

# Section Three:

## Five Year Strategic Plans

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Home Forward

2011-2016 Consolidated Plan



## 2011-2016 Consolidated Plan Priorities

**OVER THE NEXT FIVE YEARS, THE CONSORTIUM WILL MAKE INVESTMENTS OF FEDERAL HOUSING AND COMMUNITY DEVELOPMENT RESOURCES ACCORDING TO THE FOLLOWING PRIORITIES. THESE PRIORITIES SHOULD BE CONSTRUED BROADLY, TO INCLUDE ALL ACTIVITIES THAT MIGHT REASONABLY ADVANCE THE POLICY OBJECTIVE, AND ARE NOT PRESENTED IN PRIORITY ORDER.**

### **CONSORTIUM PRIORITY ONE: RENTAL HOUSING**

**Increase the production and preservation of rental housing, with an emphasis on rental homes for households who face the greatest challenges finding housing in the private market.**

- We will preserve the affordability of existing, privately-owned, federally-subsidized rental housing projects covered by affordability contracts that would otherwise expire.
- We will invest in programs that improve the quality of rental housing.
- We will invest in housing units that are affordable and accessible to people transitioning out of homelessness.
- We will promote fair and non-discriminatory access to quality affordable rental housing for all households in all neighborhoods throughout Multnomah County.
- We will work to align non-capital resources like Section 8, Continuum of Care and homeless service funding to the production of new housing units to support both the financial stability of the housing and the people calling the units home over the long haul.

Gresham-specific rental housing sub-priorities:

- o Focus on rental homes affordable to households with incomes at or below 50% of the area's Median Family Income.
- o Focus on housing senior citizens and special needs populations.

Portland-specific rental housing sub-priorities:

- o Emphasize the production of deeply affordable units.

## The Priorities

HUD requires that the Consortium establish priorities for the allocation of federal resources. They are not presented in Priority Order. Within each priority, programs shall focus on populations with the greatest barriers.

*Median Family Income for the Portland Metropolitan Area for a family of four in 2010 is \$71,200.*

## 2011-2016 Consolidated Plan Priorities

- o Establish appropriate production targets for a range of housing affordable and desirable to Portland's diverse population whose housing needs are not met by the private market, including our low-wage workforce.
- o Develop geographic priorities for capital investment in housing to promote complementary goals of economic revitalization, prevention of residential displacement and sustainable communities.
- o Manage existing housing assets to meet the community's housing needs while conserving public resources.
- o Work with community partners to leverage the family-wage construction jobs and other opportunities for economic participation created by housing production to advance PHB's equity goals.

Multnomah County-specific rental housing sub-priority:

- o Invest in housing programs that focus on providing decent, stable housing for those with greatest need.

### **CONSORTIUM PRIORITY TWO: HOMELESSNESS PREVENTION**

**Invest in programs with a proven ability to transition people quickly and permanently from homelessness to housing and in programs that efficiently and sustainably prevent homelessness.**

- While we will maintain a basic safety net that includes shelter and services that provide a level of safety off the street, we will give a higher priority to investments that truly prevent or end homelessness. Over time, we believe investing in programs under this priority will reduce the need for shelters.
- Preventing homelessness through limited interventions like rent assistance, foreclosure and eviction prevention, and low-cost repairs to that make housing safe and accessible for low-income owners and renters, is cost-effective and makes sense.
- We will shift resources from less-focused, more costly programs

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to the strategies with a proven track record for efficiency and success.

- We will ensure that investments under this priority equitably benefit all communities experiencing homelessness or the threat of homelessness.
- We will work to reduce time spent in shelter beds waiting for housing placement by better aligning programs like rental assistance that help move people into permanent housing.

Multnomah County-specific homelessness prevention sub-priority:

- o Invest in housing programs that focus on providing decent, stable housing for those with greatest need.

### **CONSORTIUM PRIORITY THREE: HOMEOWNERSHIP**

**Invest in programs and strategies proven to assist low and moderate income families to sustainably purchase a home or retain a home they already own.**

- We will promote fair and non-discriminatory access to quality affordable homeownership for all households in all neighborhoods throughout Multnomah County.
- Maximize the impact of investments in homeownership by focusing on strategies like limited down payment assistance and the community land trust model that fairly balance the level of public investment against the goals of assisting a greater number of households and ensuring that assisted families can sustain their ownership over time.
- Focus investments on cost-effective programs that are effective in helping existing low-income minority homeowners maintain the health and safety of their homes.

Portland-specific homeownership sub-priority:

- o Focus investments on families from Portland's communities of color to address the low rates of minority homeownership that have resulted from historic legal barriers and current institutional

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patterns and practices.

- o Invest in programs that effectively prepare and position low and moderate income families of color to purchase and retain their homes in an effort to overcome historic gaps in homeownership rates while fully complying with the laws and regulations that further fair housing.

### **CONSORTIUM PRIORITY FOUR: SHORT-TERM SHELTER**

**Maintain a community safety net that provides short-term shelter, information and referral services to County residents facing homelessness or housing crisis.**

- We will maximize the availability of shelter to those most vulnerable to the debilitating effects of street homelessness.
- We will work to reduce time spent in shelter beds waiting for housing placement by better aligning programs like rental assistance that help move people into permanent housing.
- We will maintain a set of basic community services that provide low-cost, time sensitive information and referral so households facing homelessness, eviction or foreclosure can help themselves or find the help they need in the community.
- We will work to ensure that investments under this priority equitably benefit all communities experiencing homelessness or the threat of homelessness.

### **CONSORTIUM PRIORITY FIVE: ECONOMIC OPPORTUNITY**

**Invest in comprehensive, evidence-based programs that assist adults and youth to improve their economic condition by increasing their incomes and assets.**

Multnomah County-specific economic opportunity sub-priority:

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- o Support social service operations for organizations assisting homeless families, low-income citizens and special needs populations to expand economic opportunities.

### **CITY OF GRESHAM PRIORITY SIX: INFRASTRUCTURE DEVELOPMENT**

**Invest in community infrastructure development and redevelopment in low- and moderate-income neighborhoods to safeguard public health, improve livability and promote economic development.**

### **CITY OF GRESHAM PRIORITY SEVEN: ECONOMIC OPPORTUNITIES**

**Increase economic opportunities through redevelopment and job-creation activities.**

### **MULTNOMAH COUNTY PRIORITY EIGHT: INFRASTRUCTURE**

**Invest in infrastructure and public facilities development to stabilize and revitalize low- and moderate-income communities.**





# 2011 Analysis of Impediments to Fair Housing Choice

## Executive Summary

This is the Executive Summary of the *2011 Fair Housing Plan: An Analysis of Impediments to Fair Housing Choice and the Strategies to Address Them*

The full report can be found online at [www.portlandonline.com/phb/fairhousing](http://www.portlandonline.com/phb/fairhousing)

### EXECUTIVE SUMMARY OF THE ANALYSIS

#### A. Introduction

The U.S. Department of Housing and Urban Development requires each state and local government to submit a certification that it is Affirmatively Furthering Fair Housing (AFFH) (24 CFR 91). Each jurisdiction is required to:

1. Conduct an analysis of impediments to fair housing choice;
2. Make recommendations and then take appropriate actions to overcome the effects of impediments identified through that analysis; and,
3. Maintain records reflecting the analysis and actions.

The purpose of this report is to identify “impediments” to the achievement of the goals of fair housing. These impediments include:

Any actions, omissions, or decisions taken because of race, color, religion, sex, disability, familial status or national origin which restrict housing choices or the availability of housing choices; or

Any actions, omissions, or decisions which have the effect of restricting housing choices on the basis of race, color, religion, sex, disability, familial status or national origin.<sup>1</sup>

Race, color, religion, sex, disability, familial status, and national origin are Protected Classes under federal law<sup>2</sup>; the Analysis of Impediments to Fair Housing Choice focuses on barriers these classes face in accessing housing. In addition to the federal Protected Classes, the State of Oregon and the City of Portland have additional Protected Classes: marital status, sexual orientation, source of income, military status, gender identity, and domestic violence victims; this report will focus on these classes as well.

The analysis of impediments is a comprehensive review of a jurisdiction's laws, regulations, and administrative policies, procedures, and practices affecting the location, availability, and accessibility of housing, as well as an assessment of conditions, both public and private, affecting fair housing choice.

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<sup>1</sup> HUD; Fair Housing Planning Guide (Washington, D.C.: HUD) p. 2-8.

<sup>2</sup> Fair Housing Act, Title VIII of the Civil Rights Act of 1968.

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The analysis is not limited to the identification of actions purposefully meant or designed to disadvantage members of a protected class. Impediments also include:

Policies, practices, or procedures that appear neutral on their face, but which operate to deny or adversely affect the availability of housing to persons because of [their protected class].<sup>3</sup>

This class of impediments includes actions or policies which have a disparate or disproportionate impact on the housing choices of protected classes, even though the actions or policies are neutral on their face and were adopted without any intent to produce a discriminatory impact. The disparate impact test is, in this way, *result-oriented* and not *intent-oriented*.

The task of this study is to evaluate the current situation in Multnomah County to determine: (1) whether impediments to fair housing confront protected classes; (2) if such impediments do exist, understand why they exist; (3) to set forth what is being done to eliminate these impediments; and (4) to make recommendations to address those impediments.

### **B. Methodology**

The Portland Housing Bureau took the lead on the Analysis of Impediments to Fair Housing Report on behalf of the Consortium including Multnomah County, the City of Portland, and the City of Gresham.

We formed two stakeholder committees<sup>4</sup> for conducting and processing the analysis of impediments. A “Stakeholder Advisory Committee” of twenty-three members including fair housing advocates, private market citizens, advocates for people with disabilities, people representing different cultural, racial, and ethnic groups, health care advocates, mental health advocates, and other interested citizens reviewed the scope of the analysis, discussed initial findings, identified impediments, and suggested recommendations.

A “Technical Advisory Committee” of sixteen members including fair housing technical practitioners, housing program staff, and other jurisdictional partners secured data sources, discussed accuracy of findings, and reviewed identified impediments and recommendations.

With the aid of the Technical Advisory Committee, we collected census and other data to augment Fair Housing data including audit testing from the Fair Housing Council of Oregon, discrimination complaints from the U.S. Department of Housing and Urban

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<sup>3</sup> HUD, Fair Housing Planning Guide (Washington, D.C.: HUD) p. 2-17.

<sup>4</sup> A list of committee participants can be found in Appendix A.

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Development, the Fair Housing Council of Oregon, Legal Aid, Disability Rights Oregon, the Bureau of Labor and Industry, and the Oregon Department of Justice. The data was also compared to the housing market analysis conducted for the *2011-2016 Consolidated Plan*. This quantitative data was compared to qualitative data gathered by a series of over sixty interviews with local and regional planners, housing advocates, housing industry representatives, legal experts, and county experts.<sup>5</sup>

When presenting data, we used consistent data sources and date timelines whenever possible. However, due to the off-timing of the latest data releases, including data from the Home Mortgage Disclosure Act, Comprehensive Housing Affordability Strategy data, the 2010 Census, and the 2010 American Community Survey, some data sources and reporting dates are varied within each section. While it may hinder direct comparisons between data tables and/or maps, we are confident in the quality and accuracy of the data presented as it related to identifying impediments to accessing housing.

