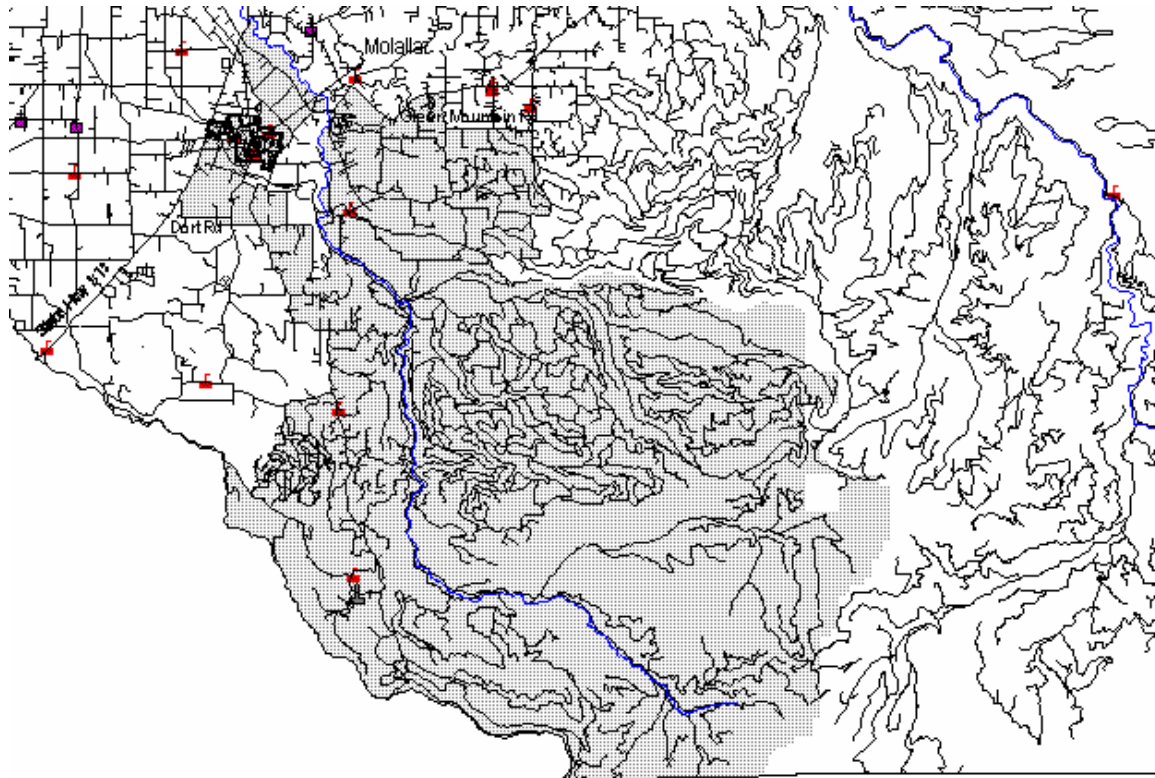
Milwaukie



Molalla

Appendix C

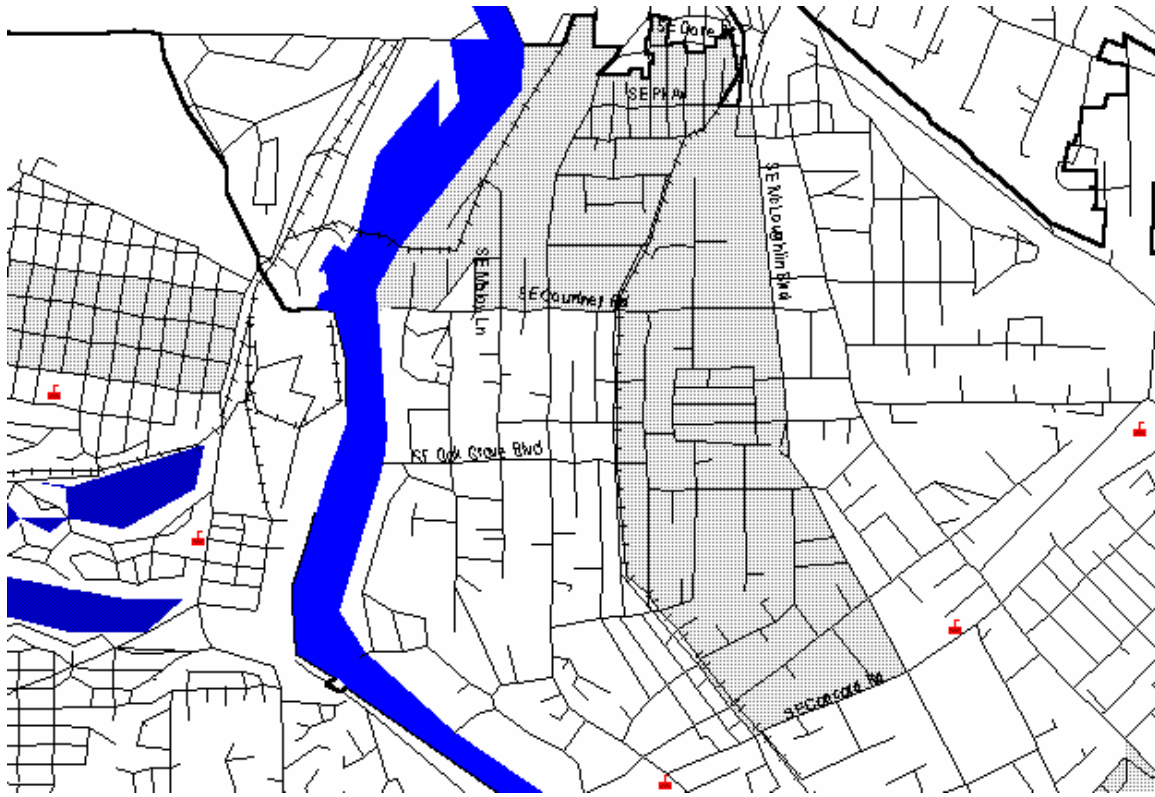
Low Income Area Maps



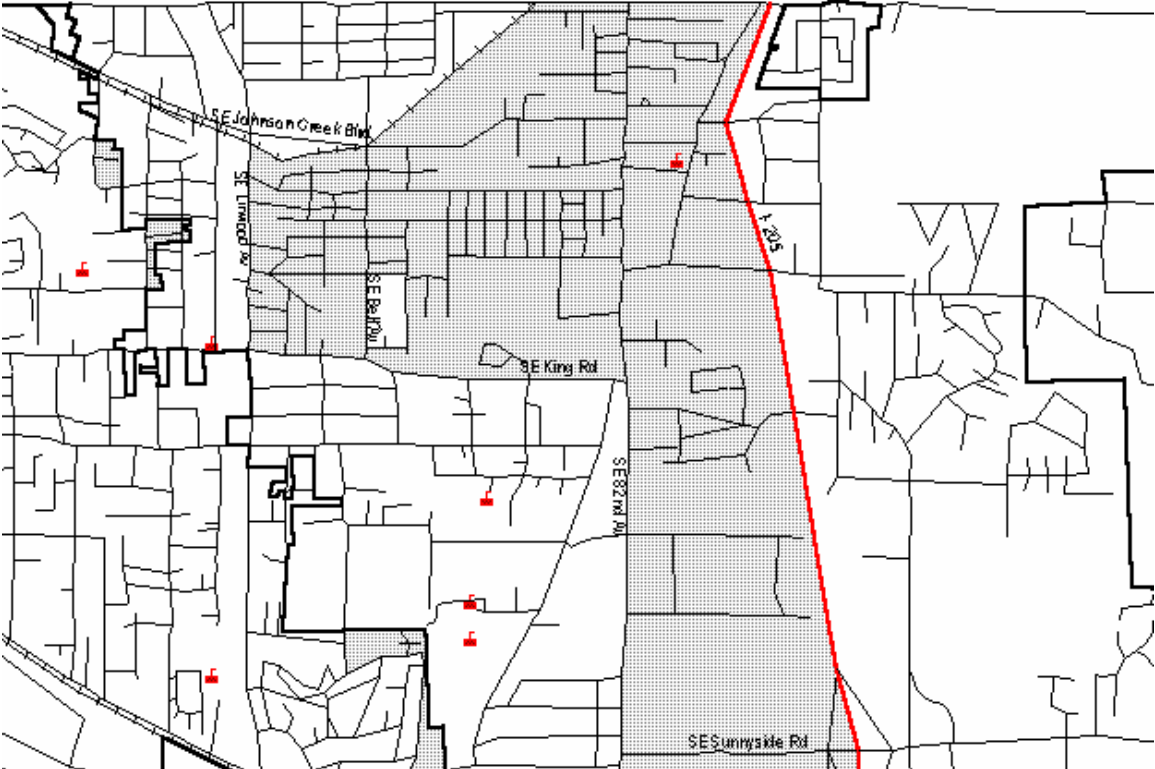
Molalla/Colton

Appendix C

Low Income Area Maps



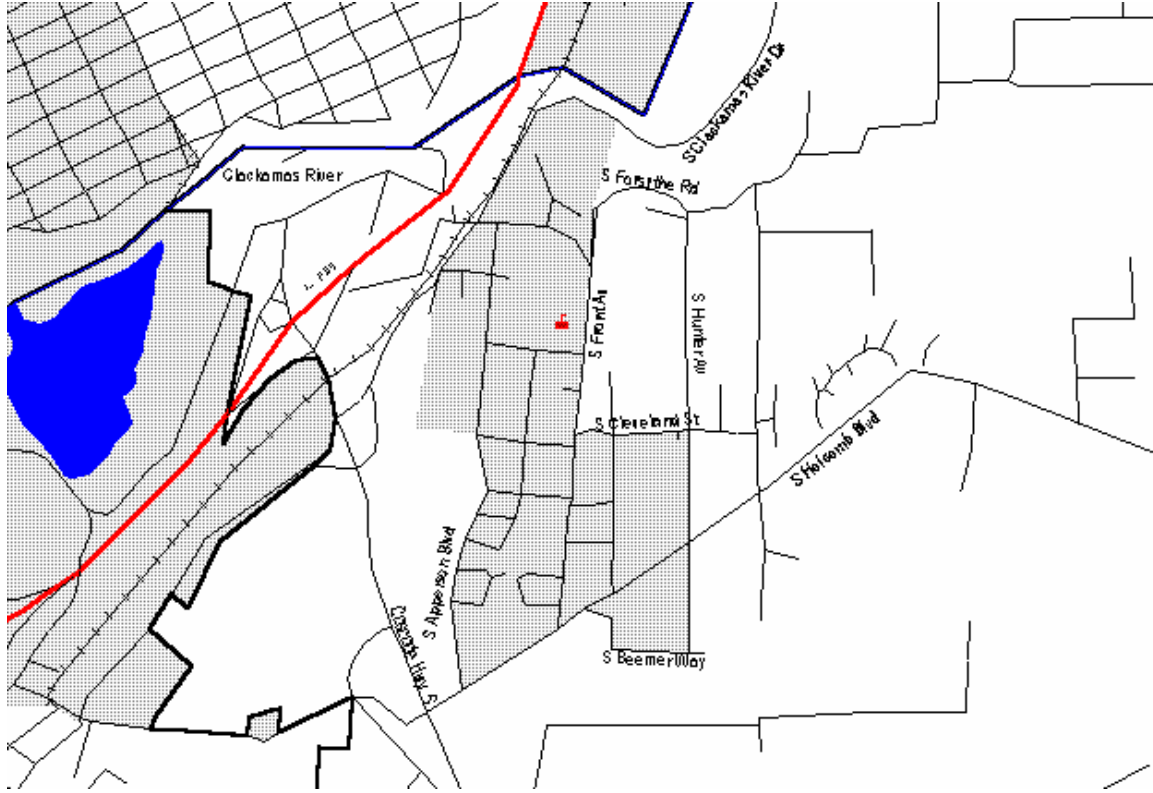
Oak Grove



Overland Park/Battin

Appendix C

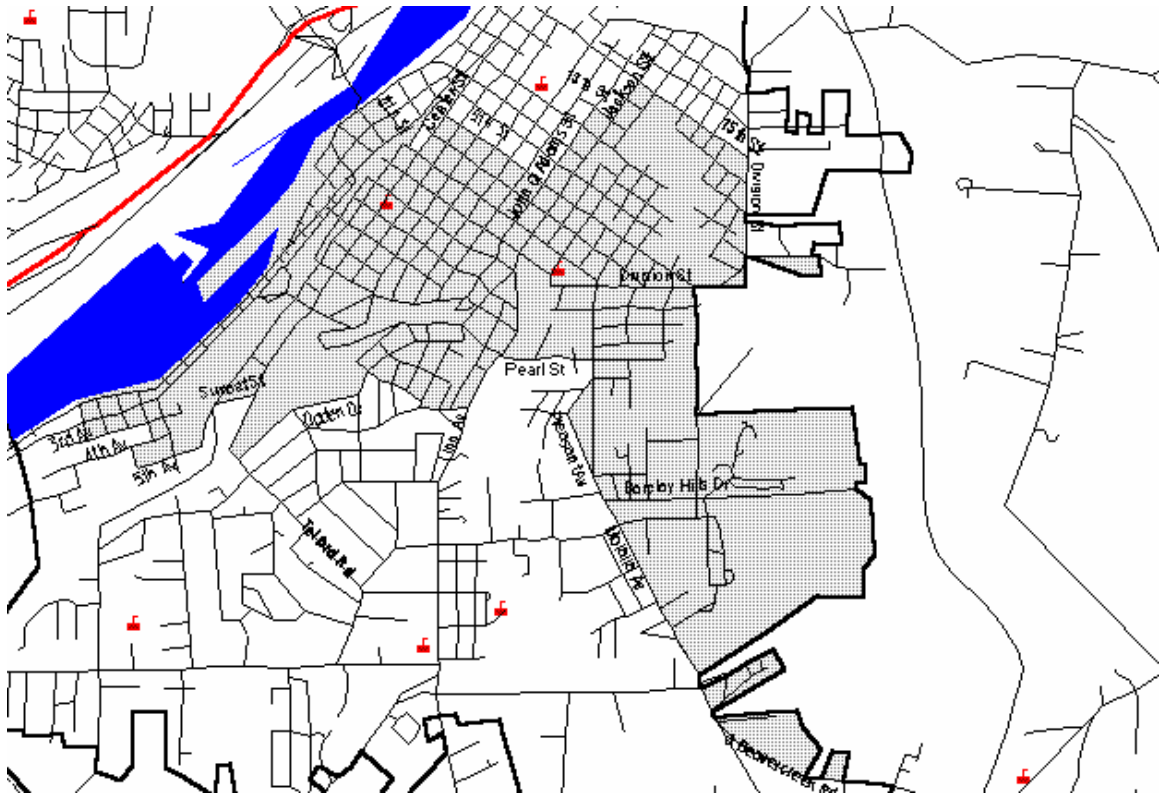
Low Income Area Maps



Park Place

Appendix C

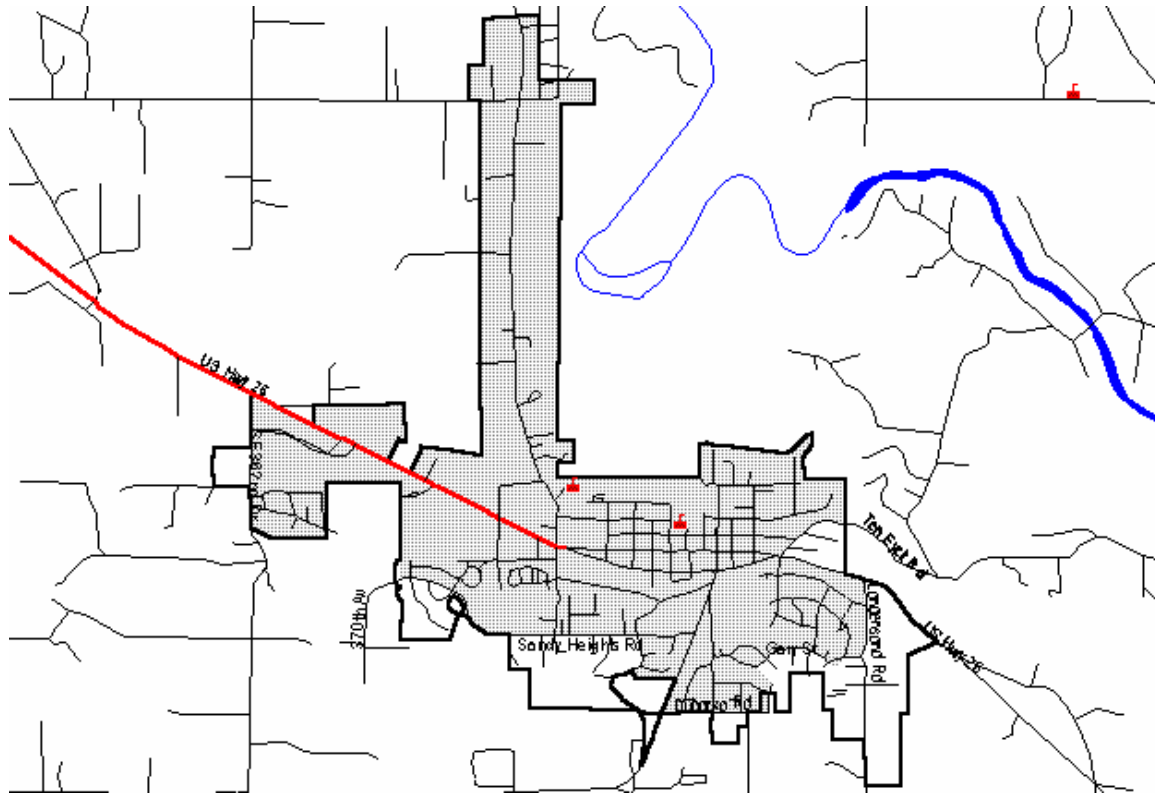
Low Income Area Maps