We also reviewed various materials on fair-housing related topics. This included information on fair housing programs, local planning efforts including the Portland Plan (Portland's in-development 25 year city strategy), Sustainable Communities planning, and transportation planning. We consulted various federal, state, and local statutes and ordinances.

The Portland Housing Advisory Commission (PHAC) and the Multnomah County Federal Funding Oversight Committee provided input and opportunities for public review and comments on preliminary drafts of the analysis. Individual members of the PHAC and staff from Multnomah County and the City of Gresham were represented in the two Analysis of Impediments advisory committees.

The budget for conducting the 2011 Analysis of Impediments to Fair Housing Report was approximately \$10,000 plus Portland Housing Bureau staff time. These funds were from the City of Portland's Community Development Block Grant funds for FY2010-2011, from the Administration/Planning cap. The analysis process came under budget, so the full \$10,000 was not needed.

### **C. Review of the 2005 Analysis of Impediments Report**

The 2005 Analysis of Impediments to Fair Housing Choice report included eight key recommendations for addressing impediments to fair housing choice. Most of these recommendations were successfully implemented, and others are still in development. Some of these recommendations are again included in this 2011 report.

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<sup>5</sup> A list of interviewees and their raw data responses are included in Appendix B.

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2005 Recommendation	Implementation
1. Continue to fund a range of core fair housing services, including but not limited to education and active enforcement of the fair housing laws.	The jurisdictions of Multnomah County annually funded the Fair Housing Council of Oregon to process fair housing complaints, and provide landlord and tenant education and counseling.
2. Continue to fund low-cost accessibility accommodations.	The jurisdictions funded programs for low-cost modifications to make home accessible, mostly through the non-profit Unlimited Choices' Mend-a-Home and Adapt-a-Home programs.
3. Implement strategies to close the minority homeownership gap, as proposed by the Homeownership Advisory Committee.	While the Portland Housing Bureau no longer provides first mortgage loans, the jurisdictions to have Down Payment Assistance Loans, and other homeownership programs such as Limited Tax Exemptions, to increase homeownership for low-income residents, with a special outreach and focus to communities of color. In FY2010-2011, for example, Down Payment Assistance funds were distributed through the Minority Homeownership Assistance Collaborative.
4. Continue to fund a range of proven programs that increase access to housing and encourage housing choice including Housing Connections, Ready to Rent, and Fresh Start.	The jurisdictions continue to fund these programs; Ready to Rent has been replaced by the program Rent Well.
5. Increase housing choices for people with disabilities by conducting an inventory of accessible units, evaluating the need for specific accessibility features in units, and developing recommendations to increase marketing of accessible units to disabled renters.	Some work has been done to complete the inventory of accessible units, but has not yet been completed. This recommendation has been renewed for this 2011 report.
6. Develop a landlord-tenant issue workgroup to further explore and develop recommendations on issues cited in the AI, including use of "no cause" evictions for retaliatory purposes, habitability issues, under-reporting of fair housing complaints, and technical assistance on reasonable accommodation requests.	Workgroups have met to review some of these issues. A Task Force was formed in 2010 to review Section 8 "turnback" rates for voucher holders, and acceptance rates have increased. Issues of no-cause evictions continue, as does the under-reporting of fair housing complaints. Advocates such as Disability Rights Oregon and Fair Housing Council of Oregon provide technical assistance for reasonable accommodation requests.
7. Research and explore the development of a new conversion ordinance to provide appropriate protections to low-income households.	Currently, no anti-conversion ordinance exists. Since 2007, the housing market has been on a decline, so condo conversions are no longer an issue. Jurisdictions will watch this issue closely

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	in the future as the housing market works to recover.
8. Jurisdictions should consider implementing a uniform housing location policy across Multnomah County. The City of Portland should revisit its Location Policy, revising it if needed.	The review of Portland’s <i>Location Policy</i> is currently underway. As of now, there is no county-wide Location Policy.

While most of the recommendations were implemented, some recommendations appear again in the 2011 report, as outlined below in Part D. For example, quantitative data as well as qualitative data from the stakeholder interviews show a continued need for an accurate inventory of accessible units; this recommendation is renewed.

### D. Identified Impediments and the Recommendations to Address Them<sup>6</sup>

Forty-three years after the passage of the Fair Housing Act of 1968, there are still many impediments to Fair Housing Choice in Multnomah County. While it has grown more diverse over the years, many parts of the county remain racially, ethnically, and economically segregated.

Through the work of the two advisory bodies, seven core Impediment Themes have been identified. The advisory bodies developed multiple recommendations for addressing each of the Impediment Themes; except where noted, the Committee reached consensus on the recommendations. Given limited resources and funding, the recommendations have been listed in priority order; initial prioritization was developed through a survey sent to committee members, and then interactive dialogue to finalize. The Committee first considered recommendations that would have the highest impact on addressing the impediments. When making policy and program decisions, the City of Portland, City of Gresham, and Multnomah County (the Consortium) should focus the most efforts and resources on the *top* priority items, shown in **bold**. Whenever possible, Consortium members and partners should strive to achieve the other recommendations listed:

#### **Discrimination in Housing**

Complaint data gathered from multiple advocacy sources, including the Fair Housing Council of Oregon, the U.S. Department of Housing and Urban Development, as well as other legal and advocacy groups show a real and present problem of unlawful discrimination in housing. According to the complaint data, people with disabilities and people of different racial and ethnic backgrounds face the most discrimination in

<sup>6</sup> The full list of impediments and recommendations can be found in Section VI. of this Plan; they are also available online at [www.portlandonline.com/phb/fairhousing](http://www.portlandonline.com/phb/fairhousing)

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seeking and staying in housing. Complaint data shows many alleged acts of discrimination, including refusal to rent, quoting different terms and conditions, steering, and refusal to make reasonable accommodations.

Other Protected Classes also face unlawful discrimination, including people of differing National Origin, as well as Domestic Violence Victims. Facing different terms and conditions is an emerging issue for people of different National Origin, as housing providers may create extra conditions for accessing a unit, including requiring a Social Security Number, requiring extra documentation as proof of employment, and other paperwork. Domestic Violence Victims often face barriers as a result of previous evictions due to domestic violence, call records to 911, and police visits.

Recommendations:

- 1. Commit to county-wide funding and support to continue and enhance the education of fair housing laws.**
- 2. Commit to county-wide funding and support to continue and enhance enforcement of fair housing laws.**
- 3. Conduct audit testing to document discrimination against Protected Classes seeking housing, with special focus on homeownership and affordable rental units.**
4. Partner with housing providers to modify screening and credit criteria (such as requiring Social Security Numbers) that have an inadvertent impact on protected classes, especially persons of differing national origin and women experiencing domestic violence.
5. Strengthen inter-jurisdictional communication and decision-making to improve coordination of Home Forward, Multnomah County, City of Gresham, City of Portland, non-profits, the State and other partners to improve services and programs.
6. Develop and promote policies that remove negative housing information and low level law enforcement contacts, including 911 calls from records of persons who report domestic violence and other protected classes, to prevent use of this information as a basis of eviction or refusal to rent.

### **Fair Housing Understanding**

One of the most striking, recurring themes throughout the analysis process is the clear lack of understanding many residents, housing providers, and stakeholders have of Fair Housing Law. While many groups advocate and work on behalf of fair housing, the County lacks a clear, focused champion for affirmatively furthering fair housing.

Lack of understanding by rental property managers, agents, and other housing providers, as well as differing screening criteria, can lead to the disparate treatment of persons seeking housing. Renters and buyers are also specifically impeded by limited knowledge of Fair Housing Law, lack of educational materials, culturally appropriate

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information, linguistic isolation, and a lack of capacity by government and culturally connected organizations to do effective outreach.

Recommendations:

- 1. Create a fair housing advocacy committee that meets on an at least quarterly basis to focus on fair housing issues and to be a strong advocate voice in Multnomah County. Committee needs a clear, focused champion in a strong leadership and decision making position, as well as a diverse, representative membership.**
- 2. Partner with landlord trade associations and other community organizations to ensure frequent and accurate trainings for property managers, owners, regulators and social service providers to understand Fair Housing law and reasonable accommodations and modifications.**
- 3. Commit resources for a public information campaign about Fair Housing Rights and current issues to change attitudes, practices and public policies, using culturally and linguistically appropriate methods to reach all members of the public.**
4. Increase overall outreach and education to the general public about Fair Housing law; provide easily accessible and culturally and linguistically appropriate information regarding rights and resources.
5. Fund homeownership education for communities of color and immigrant and refugee communities by partnering with organizations that provide homebuyer education, encouraging use of materials in multiple languages.
6. Fund education services for workers in assisted living and nursing facilities to better understand the varying needs of the aging population.

### **Areas of Reduced Access to Opportunity**

There is inequity and segregation in neighborhoods that lack good access to jobs, public transit, schools, grocery, and sidewalks. This disproportionately affects those with disabilities, low-income, communities of color, and immigrant and refugee communities.

Recommendations:

- 1. Develop opportunity mapping as a foundation of housing policy development to illustrate areas of Multnomah County where there is limited access to opportunity. Advocate for prioritizing resources, including transportation resources, to these areas to increase opportunity and equity, and tie the mapping into the update of Portland's *Comprehensive Plan* and *Location Policy*.**
- 2. Partner with Tri-Met and other local agencies, the State, major employers and school districts to encourage development and rehabilitation of affordable/accessible housing close to jobs, transportation, groceries, schools, employment and other amenities.**
- 3. Partner with regional housing organizations and City and County partners to emphasize the development of Healthy Connected Neighborhoods. Based on**

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**mapping, advocate for prioritizing investments in East Multnomah County and areas concentrations of low-income households.**

4. Continue programs that improve employment outcomes and increase incomes, including development and availability of jobs close to affordable/accessible housing, transportation and other services.
5. Where housing is already affordable/accessible focus on creating quality jobs and linking residents to quality jobs through education and other supports.
6. Work with neighborhoods to increase understanding of the need for affordable/accessible units for people with high-needs to reduce NIMBY (not in my backyard) reactions.
7. Use local political leadership to support national efforts to change the loan modification process, which will help homeowners prevent foreclosure.

### **Fair Housing Data**

Data analysis is an important tool for developing a Fair Housing Plan. Currently the data on discrimination of some Protected Classes, including age, sex, sexual orientation, marital status, religion, and source of income is incomplete or unavailable. There is also a lack of solid data available for East Multnomah County and parts of the city of Gresham. Fair housing planning is impeded by this lack of good data.

Recommendations:

1. **Fund audit testing for all areas of the County using the most inclusive list of Protected Classes to document discrimination.**
2. **Conduct data research and analysis to determine the shortage of various housing types especially accessible units for people with disabilities.**
3. **Encourage partners currently serving people vulnerable to discrimination to capture and document discrimination, by encouraging use of the current reporting portals and by using a variety of low-barrier intake techniques.**
4. Jurisdictional partners should conduct a regular review of data and recommendations to respond quickly to changing Fair Housing needs.

### **Accessible, Affordable Housing Stock**

The location of accessible, affordable or subsidized rental units limits the opportunities of lower-income households to exercise housing choice, and creates blighted areas of low opportunity and low-income neighborhoods. This leads to the segregation of people with disabilities, communities of color, and immigrant and refugee populations.

Lack of accessible units specifically hinders housing choice for people with disabilities, especially those requiring wheelchair accessible homes. There is also a lack of an accurate inventory of accessible units in the county area. There is lack of accessible, affordable units with supportive services for those with mental health disabilities, addiction illness, and seniors with cognitive decline.



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There is a shortage of housing units affordable to households earning 30% of the Median Family Income (MFI)<sup>7</sup> or below; this shortage is expected to increase over the next several years. This can disproportionately affect protected classes who are low-income.

Recommendations:

- 1. Increase the number of affordable/accessible housing choices for all household sizes, especially family-sized housing with three or more bedrooms.**
- 2. Increase housing choice for people with disabilities by creating a database of available accessible units, linking it to those who need it, and partnering with property owners and managers to better market accessible units to people with disabilities.**
- 3. Continue to fund home repair and modification programs.**
4. Develop strong building guidelines to ensure consistent standards of what features an “accessible” unit includes.
5. Develop a range of housing and supportive services to better match the needs of different populations living with mental illness; one size does not fit all.
6. Research feasibility of a county-wide ordinance that requires newly constructed housing units to be built in a way that would make them easily accessible or “visitable” by people with disabilities, as well as easily modified for future accessibility needs.
7. Improve the quality and safety of existing affordable/accessible housing through home repair loans, partnering with housing providers, and rental housing inspections.
8. Require annual training for staff and partners of government entities, pseudo-government entities and contract recipients to review accessible development and construction standards.
9. Link housing and supportive services for residents through inter-jurisdictional partnerships and streamlining of services and increased funding.
10. Work with housing providers to provide two-weeks’ notice to advocacy groups and interest lists for when an accessible unit becomes available.

### **Unintended Gentrification Through Policies**

Urban Renewal Development and the limited uses of Tax Increment Funds (TIF) have the unintended consequence of residential displacement and residents being “priced out” of market-rate housing. This disproportionately affects people of color, those with disabilities, and low-income families.

A number of strategies can be deployed to counteract the rise of rents that may create gentrification, including prioritizing TIF developments to ensure that existing residents in

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<sup>7</sup> See MFI Table in Section II of this report.

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a gentrification-vulnerable area can choose to stay in their homes by preserving existing affordable rentals and funding home repair and energy efficiency improvements for existing low-income residents. TIF can also be used to create new rental and mixed income developments that increase the housing options for low income residents in “improving” areas – often those that are close to transit, job centers and other amenities.

Section 8 housing subsidies (HUD Housing Choice Voucher Program) are an important tool for low-income people to be able to afford to rent a home throughout our community. Home Forward (formerly the Housing Authority of Portland) administers the HUD Housing Choice Voucher Program for Multnomah County in full compliance with federal policies that guide the program, including Fair Housing.

Section 8 voucher holders should be able to use the voucher to rent suitable housing with reasonable rents on the open market without barriers based on protected class status. The state of Oregon does not recognize Section 8 housing vouchers under the protected class of “source of income,” so refusal to rent on the basis of having a Section 8 voucher is not a violation of Fair Housing Law.

While the turn-back rate for voucher holders (a voucher holder has been unable to find housing and must return the voucher) has been successfully decreased in recent years, housing choice is still restricted for voucher holders. Data shows vouchers are used in clear clusters throughout the county, focused in areas of reduced access to opportunity and areas with high concentrations of low-income residents and communities of color.

HAP works to ensure that its vouchers can be used in all areas of the community. It sets the voucher payment standards (the value of the voucher in the marketplace) by surveying market rents across the county so that voucher holders can pay reasonable market rents for a suitable apartment throughout the county. Clustering of voucher use is likely the result of a number of factors, which may include landlords who do not participate in the Section 8 program.

More information is needed to know how severely the program restricts housing choices to determine the best course of action to increase choice.

Recommendations:

- 1. Make public investments that mitigate the effects of displacement and that encourage diversity through mechanisms including, but not limited to, “community agreements,” housing development linked to schools/ transportation/employment, mixed income housing, and rental assistance tiered to market rate rents.**
- 2. Encourage the renewal of Portland’s 30% Tax Increment Funding affordable housing set-aside; encourage other cities in Multnomah County to devote Urban**

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**Renewal funds to housing programs and projects that can further fair housing goals.**

- 3. Focus on resource development to acquire funding outside of Urban Renewal Areas to develop and preserve affordable/accessible housing in all areas of the County.**
4. Over the next five years, fund a representative advisory group, such as this Report's proposed fair housing advisory committee, to work with Home Forward to understand the various data sets HAP evaluates to determine how much housing choice Section 8 participants have. Work with rental housing owners associations to understand more precisely where Section 8 is and is not accepted and the denial rates of Section 8 voucher holders from owners that accept Section 8. Compare this information with information available from jurisdictions that do include Section 8 under the protected class "source of income."
5. Collaborate with Home Forward, housing providers and community advocates to ensure Section 8 vouchers are used as a tool to increase housing choice throughout the county, especially areas of high opportunity.
6. Continue partnering with housing providers to increase participation in the Section 8 voucher program.
7. Meaningfully involve community members in the redevelopment of their neighborhoods, especially communities of color and others historically not invited to participate in the development and decision-making regarding redevelopment, especially around URAs.
8. Continue funding homeownership programs, including but not limited to Down Payment Assistance, to continue efforts to close the minority homeownership gap.
9. Research the feasibility of developing subsidies to help current low income residents remain in URAs as rental prices increase.

### **Low-Income and Vulnerable Populations**

Households of color and differing national origins, as well as female heads of households experience poverty at a higher rate than other households, often due to historical and institutional discrimination in employment, credit, and education.

Employment and income issues of all kinds including layoffs, wage levels, location of employment, training, access to benefits, and discrimination have the largest impact on housing choice.

Recommendations:

- 1. Continue, and consider increasing funding for, Rent Assistance for low-income residents.**
- 2. Increase funding for social services known to assist in stabilizing households, including but not limited to addiction services, childcare, employment assistance, and other support services.**

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3. **Continue funding development of subsidized, accessible housing units for individuals and families below 30%MFI, working to increase the number of units available to meet the demand. Develop subsidies to encourage private landlords to rent to low-income individuals at little to no risk to them.**
4. Partner with advocacy groups who provide human assistance to help households navigate the benefits process to increase the income of extremely low-income households.
5. Adopt new household income measurements regarding housing cost burden to take into account, transportation, childcare, food, energy, and other household costs.
6. Work with partners to increase employment and income outcomes for households through education, training of workers, and enforcement of employment law.
7. Enforce existing housing and safety laws where health and human safety is endangered, including but not limited to pest control, heating/cooling, and lead and mold removal.
8. Work with partners to increase understanding and enforcement of retaliation laws to avoid illegal “end of tenancy” notices for vulnerable populations, especially people with disabilities.
9. Increase outreach about available affordable/accessible housing and social services for all needy populations.
10. Increase efforts to prevent predatory reverse mortgages targeted to seniors.

# Consortium Anti-Poverty Strategy

## **BACKGROUND**

The Multnomah County Board of County Commissioners approved the Poverty Elimination Framework in November 2003. The Framework provides a foundation for planning and policy development for the County's anti-poverty programs and services. The Framework was developed through an 18-month planning process that incorporated research, service data, and extensive community involvement in the development of the plan. The Framework initiatives emphasize ending poverty over "easing poverty" programs.

In addition to the Poverty Elimination Framework, Multnomah County CCFC created its "Six-Year Community Plan for Improving Outcomes for Children & Families in Multnomah County" in January 2008. The Community Plan is a legislative mandate for counties who are part of the State of Oregon's Commission on Children & Families system. The CCFC used a "meta-analysis" approach to researching and developing specific community needs data from 2003 – 08 that included reports, research, and community planning efforts related to issues relating to children and families as well as low-income populations.

A Steering Committee comprised of community leaders and stakeholders was formed to assist in the development of the Community Plan's policy and planning recommendations. Four key issues were identified for the plan's focus: Poverty, Health Care, Affordable Housing, and Parent Resources. The Community Plan's content and policy recommendations mirror those of the Poverty Elimination Framework and also added new anti-poverty work in the area of linking working families to free tax assistance and tax credit programs.

## **MISSION**

We are committed to creating a community of support that enables all people to be successful within our economic, political, educational, social, and cultural systems. Multnomah County's aim is to move individuals, families, and communities out of poverty. We are all responsible for long-term change for economic justice.

# Consortium Anti-Poverty Strategy

## GOAL ONE

### ALL PEOPLE WORK TOGETHER TO END POVERTY

#### OUTCOMES

- Accurate information about “true” poverty is used for public decision making, policy setting, and community education
- All stakeholders have ownership and accountability for ending poverty
- Voices of low-income people are heard

#### STRATEGIES

1. Engage the participation of low-income people, advocates, agency staff and government officials in anti-poverty planning and policy Development. Multnomah County’s Commission on Children, Families & Community (CCFC) and its Poverty Action Council (PAC) include representation from all community sectors, including individuals living on a low-income.
2. CCFC and PAC conduct community engagement around the issue of poverty through their on-going community education work that includes the “Ask the Expert” listening sessions.

## GOAL TWO

### ALL PEOPLE HAVE ACCESS TO EFFECTIVE SYSTEMS OF SUPPORT AND RESOURCES TO MEET THEIR BASIC NEEDS

#### OUTCOMES

- Individuals and families have access to comprehensive culturally competent services in the following areas:
- Economic sufficiency
- Affordable, stable, and decent housing
- Food security
- Adequate health care and needed social services

## Goal One

All people work together to end poverty

## Goal Two

All people have access to effective systems of support and resources to meet their basic needs

## Consortium Anti-Poverty Strategy

- Affordable, reliable transportation
- Quality child care that is accessible and affordable
- A safe home and community
- Service delivery systems are effective
- Accessible and accurate information and referral to resources, supports, and services is available

### STRATEGIES

1. Provide direct community services to low-income consumers through the County's SUN Anti-Poverty Service System network of anti-poverty providers.
2. The County Department of Human Services implements innovative programs and partners with Worksystems, Inc. to prevent or address the issue of homelessness in different populations, including youth, singles, and families.
3. Provide services to the community through the Family Economic Security Project, which includes free tax preparation, financial education and application assistance for the SNAP and Oregon Healthy Kids programs.
4. CCFC's Early Childhood Council conducts policy development and planning in support of quality child care programming.

### GOAL THREE

#### **ALL PEOPLE HAVE THE ABILITY TO BUILD ECONOMIC AND PERSONAL ASSETS TO ACHIEVE SELF-SUFFICIENCY**

### OUTCOMES

- Achievement gap for students living on a low-income is eliminated
- Higher proportion of low-income people become part of a skilled workforce and have the capacity to earn a "living wage"

### Goal Three

All people have the ability to build economic and personal assets to achieve self-sufficiency

## Consortium Anti-Poverty Strategy

- Individual initiative to increase income is supported, barriers are reduced, and incentives for success are in place
- Economic development strategies create “living wage” job opportunities for low-income people

### STRATEGIES

1. Action for Prosperity will provide 300 households at or below 125% of Federal Poverty Level with a coordinated package of rent assistance, assertive engagement, workforce training, and flexible client assistance. At least 150 of the households will become employed and 75% will have stable housing at exit.
2. Provide direct community services to students through the County’s SUN School-Based Service System.
3. The County Department of Human Services implements innovative programs and partners with Worksystems, Inc. to provide employment-related services for low-income families.