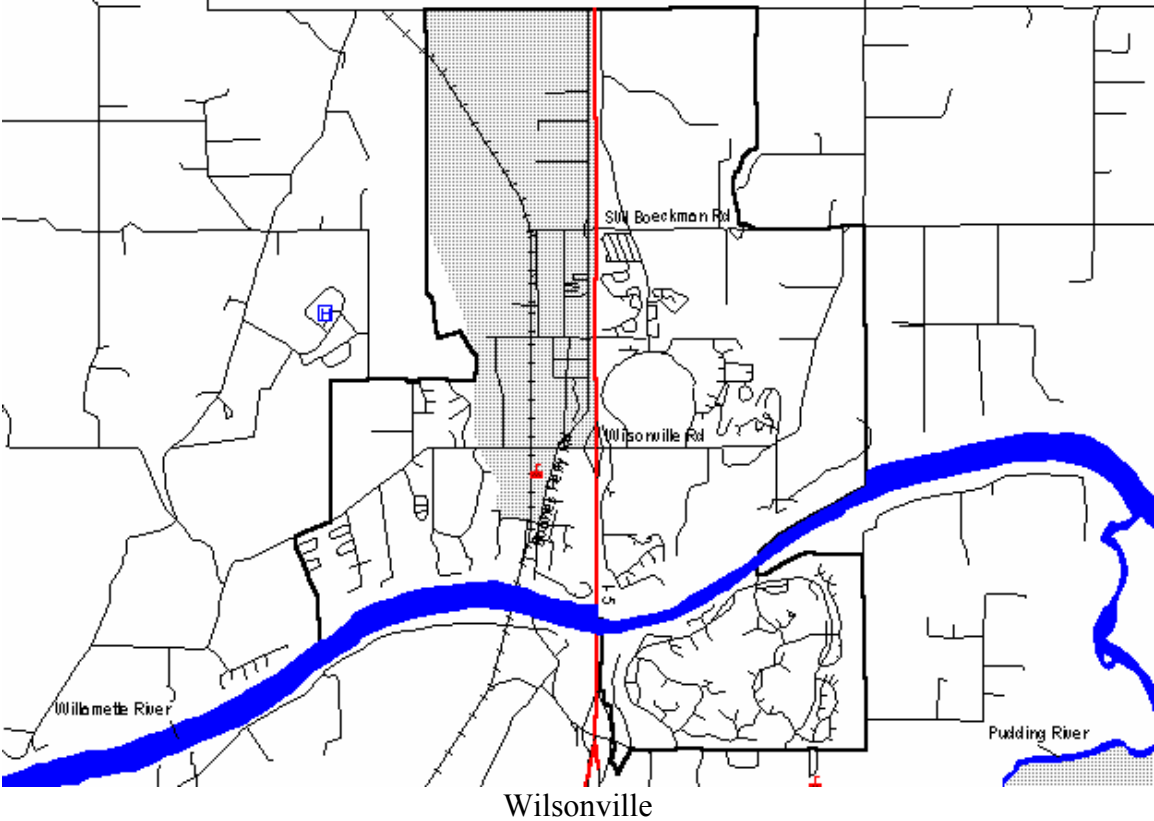
Oregon City

Appendix C

Low Income Area Maps



Sandy



Appendix D

2003-2005 Consolidated Plan
Public Hearing Housing and Community Development Needs
November 12, 2002

Public Hearing notice was published on October 24, 2002 in the 2 newspapers of official notice, the Lake Oswego Review and the Clackamas County Review. The notice was also mailed to everyone on the Community Development Citizen Advisory Committee/ Public Advisory Board/Interested Parties mailing list.