### GUIDING PRINCIPLES

Poverty elimination efforts should be:

- Consumer driven and honor the experience and expertise of those living in poverty by including them in all aspects of planning, program development and service delivery.
- Equally focused on policy and service solutions in recognition that community poverty is a result of both economic inequities and personal achievement.
- Supportive of economic self-determination of people and communities by promoting just economic policies and individual responsibility.
- Accountable and results-based requiring all stakeholders to be responsible for the documentation, dissemination and utilization of process and outcome data in their decision-making.



## Consortium Anti-Poverty Strategy

- Based on relationships of equality and respect that eliminate or minimize the impact of discrimination based on race, ethnicity, class, sexual orientation, gender, disability, or religion.
- Collaborative and sustainable by encouraging inter-governmental and community-based partnerships in the implementation of the “Poverty Elimination Framework.”
- Flexible and innovative relying upon open dialogue, research and best practices to be effective.
- Integrated into broader community-building efforts in order to engage all community members and to reduce the stigmatization of being labeled “poor”.

### **ANTI-POVERTY STRATEGY DEFINITIONS**

Poverty is defined as having insufficient income and resources to meeting basic needs. It should be measured using an economic sufficiency standard based on the actual cost of living in Multnomah County.

Living Wage is defined as the wage that allows families to meeting basic needs without resorting to public assistance and provides them some ability to deal with emergencies and plan ahead. It is not a poverty wage. Living wages are calculated on basis of family budget for several household types and include basic necessities such as food, housing, utilities, transportation, health care, child care, and so forth. A living wage is sufficient to allow a family to accumulate personal savings and pay all tax indebtedness.

### **IMPLEMENTATION PLANNING**

Multnomah County will take a lead role in creating the collaborations needed to implement the Anti-Poverty Strategy, State government, local governments, non-profit providers, advocates, and the business community will all be recruited as key partners in implementation planning.

# Consortium Anti-Poverty Strategy

## ACCESSIBILITY FOR THE PURPOSE OF CREATING A SUSTAINABLE LIVING ENVIRONMENT

### 5-Year Goals

To sustain anti-poverty work, the Poverty Action Council involves all stakeholders, including low-income consumers and traditionally under-represented populations. State government, local governments, non-profit providers, advocates, and the business community will all be recruited to be key partners in implementation planning.

Enable low-income, working families to develop greater economic assets by creating access to free tax assistance and tax credit utilization

### 1-Year Goal

PAC will engage diverse stakeholders, including low- and moderate-income people as well as advocates, in implementation planning and policy recommendations.

- Low- and moderate income people comprise 2/3 (5 – 7 members) of Poverty Action Council membership and are actively involved in planning and policy decisions. The CCFC has 1/3 of its membership living on a low-income.
- Progress will be tracked by the Community Action Coordinator, Commission on Children, Families and Community of Multnomah County.
- Conduct outreach to consumers about available tax credit programs and provide them with free tax assistance through the Family Economic Security Program.

## HOME STRATEGY

### HOME STRATEGY

The goals of the HOME program are to provide decent affordable housing; fund short term, tenant-based rent assistance; expand the capacity of non-profit housing providers; and leverage private-sector contributions to housing development.

### HOME NEEDS

As described in the housing market analysis, Section Two, the private market offers few rental housing and/or homeownership opportunities affordable to low-income households.

### PROGRAM DESCRIPTION

The Portland HOME Consortium includes the City of Portland, the City of Gresham and Multnomah County. The City of Portland is the lead agency for the Consortium and allocates HOME funds to the Consortium members in proportion to the percentage of low-income households in each jurisdiction.

HOME funds programs that promote the development and increase the affordability of rental housing, as well as programs that put homeownership within reach of low-income households. HOME funds may be used to refinance existing debt.

Portland administers one program on behalf of the Consortium: Community Housing Development Organizations (CHDOs) operating support. In addition, Portland administers Multnomah County's HOME funds for rental housing development. Home Forward administers the Short Term Rent Assistance program (STRA). See description of Portland's Homelessness Prevention and Rapid Re-housing Strategy.

### RECAPTURE / RETENTION PROVISIONS: CITY OF PORTLAND AND MULTNOMAH COUNTY

HOME funds may be used to make homeownership more affordable to low-income households. To ensure that federal subsidy will be retained or recaptured for further use to promote low-income homeownership, the City uses the following mechanisms in its contracts with the community-based agencies that administer its

## City of Portland Strategies

homeownership programs:

- a. Recapture of loans: as loan principle is repaid by the borrower through monthly payments or loan payoff, the funds will be returned to a revolving loan fund to be made available to other low-income homebuyers.
- b. Recapture of investment in Habitat for Humanity homes: at the time of a resale of a Habitat home, 100% of the federal subsidy will be recaptured. If the Habitat home is resold within 10 years of purchase, Habitat shall recapture the subsidy by buying back the home, providing any necessary rehab, and reselling the home to another low-income household. If the Habitat home is resold more than 10 years from purchase, the homeowner shall pay back the full amount of the federal subsidy to Habitat, and Habitat shall use the funds to provide mortgage buy-down opportunities for other low-income households.
- c. Recapture on refinancing: if a borrower refinances its first mortgage and takes equity out of the house in any way, the borrower is required to repay the loan in full under the terms of the original loan agreement. The funds will be returned to a revolving loan fund to be made available to other low-income homebuyers. If the borrower refinances its first mortgage but does not take equity out of the house, the borrower will be permitted to continue to pay off the loan in the ordinary course.
- d. Retention on resale of land trusts: federal funds invested in a community land trust program will be retained in perpetuity through the community land trust. The land trust will use the federal funds to buy down the initial sales price of the property. The non-profit land trust will hold title to the land, and the federal subsidy will be retained in the land. The purchaser of a land trust home will take title to the improvements and will sign a 99-year lease for the land with the land trust. When the homeowner decides to sell, the value of the land will not be included in the sales price to the new eligible homebuyer.

**RECAPTURE / RETENTION PROVISIONS: CITY OF GRESHAM**

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To ensure that the benefit of federal investment in Gresham's homebuyer programs accrue to low- and moderate-income households for the HUD-required affordability period (a minimum of 10 years for a subsidy of \$15,000), Gresham uses the following mechanisms:

**Shared Appreciation Mortgages (SAM):** A homebuyer who either sells the home or ceases to live in it as his/her principle residence within 30 years of the house purchase, must repay both the principle amount of the SAM and a share in the appreciation not to exceed 50%. The formula and definitions used to determine the amount of the adjusted appreciation are provided in the mortgage document itself and can be obtained by contacting the City of Gresham Community Revitalization Program. Recaptured funds will be used to address other affordable housing needs in the future. The Buyer-Initiated SAM is available throughout Gresham.

**Resale restrictions:** through a land trust or a form of a deed restriction or land covenant, Gresham may place restrictions on resale of a subsidized property. For example, Gresham may require that a subsidized property be sold at an affordable price to an income-qualified buyer (80% MFI or less, as specified in the deed restriction or land covenant) for a specified number of years or in perpetuity. The City of Gresham will review proposals for resale provisions on a case-by-case basis to ensure compliance with HUD requirements.

### **MATCH REQUIREMENT**

HOME also promotes development through its match requirements. Pursuant to Federal regulation, the Portland HOME consortium requires HOME funds (including ADDI funds) to be matched by other cash contributions, forbearance of fees, or the equivalent. See 42 CFR Section 92.220(1)(2). The Consortium includes information about the match requirements in RFP materials, discusses it at the Bidders' conference, and makes technical assistance on match available to prospective bidders. The HOME program manager is responsible for ensuring that match requirements are met.

### **PROGRAM TOOLS**

## City of Portland Strategies

- Facility-based transitional housing
- Project-based rent assistance
- Short-term rent assistance (STRA), including housing placement assistance and housing case-management
- Grants for new housing development
- Grants for preservation of existing housing
- Technical assistance for CHDOs

### **PROJECT SELECTION**

Each jurisdiction in the HOME Consortium selects projects through an annual open Notice of Funding Availability (NOFA) process. Gresham accepts applications once a year, while the City of Portland accepts applications on a rolling basis as long as funds remain available. The City of Portland NOFA includes Multnomah County development funds. Portland's NOFA process is described under Housing Preservation & Development: Development Tools.

At least 15% of HOME funds will be reserved for eligible activities undertaken by CHDOs. The Consortium will include this information in NOFA materials, discuss it at any Bidders' conference, and make technical assistance available to prospective bidders and to CHDOs. The HOME program manager will be responsible for ensuring that funds are set aside for CHDOs. The Compliance Officer will ensure that CHDOs are properly qualified.

### **PROGRAM ELIGIBILITY**

Households with incomes under 80% of MFI that reside in Multnomah County are eligible beneficiaries of HOME-funded projects. Any program-specific eligibility requirement is described under the activity.

### **POTENTIAL BARRIERS**

The HOME program will be somewhat less effective if, due to budget constraints, it is unable to leverage local, state, and federal resources at historic rates,

# City of Portland Strategies

## **PARTNER AGENCIES AND ORGANIZATIONS**

The City of Gresham Urban Design and Planning Department receives a share of Consortium dollars to benefit low- and moderate-income neighborhoods and low- and moderate-income households in Gresham. Gresham's HOME funded projects are listed in its Action Plan.

Multnomah County receives a share of Consortium dollars, and typically spends them to benefit low- and moderate income neighborhoods in unincorporated Multnomah County. Multnomah County's HOME funded projects administered by the City of Portland are described in Portland's Action Plan.

## **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The HOME program is the foundation of local, regional and federal programs for the development of affordable housing and permanent supportive housing. HOME leverages funds from CDBG, LIHTC, local general fund, private foundations, service funds, and other sources.

## **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

HOME funding is administered county-wide through Consortium partners.

## **MONITORING**

In addition to the monitoring described in Section One, PHB staff will conduct regular desk and on-site monitoring of organizations for compliance with specific HOME requirements such as layering analysis, accessibility, affirmative marketing, lead-based paint, environmental review, and household income eligibility.

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## SPECIAL ACTIVITIES BY CBDOS

### SPECIAL ACTIVITIES BY CBDOS

To comply with federal regulations the City of Portland designates the following areas for special activities by a Community Based Development Organization (CBDO).

CDBG funds may be used for new construction activities only under certain circumstances:

- The activity must be carried out by a Community Based Development Organization (CBDO); and
- The activity must be within a geographic area designated in comprehensive plans, ordinances or other City-adopted documents where a neighborhood revitalization project includes activities of sufficient size and scope to have an impact on the decline of a geographic location.

The Portland Housing Bureau annually certifies non-profit organizations as CBDOS based on guidelines established by HUD. The City is defining the geographical areas designated for special activities by CBDOS to include the City's urban renewal areas, the Enterprise Community, and neighborhoods designated as Low-Mod Income Neighborhood revitalization project activities of sufficient size and scope to have an impact on the decline of those areas.

The City's urban renewal areas and the Enterprise Community and the Low-Mod Income Neighborhoods all exhibit the following factors:

- Deterioration, inadequate or improper facilities in an area of the city that are detrimental to the safety, health and welfare of the community; or
- Unsafe or abandoned structures, including but not limited to a significant number of vacant or abandoned single or multi-family residential units; or
- Buildings or structures which are unfit or unsafe to occupy because of a combination of physical deterioration, dilapidation, and obsolescence; or
- Dislocation, deterioration or disuse of property resulting from faulty planning; or

## City of Portland Strategies

- A prevalence of depreciated values, impaired investments and social and economic maladjustments; or
- A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety and welfare; or
- Any combination of these or similar factors.

The City organizes various responses to ameliorate these factors including designating an urban renewal area, determining a target area for economic development and enhancement, designating “distressed areas” for tax abatements, and working with HUD to define and implement plans in Portland’s Enterprise Community area. The City dedicates tax increment funds, general funds, bond funds, lost revenue, federal funds and undertakes resources development tasks in a strategic, planned and organized effort to focus resources in these areas. Typically, the neighborhood revitalization project includes activities of appropriate size and scope to have an impact on the decline of the geographic location. Funds are generally dedicated to housing development and renovation, providing affordable rental housing and home ownership opportunities, street and sidewalk improvements, commercial and economic development, small business development, storefront renovations, acquisition of underutilized properties for redevelopment, transportation improvements, utility improvements, and/or other services to support local residents and businesses.

Since the City applies numerous factors to determine geographic areas for targeted neighborhood revitalization efforts and since the City works to have a strategic, planned and organized effort to focus resources in these areas, it is appropriate to aggregate existing neighborhood reinvestment goals and objectives for the purposes of designating geographic areas for CBDO special activities. Therefore, the map designating areas for CBDO special activities includes the established neighborhood revitalization activities of:

- 1) Existing Urban Renewal districts as adopted by City Council; and
- 2) Additional block areas adjacent to an Urban Renewal district where the neighborhood revitalization efforts of the urban renewal will have an impact; and

## City of Portland Strategies

- 3) Neighborhood areas associated with and tangential to the Portland Housing Bureau's Target Area Program; and
- 4) The Federally designated Enterprise Community area.
- 5) Neighborhoods designated as Low-Mod Income Neighborhoods based on the 2000 Census data.

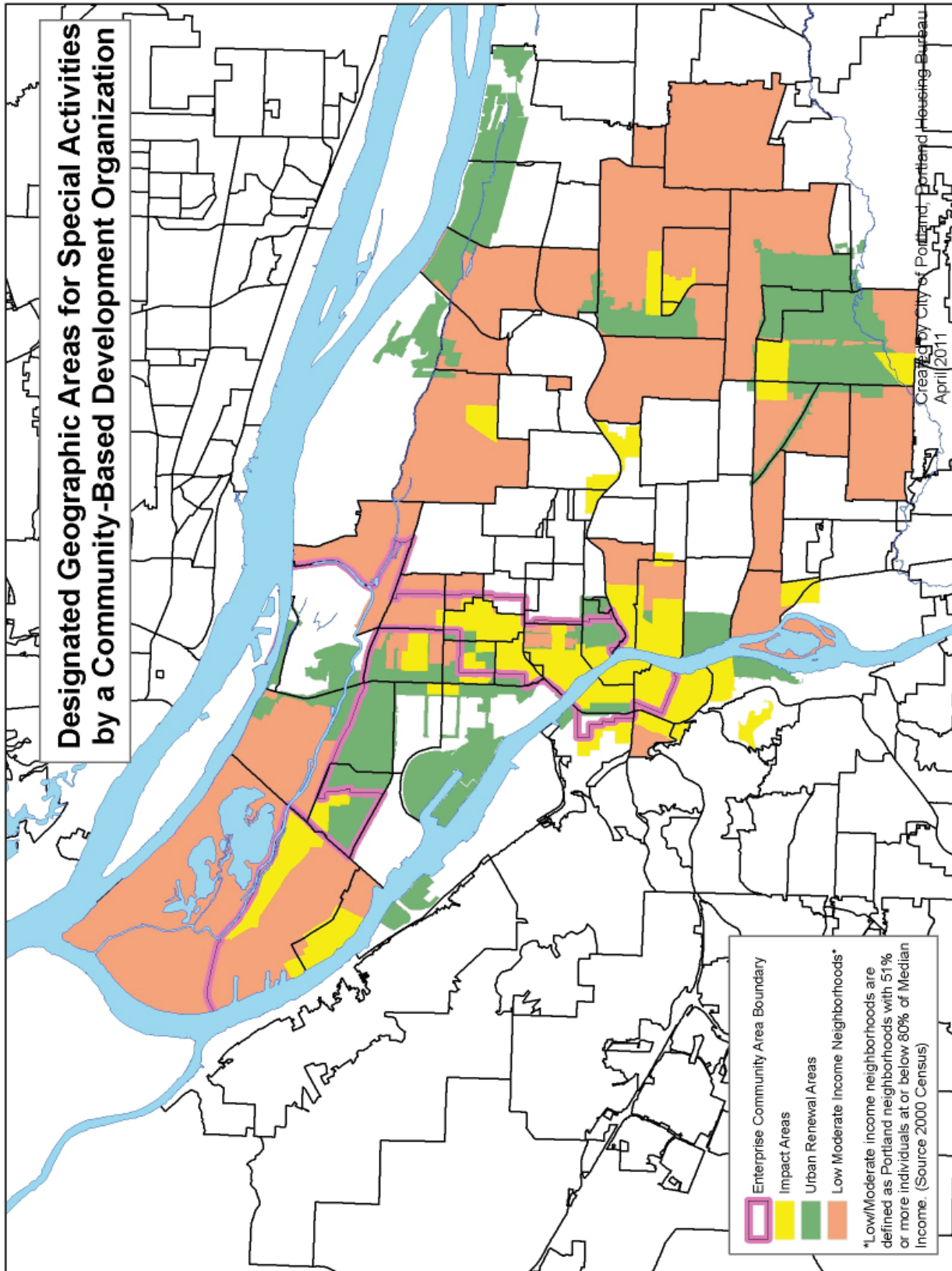
The attached map shows the aggregation of these four areas as "Designated Geographic Areas for Special Activities by Community-Based Development Organizations":

- Airport Way Urban Renewal Area as adopted by City Council and additional areas south to both sides of NE Sandy Boulevard.
- The Parkrose Target Area east and west between I-205 and both sides of NE 122nd Avenue; north and south between both sides of NE Sandy Boulevard and both sides of NE Prescott Street.
- Central Eastside Urban Renewal Area as adopted by City Council and additional areas in the Hosford-Abernathy, Buckman and Kerns neighborhoods east to both sides of SE 12th Avenue from both sides of SE Powell to Interstate 84.
- The Kerns Target Area east and west between both sides of 29th Avenue and both sides of 12th Avenue; north and south between both sides of NE Sandy Boulevard and both sides of SE Stark Street.
- Downtown Waterfront Urban Renewal Area as adopted by City Council.
- Gateway Urban Renewal Area as adopted by City Council and additional areas in the Hazelwood neighborhood east to both sides of SE 122nd Avenue and south to both sides of Burnside Street.
- Interstate Urban Renewal Area as adopted by City Council and additional areas in the Humboldt and Piedmont neighborhoods north to both sides of Columbia Boulevard between both sides of N Albina and both sides of Martin Luther King Jr. Blvd., and in the Overlook and Arbor Lodge neighborhoods west to both sides of N Denver between both sides of N Prescott Street and both sides of N Lombard Street.
- Foster-Powell Target Area neighborhood north and south between both sides of Powell Boulevard and both sides of SE Woodstock, and east and west between both sides of SE 76th Avenue and both

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sides of SE 52nd Avenue.

- North Macadam Urban Renewal Area as adopted by City Council.
- Oregon Convention Center Urban Renewal Area as adopted by City Council and additional areas in the Irvington neighborhood east to both sides of NE 7th Avenue between both sides of NE Rafael Street to both sides of NE Fremont street, in the Sabin, King, and Humboldt neighborhoods east both sides of NE 15th Avenue between both sides of NE Fremont Street and both sides of NE Killingsworth Street.
- River District Urban Renewal Area as adopted by City Council.
- South Waterfront Urban Renewal Area as adopted by City Council.
- Cully – Concordia 42nd Avenue Target Area north and south between both sides of NE Holman and both sides of NE Prescott, and east and west between both sides of NE 37th Avenue and both sides of NE 47th Avenue.
- The Portland Enterprise Community area as adopted by City Council and the U.S. Department of Housing and Urban Development, including portions of the St. Johns and Portsmouth Target Area neighborhoods; in St. Johns north and south between both sides of N Ivanhoe Street and both sides of N. Fessenden Street, east and west between both sides of N. St Louise Avenue and the Burlington Northern rail road tracks; and in Portsmouth neighborhood blocks included in the Interstate Urban Renewal Area.
- Lents Town Center Urban Renewal Area as adopted by City Council and additional areas in the Lents and Powellhurst-Gilbert neighborhoods north to both sides of SE Division Street between both sides of SE 122nd Avenue and both sides of SE 72nd Avenue; and two blocks north and south paralleling both sides of SE Division street up to both sides of SE 136th Ave.



**City of Portland Strategies**



### ECONOMIC OPPORTUNITY: MICROENTERPRISE

#### **ECONOMIC OPPORTUNITY - MICROENTERPRISE**

The goal of the Economic Opportunity Initiatives Microenterprise program is to increase the incomes/assets of low-income micro entrepreneurs over a three-year period by at least 25%. If that goal is achieved within the three year program service period, new higher advancement goals are identified.

#### **PROGRAM NEEDS**

In the current recession, small business failure is high. Low income people already had a greater challenge than others succeeding in the marketplace. The Economic Opportunity Initiative (EOI) has shown great success in promoting microenterprise growth in its first three graduating classes. Most of the graduates completing their three year program increased their business revenues by almost 300%. Now in the downturn, we are finding that our 415 very small businesses are for the most part, holding on and losing less than other similar businesses. We attribute this to the support and training that they receive as part of the Initiative.

Difficulties in the banking sector have continued to make expansion and working capital scarce. Mercy Corps has recently increased its funds available to microenterprises and MESO has past the first round of SBA reviews for their Microenterprise loan fund. For the 10/11 contract year, the City eliminated its one time only investments in EOI and also eliminated some other funding that was used for loans by EOI contractor, the Hispanic Metropolitan Chamber.

#### **PROGRAM DESCRIPTION**

The Economic Opportunity Microenterprise program funds several non-profit community-based organizations to provide technical assistance to specific groups of low-income people, including home-based child care providers, minority construction firms and aspiring Latino businesses. Each organization must identify the specific group of low-income people that it will serve and must show competency at serving this group. The activity must increase the incomes and/or assets of the identified group by 25% over three years. The activity must also contain program elements tailored to the needs of the identified group, including support services and a peer support

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component.

### **PROGRAM TOOLS**

In addition to individualized provision of microenterprise development assistance, all enrolled EOI microenterprises have the opportunity to use several jointly provided services; business legal assistance, credit repair, marketing assistance, resolution of minor personal criminal, civil and driver's license issues.

### **PROJECT SELECTION AND OPERATIONS**

Economic Opportunity Projects were initially selected by an RFP process. Continuation in the program is determined annually based on performance. Project and Economic Opportunity staff work together constantly to identify the program funds financial and/or technical assistance to specific groups of low-income people, including home-based child care providers performance issues, resource needs and potential policy recommendations as a result of their work. PDC is considering developing a new RFP for the 12/13 program year which would somewhat reshape the requested services to align with the Portland Economic Development Strategy and the Neighborhood Economic Development Strategy.

### **PROGRAM ELIGIBILITY**

Microenterprise projects receive funds to work with Portland residents in their focus populations, 50% of a Microenterprise Project's participants can be 80% -50% of median family income. The other 50% must be at or below 50% of the area MFI.