Public Hearing Minutes

Attendance:

Gary DiCenzo – Community Development	Stan Aschenbrenner – LO United Methodist Church
Chuck Robbins – Community Development	Susan Lind – CASA of Oregon
Rita Ezard – Sandy Community Action Center	Paul Coon – Social Services Division
Flip Smith – Sandy Community Action Center	Jeff King – City of Milwaukie
Peggy Totaro – Northwest Housing Alternatives	Mary Dail – CCI Enterprises
Barbara-Lee Orloff – Annie Ross House (NHA)	Lori Houston – RAP
Nancy Yuill – Clackamas County Land Trust	Brenda Durbin – Social Services Division
Jerry Barkman – Hope Village	Eldon Lampser – City of Molalla
David Crawford – Getter Silvis and Associates	Susan Meamber – Northwest Housing Alternatives
Alan Levine – Recovery Assoc. Project	Jon Wood – Clackamas Service Center

1. Introduction by Gary DiCenzo, Director, Community Development Division.
2. Peggy Totaro spoke in support of the proposal submitted by Northwest Housing Alternative for safety changes at the Newell Creek Apartments. She wished to emphasize that the improvements were to improve security at the facility and an attempt to create a sense of community.
3. Rita Ezard spoke in support of the proposal submitted by the Sandy Community Action Agency. The proposal is to use CDBG funds to purchase a new facility which would allow for the expansion of emergency services in the Sandy area. Services include counseling, a “kids café”, educational classes and displaced homemakers workshops.
4. Barbara-Lee Orloff spoke in support of the proposal submitted by the Annie Ross House. The proposal is to use CDBG funds to purchase and rehabilitate 2 duplexes to be used as transitional housing for families.
5. Sue Lind of CASA of Oregon requested that Clackamas County make the provision of housing and services for Farmworkers a priority in the 2003-2005 Consolidated Plan.