### **POTENTIAL BARRIERS**

Micro entrepreneurs' success depends on their own skills and motivation, as well as the economic marketplace. Because funders and agencies do not have control over these variables, and because of the high risks inherent in any small business enterprise, Microenterprise projects have a greater chance of failure than conventional community development projects that produce tangibles like units of housing, miles of pavement, or community centers or even EOI workforce development projects. However, a successful microenterprise will



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directly benefit the low-income participants and their families. Since the recession, difficulties in the banking sector have continued to make expansion and working capital scarce. Mercy Corps has recently increased its funds available to microenterprises and MESO has past the first round of SBA reviews for their Microenterprise loan fund. For the 10/11 contract year, the City eliminated its one time only investments in EOI and also eliminated some other funding that was used for loans by EOI contractor, the Hispanic Metropolitan Chamber.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- The Oregon Microenterprise Network (OMEN) and the ASPEN Institute both review and provide their assessment of our Microenterprise performance data.

Additionally OMEN provides Market link data and marketing consultation services to EOI businesses.

- The United Way of the Columbia-Willamette and the NW Area Foundation
- The Oregon Labor Division, Child Care Section has provided match for the City's investment in the Childcare Improvement Project. EOI staff helped establish a working capital system and expansion capital for emergency efficiency related construction contractors which EOI convinced the NW Area Foundation to seed and the US Department of Energy has further developed with a \$20 million grant to Clean Energy Works Oregon.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

This program's strategy differs from, and complements, most regional, state, and federal economic development efforts. Those efforts focus on investing in more developed, higher revenue businesses or developing infrastructure to attract businesses, anticipating that the benefits from these investments will trickle down to low-income workers. Loan capital is the most common form of their investment. EOI is focused on training and development rather than loans for discrete groups of low-income residents. Loan-led strategies for this group can result in bankruptcies. It is premised on best practice research that indicates high quality, comprehensive projects to nurture the development of microenterprises can succeed in increasing the

## City of Portland Strategies

incomes and assets of low-income micro entrepreneurs.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOWINCOME FAMILIES AND/OR RACIAL MINORITY CONCENTRATION)**

Consortium-wide.

### **MONITORING**

All contractors are pre-screened for CDBG compliance during the RFP process.

A description of PHB's Monitoring program is in Section One.

## ECONOMIC OPPORTUNITY: WORKFORCE DEVELOPMENT

### **ECONOMIC OPPORTUNITY - WORKFORCE DEVELOPMENT**

The goal of the Economic Opportunity Workforce program is to increase the incomes and/or assets of low-income workforce trainees over a three year period by at least 25%. If that goal is achieved within the three-year program service period, new higher advancement goals are identified.

### **WORKFORCE DEVELOPMENT NEEDS**

In the years since the development of the Economic Opportunity Initiative (EOI), the role of a program that provides very challenged workers with long term coaching, training, supports and advancement assistance has become even more important. The outcomes of the first three-year graduating class demonstrate the value of the EOI's approach. Most graduates began the program with zero income; a few were employed at minimum wage. The average graduation wage is \$15.69 per hour. The recent Portland self-sufficiency study conducted by the University of Washington says that \$15.25 is a self-sufficient wage for our average participant, a single parent with two children.

The mainstream workforce system has had to significantly reduce its support service budgets and adopt a service model that provides no case management for any of their customers. To improve this situation, the Economic Opportunity Initiative will work to create a coordinated service plan agreement with the local Workforce Investment Board (WIB). The WIB would make referrals to EOI of people that come in their doors needing more and different types of help than they can provide to succeed in employment.

### **PROGRAM DESCRIPTION**

The Economic Opportunity Workforce Development program funds 24 community-based organizations to provide life and basic skills training, occupational training, job placement, personal and peer support, and long-term advancement assistance to specific groups of low-income people. These include homeless adults, high risk youth, recent immigrants and refugees, and public housing residents. Each organization must identify the specific group of low-income people that it will serve, and must show competency at serving this group. The activity must increase the incomes and/or assets of the identified

## City of Portland Strategies

group by a minimum of 25% over three years. After EOI job placement, new goals for wage advancement are set based on individual factors.

### **PROGRAM TOOLS**

- An RFP process that relies upon a community review panel to select the projects that have the best chance of success.
- Quarterly wage reporting through an on-line system.
- Detailed contract benchmarks to ensure projects progress and produce outcomes as promised.
- Early participation of committed employers who agree to hire participants.
- An arrangement with the State Employment Department to verify participant employment and earning status on an annual basis.

### **PROGRAM SELECTION**

Projects were selected in 2004 or 2005 by RFP with a few additional projects added through a joint Enterprise Zone/Economic Opportunity Initiative RFP in 2007. Continued funding is based on performance information assessed in April of each year based on three quarters of that year's performance. PDC is considering developing a new RFP for the 12/13 program year which would somewhat reshape the requested services to align with the Portland Economic Development Strategy and the Neighborhood Economic Development Strategy.

### **PROGRAM ELIGIBILITY**

Workforce development projects receive funds to work with individuals in their focus populations with household incomes of 50% MFI or below.

### **POTENTIAL BARRIERS**

The success of workforce trainees depends on their own skills, abilities, and motivation, as well as the economic marketplace. Personal challenges and economic fluctuations can both impact program success. Because funders and agencies do not have control over these variables, workforce training projects have a somewhat

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greater risk of failure than conventional community development projects that produce tangibles like units of housing, miles of pavement, or community centers. However, programs that assist people to successfully make the transition into paid employment will be directly benefiting the low-income participants and their families.

Private employers must be willing to commit to hire workforce trainees. The 2008 economic downturn has made employer commitments harder to obtain but we still have enough to justify the funding based on CDBG standards unless the project is part of an organization that qualifies as a Community-based Development Organization (CBDO).

The Economic & Workforce Development goals of a CBDO based EOI project must be articulated in their mission and by-laws.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- The NW Area Foundation employs a firm each year to study the effectiveness of their projects. EOI has participated in that study since 2005.
- The United Way of the Columbia-Willamette, NW Area Foundation, OR Community Foundation & the NW Health Foundation are partners and joint funders.
- We hope to increase our use of Portland Development Employer connections to assist workforce participants.
- Worksystems, Inc. provides funding and some service to approximately one-third of workforce project participants.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

There are several nationally funded, local workforce development efforts that focus on general job readiness and/or skill training. The Economic Opportunity Initiative Workforce program complements these efforts in several ways:

- Projects are tailored to the specific assets and needs of discrete groups of low-income residents.
- Participants may receive greater preparation for skill training, as well as enhanced supports throughout the training program.

## City of Portland Strategies

- Projects include longer term follow up with both the participant and the employer to ensure success.

An increasing number of cities have begun to look at the Portland Initiative as a model, as the positive outcomes become clear from the graduation data. The program has been replicated in Duluth MN & locally Gresham has begun operating some similar project with CDBG.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOWINCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION- 56%)**

Consortium-wide.

### **MONITORING**

All contractors are pre-screened for CDBG compliance during the RFP process. PHB will monitor all contractors as described in Section One.

## HOMEOWNER ACCESS AND RETENTION:

## HOMEBUYER AND FORECLOSURE PROGRAMS

### **HOMEOWNER ACCESS & RETENTION: HOMEBUYER & FORECLOSURE PROGRAMS**

The goal of the Homebuyer & Foreclosure Programs are to provide education and counseling that helps households to become mortgage-ready, purchase a home, and maintain homeownership, and to stabilize neighborhoods affected by foreclosure. The ultimate goal is to help minority households buy and retain homes.

### **HOMEBUYER & FORECLOSURE EDUCATION & COUNSELING**

#### **PROGRAM NEEDS**

The rate of homeownership among households of color is far lower than the rate among white households. In addition, households of color are disproportionately targeted by predatory and sub-prime lenders. Local and national commentators have called for more homebuyer and foreclosure education and counseling, specifically for minority communities, in order to assist more households of color to become ready to buy their first homes, to decrease their vulnerability to unscrupulous lenders and sub-prime financial products, and to limit the risk of subsequent foreclosure.

#### **PROGRAM DESCRIPTION**

This program addresses the well-documented credit, affordability, confidence, and information gaps that contribute to comparatively low rates of homeownership and high rates of foreclosures among minority households. The program funds community-based organizations that have the mission of assisting minority households to become homeowners, maintain homeownership, and/or avoid foreclosure. These organizations conduct public outreach, with an emphasis on reaching minority homebuyers and homeowners, and provide education and counseling services, and referrals to sources of financial assistance.

#### **PROGRAM TOOLS**

- Homebuyer education and counseling, including an overview of the home-buying process, financial literacy tools, credit counseling, and foreclosure-prevention; introduction to the range of available loan

## City of Portland Strategies

products, including both private-market loan products and publicly subsidized loan products; and information about the availability of direct and indirect forms of financial assistance;

- Foreclosure prevention counseling;
- Minority homebuyer fairs directed to the African American, Latino, Native American, and Asian/Pacific Islander communities

### **PROGRAM SELECTION**

PHB will select contractors to carry out homebuyer & foreclosure education & counseling programs through competitive Request for Proposals.

### **PROGRAM ELIGIBILITY**

- Prospective homebuyers with household incomes at or below 80% MFI are eligible to receive homebuyer services. PHB's education, counseling and outreach programs emphasize serving households from minority communities.
- PHB will undertake affirmative outreach efforts to increase the participation of people from historically underserved populations.
- PHB will continue efforts to reach residents of public housing and others assisted by Home Forward.

PHB will post an updated fact sheet with contact info about homebuyer and foreclosure education & counseling activities at intake sites for the Section 8 Program. PHB will request that Home Forward staff responsible for managing public and Home Forward-owned affordable housing post the information on community bulletin boards at the apartment complexes, and announce the program at tenant meetings.

PHB will continue efforts to reach residents of Manufactured Housing and Mobile Home Parks. PHB will send updated fact sheets with contact info about homebuyer and foreclosure education & counseling activities to the 73 manufactured dwelling parks with 3,629 spaces in Portland zip codes with a request that the managers post the information on community bulletin boards at the parks.



# City of Portland Strategies

## **POTENTIAL BARRIERS**

**Affordability:** although home prices have dropped significantly since 2008, they are still much higher than low- and median-income households can afford. This Homebuyer and Foreclosure Education and Counseling strategy will refer homebuyers to available sources of publicly-funded financial assistance, and other direct and indirect subsidies to reduce the cost of homeownership. Currently, the City's sole source for direct financial assistance is tax increment funding, available only in urban renewal areas.

**Credit:** it has become much more difficult for any borrower with to obtain financing for the purchase of a new home. Households of color face greater credit barriers than whites, and are more frequently targeted by predatory and sub-prime lenders.

**Confidence and information:** according to a Fannie Mae study, prospective homebuyers of color may lack the confidence to become homeowners or may lack the information about how to become a homeowner. Homeowners at risk of foreclosure many lack the confidence to seek a modification or may lack the information about other options that may be available to them. Limited funding for the Homebuyer and Foreclosure Education and Counseling Strategy may prevent this strategy from addressing these barriers for all affected owners.

The banking system was not designed to handle the volume of requests for mortgage modification that have resulted from the end of the 25+ year real estate bubble. Although there are many programs that offer counseling and education services to households facing foreclosure, poor lender communications, system issues, and lack of lender capacity are significant obstacles to assisting mortgagees to obtain sustainable refinancing arrangements.

## **PARTNER AGENCIES AND ORGANIZATIONS**

These entities provide outreach, education, and counseling to prospective homebuyers and current homeowners at risk of foreclosure:

## City of Portland Strategies

- African American Alliance for Homeownership (AAAH)
- Asian/Pacific Islander Home Buying Fair (APICIA)
- Hacienda CDC
- Minority Homeownership Assistance Collaborative (A collaborative of AAAH, Hacienda, & PCRI.)
- Native American Youth and Family Center (NAYA)
- Proud Ground
- Portland Community Reinvestment Initiative (PCRI)
- Portland Housing Center (PHC)
- Habitat for Humanity

### **COMMUNITY PARTNERS**

- Gresham Community Development and Housing Subcommittee
- Local lenders
- Oregon Department of Housing and Community Services (OHCS)

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

Some urban renewal areas have funding available to directly assist homebuyers.

The City of Portland and Multnomah County offer several limited term tax exemption programs.

The City of Portland offers some SDC waivers.

The City of Portland offers a federal Mortgage Credit Reduction program.

Information about all of these programs may be found online:  
[www.portlandonline.com/phb](http://www.portlandonline.com/phb)

Several federal programs are available to assist households at risk of foreclosure, including the federal mortgage modification program, HAMP. OHCS administers Oregon's suite of programs funded through the Treasury under TARP, and known colloquially as the "Hardest Hit Fund." Some of these programs include mortgage payment assistance, assistance with obtaining a mortgage modification, and limited financial assistance to families that have lost their homes to

## City of Portland Strategies

foreclosure and must relocate.

The members of Oregon's Congressional delegation have stepped up by assigning staff to assist constituents through the foreclosure maze.

Local organizations, including the AAAH, APICIA, Hacienda CDC, PCRI, and NAYA are leveraging public funding with private donations and volunteer hours to provide services to members of their communities.

### **FORECLOSURE PREVENTION AND THE NATIONAL STABILIZATION PROGRAM**

Oregon Housing & Community Development designated the City of Portland as a guaranteed sub-recipient of National Stabilization Program 1 (NSP1 ) funds. The city formed a consortium with Multnomah County, and with the help of its community partners provided financial assistance to first-time home buyers, and funded acquisition and rehabilitation and other related activities.

The same Consortium has applied to the State of Oregon for NSP 3 funding to spend on the acquisition and rehab of rental properties in specific census tracts.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW INCOME FAMILIES AND/OR RACIAL MINORITY CONCENTRATION)**

The Homebuyer Program provides services consortium-wide. Note that direct financial assistance is only available in urban renewal areas, and is not funded with federal money.

### **MONITORING**

All contractors are pre-screened for CDBG and HOME compliance during the RFP process. A description of PHB's Monitoring program is in Section One.

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### HOMEOWNER ACCESS AND RETENTION: HEALTHY HOMES

#### HOMEOWNER ACCESS & RETENTION: HEALTHY HOMES

The goal of the program is to identify and address environmental hazards in the home than affect low-income households.

#### HEALTHY HOMES

Substandard housing conditions are significant contributors to poor health, and have a disproportionate impact on individuals who are unable to afford to make housing repairs or relocate. Research shows that poor environmental quality (e.g., molds, second-hand tobacco smoke, and pests such as rodents and cockroaches) can exacerbate asthma and other respiratory problems, especially in children.

In 2007, the National Center for Healthy Housing (NCHH) completed an assessment of housing conditions in Portland relative to other cities throughout the country. The findings observed the existence of more basements (resulting in moisture and radon intrusion); greater exterior and interior leakage from roofs, basements, broken windows, and pipes (resulting in moisture intrusion); and a higher percent of inadequate wiring. In general, 5.4% of Portland's homes are in severe or moderate condition (the CDC 2010 goal is 3.1%)

The high percentage of properties found to be in poor exterior condition runs corollary to an increase in substandard interior conditions. According to the American Community Survey, from 2005 to 2008, the number of occupied housing units lacking complete plumbing facilities increased by 35%, and the number lacking complete kitchen facilities increased by 38%<sup>1</sup>. On a smaller scale, the Multnomah County Health Department's Healthy Homes program has seen an increase in mold and moisture from 20% to 60% of inspected households over the last few years.

<sup>1</sup> The number of occupied housing units lacking complete plumbing facilities was 1,909 in 2005 and 2,581 in 2008; and the number of occupied housing units lacking complete kitchen facilities was 2,640 in 2005 and 3,644 in 2008.

# City of Portland Strategies

## PROGR AM DESCRIPTION

The Healthy Homes Program has four components:

1. Portland Healthy Homes Grant: Grant resources to proactively address environmental hazards that can cause or exacerbate health problems;
2. Multnomah County Partnership: Grants provided in partnership with Multnomah County Health Department to address environmental hazards for households with a documented health issue;
3. Portland Lead Hazard Control Program: grants to address lead hazards in homes to reduce lead poisoning in young children; and
4. Quality Rental Housing Program: Programs to support the maintenance of Portland's rental housing stock to protect tenant health and housing stability.

## PROGR AM TOOLS

The Healthy Homes Grant Program

- Education for community members to reduce exposure to environmental hazards in the home provided in partnership with Multnomah County Health Department
- Grants to reduce environmental hazards in the home provided in partnership REACH Community Development

The Multnomah County Partnership

- Medical case management for households with documented health problems provided in partnership with Multnomah County Health Department
- Grants to reduce environmental hazards in the home provided in partnership REACH Community Development

Lead Hazard Control program

- Free blood lead testing at the Multnomah County Health Department and the Josiah Hill Clinic;

## City of Portland Strategies

- The LeadLine information and referral;
- Lead hazard education through the Growing Gardens program of the Community Energy Project, the Multnomah County Health Department, the Community Alliance of Tenants, and the Josiah Hill Clinic;
- Outreach to the community around lead hazards, through public awareness campaigns and participation in community events;
- Identification and remediation of lead hazards in the home;
- Integration of lead-safe work practices and lead reduction into existing federally-funded rehab programs in Multnomah County.

### Quality Rental Housing Program

- Enhanced complaint inspections in rental housing provided in partnership with Bureau of Development Services
- Tenant Relocation assistance for rental households living in substandard housing that is causing or exacerbating a medical condition

### PROGRAM ELIGIBILITY

This table summarizes eligibility for the four components of the Health Homes Strategy:

Healthy Homes Program component:	Income Served	Owners or Renters	There must be a child under six present in the home	A medical referral is required	Where is service available?
Healthy Homes Grant	Up to 80% MFI	Renters	No	No	East Portland
Multnomah County Partnership	Up to 80% MFI	Owners and Renters	No	Yes	East Portland
Lead Grant	Up to 80% MFI	Owners and Renters o	Yes	No	County-wide
Inspection Program	Up to 80% MFI	Owners and Renters	No	No	County-wide

# City of Portland Strategies

## POTENTIAL BARRIERS

Rental property owners may not have the capitol resources to fund necessary ongoing property maintenance, tenants may be limited in terms of housing options and many do not engage the housing enforcement system for fear of jeopardizing their housing stability. Healthy homes repairs and housing inspections compete against other City funding priorities for resources to address need.

## PARTNER AGENCIES AND ORGANIZATIONS

- Home Forward provides lead hazard information to participants in its Section 8 program.
- Local community development agencies provide lead hazard information to the residents of the properties they own and/or manage.
- The Portland Water Bureau contributes matching funds annually to the HUD lead grant for lead education and outreach activities. Funds are contracted to community organizations (i.e. Community Alliance of Tenants, Growing Gardens, Josiah Hill Clinic) that conduct outreach about the availability of free lead hazard reduction through the PLHCP.
- The Multnomah County Health Department operates the LeadLine, provides free blood lead testing through its stationery clinics and its mobile immunization clinic , and evaluate the effectiveness of the Lead Program.
- Specific contractors are listed in the Action Plans.

## COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS

Elements of this program support the requirements of Title X regulations that require all federally funded housing programs to address lead hazards in pre-1978 housing. Funding provided by this program supplements the costs of complying with the regulations to lessen their impact on CDBG and HOME funded rehab programs.

HUD's new Strategic Plan calls for national efforts to protect the health of low- and moderate income tenants through strategies like Healthy Homes.



## City of Portland Strategies

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL /MINORITY CONCENTRATION)**

Education and outreach efforts for the lead program focus on areas where concentrations of low-income households live in older housing stock.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

**City of Portland Strategies**



**HOMEOWNER  
ACCESS AND  
RETENTION:  
HOME REPAIR**

**HOMEOWNER ACCESS & RETENTION: HOME REPAIR**

The goal of the Single Family Home Repair program is to assist low-income elderly and disabled homeowners to remain safely in their homes.

**PROGRAM NEEDS**

Failure to make home repairs can increase the likelihood of falls or accidents, restrict mobility, and otherwise impact the health and safety of low-income elderly and disabled individuals, as well as contribute to the deterioration of the housing stock.

**PROGRAM DESCRIPTION**

Through community partners, the program provides grants to elderly and disabled homeowners to make critical and emergency repairs in their homes. PHB provides zero interest, 15-year, deferred payment loans directly to homeowners for more expensive rehab projects to address critical home repair needs (\$5,000 and up).

**PROGRAM TOOLS**

Funding to community organizations to provide rehabilitation services to homeowners through direct grant assistance. Loans to homeowners who can demonstrate critical home repair needs costing \$5,000 or more to address. Weatherization workshops

**PROGRAM SELECTION**

Partners are selected based on a competitive RFP process. Selection criteria are included in the RFP materials. Loans are granted to households that show critical home repair needs, on a first come, first serve basis.

**PROGRAM ELIGIBILITY**

Elderly and disabled homeowners with incomes below 80% MFI are eligible to receive services. However, the program makes an effort to prioritize service to those households with the greatest needs. For this reason, households with incomes below 50% MFI that can

## City of Portland Strategies

demonstrate critical home repair needs are most likely to be served.

### **POTENTIAL BARRIERS**

A fragmented service delivery system may be difficult for households to navigate.

Demand for services far outweighs available resources.

An additional barrier to rehabilitation of some single family units is that they may not be suitable for rehab.

In evaluating the suitability of a property for rehab, and in determining whether the property is subject to the one-for-one replacement requirement of the Uniform Relocation Act and similar City requirements, PHB will use the following definitions:

**Suitable for Rehabilitation:** a dwelling is suitable for rehabilitation if the total cost of the rehab, including the cost for lead hazard testing and the removal/abatement of lead hazards, will not exceed 70% of its after-rehab value. A dwelling unit that is rehabilitated under this definition is considered a standard dwelling unit.

**Not Suitable for Rehabilitation:** a dwelling is not suitable for rehab if the total cost of the rehab, including the cost for lead hazard testing and the removal/abatement of lead hazards, will exceed 70% of its after rehab value. A dwelling unit that meets this definition is considered a substandard dwelling unit. Substandard dwelling units are deemed not habitable, and are subject to the one-for-one replacement requirements of the Uniform Relocation Act. City statutes may also apply.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- City of Portland Bureau of Development Services-, enforces the City's housing maintenance code and makes referrals to the Single Family Home Repair program contractors and PHB.
- Community Energy Project - provides DIY weatherization workshops and weatherization improvements to elderly households that lower utility costs
- Unlimited Choices - provides accessibility improvements such as wheelchair ramps and bathroom grab bars

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- Rebuilding Together - conducts annual, comprehensive home rehab using skilled volunteer labor
- REACH - Community Builder Program provides home repairs
- Multnomah County Human Services, Office of Aging and Disability – makes referrals to the Single Family Home Repair Program contractors and PHB.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The Single Family Home Repair program is an important component of the resource network that supports elderly and disabled households to live at home, outside of institutional care settings.