Further, she spoke in support of the proposal submitted by Caritas. The proposal is to use CDBG funds to provide a sewer connection and sidewalk improvements to the Sandy Vista farmworker housing apartment complex in the City of Sandy.

Appendix D

6. Alan Levine of the Recovery Association Project spoke on the benefits of providing transitional housing stock that is Drug and Alcohol (D & A) free. Mr. Levine requested that this type of housing is essential to a D & A recovery program and would like Clackamas County to make this type of housing a priority in the 2003-2005 Consolidated Plan.
7. Nancy Yuill of the Clackamas County Land Trust (CCLT) spoke in favor of maintaining homeownership needs for low income families as a priority in the 2003-2005 Consolidated Plan. She also spoke in support of the proposal submitted by the CCLT to extend a sewer line to a home owned by the CCLT that would later be sold to a low-income family.
8. Mary Dail spoke in support of the proposal submitted by CCI Enterprises. The proposal to use CDBG funds to acquire and rehabilitate a warehouse allowing for the expansion of vocational services for developmentally disabled adults.
9. Jerry Barkman spoke in support of the proposal submitted Hope Village. The proposal is to use CDBG funds to construct ½ street improvements along S. Fir Street. These improvements are required by the City of Canby and are part of an expansion of the Hope Village Senior Housing Apartment complex.
10. Jon Wood of the Clackamas Service Center spoke in favor of including D & A free housing as a priority in the 2003-2005 Consolidated Plan. He also discussed possible improvements to the Clackamas Center facility that would allow expansion of their services. In particular he was interested in investigating the possibility of adding a second story to the building.

John discussed a number of services that he felt were needed in the community with a strong emphasis on De-Tox services as a supplement to the D & A free housing.
11. Dave Crawford spoke in support of the Hope Village project. His support was for the CDBG street improvement proposal and for the HOME proposal. The latter proposal is for the construction of additional units at the Hope Village Apartment complex.

Further, Dave spoke in support of maintaining the Consolidated Plan priority for affordable housing for working families, primarily for Female Head-of-Household families with children.
12. Stan Aschenbrenner from the Lake Oswego United Methodist Church spoke in favor of including D & A free housing as a priority in the 2003-2005 Consolidated Plan.
13. Lori Houston from RAP spoke in favor of including D & A free housing as a priority in the 2003-2005 Consolidated Plan.

Written testimony was received from the Clackamas County Land Trust, Northwest Housing Alternatives and the Sandy Community Action Agency. This testimony is summarized below. The full testimony is on file at the Community Development Offices, 112 11th Street, Oregon City. This information is available for review by contacting Chuck Robbins at (503) 722-6834.

Appendix D

Testimony Summary

Clackamas County Land Trust – Their letter asked for continued support of the CCLT program, and approval of their grant request for off-site improvements for one of the houses in the overland park area. Further, their testimony went on to identify who they serve, their major program accomplishments to date, and their promotion of the Complete Communities mission and sustainable development goals.

Northwest Housing Alternative - Their letter asked for continued support of the NHA program, and approval of their grant request for purchase of up to 4 duplexes that would be used as transitional housing. The testimony goes on to detail the need and objectives of the project as well as reiterating its eligibility and cost. Also included are 2 resolutions from the NHA Board of Directors demonstrating the full commitment of the organization to this project.

Sandy Community Action Center – Their letter asked for the support and approval of their grant request for the purchase of 2 adjacent lots that would be used to expand the Sandy Community Action Center. Their letter goes on to describe the expanded services that might be located in the expansion and described their service area.

Appendix E

CLACKAMAS COUNTY RESIDENTIAL ANTI-DISPLACEMENT AND RELOCATION ASSISTANCE PLAN ANTI-DISPLACEMENT

This policy applies to the federal Department of Housing and Urban Development (HUD) programs administered by the Clackamas County Community Development Division (CD programs):

- The Community Development Block Grant Program (CDBG);
- The HOME Program (HOME); and
- **The Emergency Shelter Grant Program (ESG).**

Displacement under this plan is defined as an involuntary permanent move from one's residence. It shall be the policy of Clackamas County to avoid, whenever possible, and in all cases minimize, the displacement of residents from their homes as a direct result of activities assisted with CD program funds.

RELOCATION ASSISTANCE

Persons and businesses displaced as a direct result of activities assisted with CD program funds shall be entitled to relocation assistance in compliance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, Section 104(d) of the Housing and Community Development Act of 1974, as amended, and the following HUD regulations pursuant to the Acts: 24 CFR 570.606 (CDBG), 24CFR 92.353 (HOME), **and 24 CFR 576.80 (ESG).**

STEPS TO MINIMIZE DISPLACEMENT

Consistent with the goals and objectives of activities assisted by the CD program, Clackamas County will take the following steps minimize the displacement of persons from their homes:

1. Project sponsors applying for funds from Clackamas County Community Development will be required to include information on whether displacement or temporary relocation will occur as a result of the activity. Projects which may cause displacement or temporary relocation will be required to include replacement costs and/or relocation costs in the proposed budget. Project that result in displacement will be ranked lower than similar projects which cause no displacement;
2. Projects with the potential for displacement or temporary relocation will, whenever feasible, be structured so as to reduce the occurrence of permanent, involuntary displacement. This will be done through phasing work to minimize displacement or temporary relocation through provision of temporary housing facilities to prevent permanent displacement;
3. Projects such as housing rehabilitation loans, which are not subject to a competitive selection process, will be evaluated by CD program staff and preference will be given to those which do not result in displacement or temporary relocation;

Appendix E

4. Except in cases involving severe health or safety hazards, housing rehabilitation loans will not be provided if they result in a net loss of standard condition low-income housing units; and
5. Code enforcement activities undertaken with CD program funds will be coordinated, where feasible, with rehabilitation and housing assistance programs.

ONE-FOR-ONE REPLACEMENT HOUSING

Clackamas County will replace all occupied and vacant occupiable low-income dwelling units demolished or converted to a use other than a low-income housing in connection with an activity assisted with funds as provided under the Housing and Community Development Act of 1974, as amended, as described in 24 CFR Part 42.

All replacement housing will be provided within three years after the commencement of the demolition or conversion. Before entering into a contract committing Clackamas County to provide funds for an activity that will directly result in demolition or conversion Clackamas County will make public by publication in the County newspaper(s) of record and submit to HUD the following information in writing:

6. A description of the proposed assisted activity;
7. The location on a map and number of dwelling units by size (number of bedrooms) that will be demolished or converted to a use other than as low-income dwelling units as a direct result of the assisted activities;
8. A time scheduled for the commencement and completion of the demolition or conversion;
9. The location on a map and the number of dwelling units by size (number of bedrooms) that will be provided as replacement dwelling units. If such data are not available at the time this information is published and submitted to HUD, Clackamas County will identify the general location on an area map and the approximate number of dwelling units by size and provide information identifying the specific location and number of dwelling units by size as soon as it is available;
10. The source of funding and a time schedule for the provision of the replacement dwelling units;
11. The basis for determining that each replacement dwelling unit will remain a low-income dwelling unit for at least 10 years from the date of initial occupancy;
12. Information demonstrating that any proposed replacement of dwelling units with smaller dwelling units (e.g., a 2 bedroom unit with two 1-bedroom units) is consistent with the housing needs of lower-income households in Clackamas County.

The Community Development Division, (telephone number 503-655-8591), is responsible for tracking the replacement of housing and ensuring that it is provided within the required period.

The Community Development Division is responsible for ensuring requirements are met for notification and provision of relocation assistance to any low-income person displaced by the demolition or conversion of any dwelling unit to another use in connection with an assisted activity.