Gresham and Multnomah County fund similar programs.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL /MINORITY CONCENTRATION)**

Services funded by the program are available city-wide through service partnerships. Services are typically focused in neighborhoods where there are concentrations of low-income households.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

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**HOUSING ACCESS  
AND STABILIZATION:  
PREVENTION AND  
RAPID REHOUSING**

**HOUSING ACCESS & STABILIZATION: PREVENTION & RAPID RE-HOUSING**

The goals of these programs are to assist households that are homeless to obtain permanent housing and to assist households at risk of homelessness to maintain permanent housing.

**HOMELESSNESS PREVENTION AND RAPID REHOUSING NEEDS**

There is a rising demand for homelessness prevention and rapid re-housing services from both individuals and families. These services address a number of barriers low-income individuals and families face that increase their risk of homelessness or prevent them from becoming rapidly re-housed after an episode of homelessness, including:

- Lack of income to pay monthly rent, utilities, etc.
- Lack of funds to pay initial move-in costs
- Inability to retain housing over time
- Involuntary displacement due to economic gentrification

One of the key factors behind the increase in homelessness is housing cost burden, or “rent burden.” 32% of Multnomah County households and 32% of Portland households are considered rent burdened, meaning they pay more than 30% of their gross income for rent/mortgage and utilities. Furthermore, 19% of Multnomah County households and 14% of Portland households pay more than 50% of their gross income for rent/mortgage and utilities.

Federal policy recommends that a household should not pay more than 30% of its gross income on housing costs. Households with rents that exceed this affordability standard frequently have to choose between paying rent/mortgage and purchasing other necessities like food and health care. Any crisis, from a medical emergency to job loss, can put a household with an extreme rent burden at risk of homelessness. (Refer to the cost burden table in the Housing Needs Assessment chapter.)

A recent evaluation of the Short Term Rent Assistance (STRA) Program, administered by Home Forward, supports the need for short-term

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rent assistance. Every agency that administers STRA funds exhausts its funds shortly after receiving them, and continues to turn away households requiring assistance.

### **HOMELESSNESS PREVENTION AND RENT ASSISTANCE DESCRIPTION**

The program provides flexible funding to community-based agencies for short-term or shallow rent assistance. These agencies provide financial assistance to clients facing eviction, and to households that are already homeless, so that they can obtain safe and decent housing off the streets and outside of the shelter system. Sometimes this will help re-house someone who is awaiting approval for long-term housing/rental assistance, such as Public Housing, Section 8, or McKinney-Vento funded Supportive Housing Program (SHP) or Shelter + Care.

Funding covers expenses such as move-in and move-out; first and last month's rent and security deposits; short-term monthly rent (full or partial); and other related expenses. Funds may not be used to subsidize other rental assistance programs such as Section 8.

The program also provides supportive services to participants who need help and intervention to maintain current suitable housing and/or to avoid displacement or eviction. Supportive services include linking clients to other community service providers who may be able to help participants overcome barriers to obtaining or maintaining housing.

Efforts are made to provide culturally appropriate services that will engage people with diverse backgrounds and needs.

### **PROGRAM TOOLS**

- Flexible funds for short-term rent assistance and related expenses
- Supportive services

### **PROJECT SELECTION**

Home Forward administers the Short Term Rent Assistance Program (STRA). At the time STRA was created, Home Forward held a competitive RFQ/RFP procurement process to identify the provider



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agencies that would distribute the funds to households in need. Home Forward selected 19 agencies. Home Forward expects to conduct a new RFP in the next 12-18 months.

Selection criteria will be included in the RFP materials. Consistent with the previous RFP, each applicant will be asked to:

- Identify the population it intends to serve;
- Demonstrate its experience with serving the identified population;
- Describe the needs of the identified population;
- Demonstrate adequate funding for supportive services;
- Describe funding sources for supportive services;
- Provide commitment letters from the service funding sources;
- Describe how interventions will be conducted;
- Describe how an individual or household's need for services will be assessed; and
- Describe how post-placement assistance will be provided.

### **PROGRAM ELIGIBILITY**

Agencies that serve individuals, couples, and families with a gross household income below 50% MFI at the inception of assistance are eligible to apply for funds.

To receive short-term rent assistance and services, project participants are screened to ensure that they meet certain criteria at the inception of assistance:

- Household income at/below 50% MFI;
- Not already receiving Section 8 or other long-term financial assistance for permanent housing; and
- Homeless or at risk of homelessness.

### **POTENTIAL BARRIERS**

- Limited funding for short-term rent assistance

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- Insufficient funding for housing services to support housing success
- Insufficient funding for case management services that assist in the coordination and delivery of housing services.
- A decline in vacancy rates, reducing the likelihood that housing owners and managers will rent to individuals who do not meet standard tenant criteria.

### **PARTNER AGENCIES AND ORGANIZATIONS**

Home Forward: administers STRA, a tenant-based short-term rent assistance program

Multnomah County Human Services: partner in STRA

City of Gresham: partner in STRA

Many community-based non-profit agencies currently participate in STRA, providing shallow rent assistance, move-in costs, security deposits, and other flexible financial assistance to support households at or below 50 % MFI in permanent housing.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

Homelessness prevention and rapid re-housing activities were key components of the American Reinvestment and Recovery Act. HUD intends to realign the Emergency Shelter Grant to carry out these critical activities. These activities are also key components of the local ten-year plan: Home Again: A 10-Year Plan to End Homelessness in Portland and Multnomah County, other local 10-Year Plans, and Oregon's 10-Year Plan.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

Prevention and Rapid Rehousing services are available county-wide.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

## HOUSING ACCESS AND STABILIZATION:

### ACCESS AND STABILIZATION

#### **HOUSING ACCESS & STABILIZATION: ACCESS & STABILIZATION SERVICES**

The goal of the program is to promote long-term housing stability by providing a continuum of services that assist individuals and families to locate, obtain, and maintain decent affordable housing; help eligible persons to qualify for benefits; and encourage private landlords to rent to households that do not meet standard tenant screening criteria.

#### **GENERAL HOUSING SERVICES NEEDS**

Low-income households may face multiple barriers in locating, obtaining and maintaining decent affordable housing, including:

- Lack of income to pay monthly rent, utilities, etc.
- Lack of funds to pay initial move-in costs
- Inability to meet tenant screening criteria, including criminal history, poor credit history, poor tenant history
- Inability to locate appropriate housing (can't find or don't know how to look)
- Inability to retain housing over time
- Inability to maintain unit to required standards
- Refusal to rent, discrimination in terms and conditions of tenancy, or other impediments to Fair Housing
- Landlord-tenant communication and tenant rights education and enforcement
- Lack of documented resident status

#### **Specific Need for Benefits Eligibility Services**

Many people transitioning out of homelessness have no income, even though they have disabilities that would qualify them for federal benefit programs such as Social Security and Medicaid.

#### **Specific Need for Fair Housing Services**

The most recent Analysis of Impediments to Fair Housing (AI) was completed in 2011. An Executive Summary is included on Page 90 of

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this Plan. The full text of the AI and exhibits is available on line at [www.portlandonline.com/phb/fairhousing](http://www.portlandonline.com/phb/fairhousing).

### **Specific Need for Access, Placement & Retention Services**

On average, 3,500 searches for housing are completed each week on [www.housingconnections.org](http://www.housingconnections.org), illustrating the demand for an affordable housing locator.

There is a documented shortage of deeply affordable rental housing units. Formerly homeless people face additional barriers to rental because they are typically unable to meet standard rental criteria.

### **ACCESS AND STABILIZATION PROGRAM DESCRIPTION**

The Access and Stabilization program area addresses barriers to locating, obtaining, and maintaining decent affordable housing. Program staff monitors the housing market and gathers data from service providers to determine the most significant barriers, and then fund programs to address those barriers. When necessary, existing programs are restructured to better address barriers. Housing Services activities that no longer meet current barriers, or are not meeting performance outcomes, are discontinued, and the resources are moved to fund services that address current needs.

### **PROGRAM TOOLS**

#### **Benefits Eligibility Services**

Many of the most vulnerable people without housing have disabilities that make them eligible for federal benefits, including Social Security and Medicaid that could help pay for housing and support services. Successful programs demonstrating local and national best-practice assist individuals to quickly complete the benefits application and appeals process, so they can access a sustaining income.

#### **Fair Housing Services**

PHB funds Fair Housing education and enforcement activities. PHB funds translation services to ensure that community members with limited English proficiency can participate in PHB's programs.

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HousingConnections.org is a web-based housing locator service that furthers fair housing by presenting a wide array of housing opportunities to all prospective tenants, without regard to protected class status. Assistance is available in a wide range of languages through 211.

### **Access, Placement & Retention Services**

PHB employs many access, placement and retention strategies.

Housing Connections, a web-based housing locator, currently lists over 54,000 units in the four-county Portland-Vancouver metro region with a special focus on affordable, accessible and special needs units. Data about the specific accessibility features of each unit will be added to the system in 2011. Housing Connections includes a housing services database to assist households to find services that will help them obtain and maintain housing.

Shared Housing helps elderly and other low- and moderate-income people who cannot afford or do not want to live alone, to locate, evaluate, and select shared housing and living situations that meet their economic and social needs. Shared Housing will match people who wish to share their homes with people seeking a shared housing arrangement.

RentWell and the Risk Mitigation Pool are a set of programs that increase access to housing low-income households that have difficulty meeting the tenant screening criteria due to criminal history, poor credit history, and/or poor rental history. Both programs include access to a guarantee fund that provides some financial compensation to the landlord or property manager if the tenant damages the unit or vacates the unit without full payment. RentWell is focused on households that have participated in a training designed to help them be successful tenants.

The Risk Mitigation Pool assists housing providers to serve populations that face multiple barriers to housing. To participate in any of these programs, the housing provider must agree to use alternative screening criteria.

PHB funds a renter's rights hotline and tenant education. Tenants who

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understand their rights and responsibilities may be in a better position to retain their housing.

### **BENEFITS ELIGIBILITY**

Assistance in qualifying for federal benefits, and appealing adverse determinations.

### **FAIR HOUSING**

- Education in fair housing rights and responsibilities
- Outreach to tenants and property owners/managers
- Enforcement of local, state, and federal fair housing laws
- Testing for evidence of discrimination
- [www.HousingConnections.org](http://www.HousingConnections.org)
- Translation services

### **ACCESS, PLACEMENT AND RETENTION**

- [HousingConnections.org](http://HousingConnections.org) housing locator
- ServicePoint, a web-based housing database
- 211 information and referral
- Shared housing
- RentWell tenant education • Risk Mitigation Pool
- Renters' Rights Hotline for information and referral on tenant rights

Note that services provided specifically for people living with HIV/AIDS and their families are described in the HOPWA strategy.

### **PROJECT SELECTION**

PHB funds programs that:

- Streamline access to information about housing opportunities, rental assistance and service linkages.
- Have a proven ability to promote housing stability, particularly for

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households at 0-30% MFI.

- Provide services that affirmatively further fair housing and reduce disparities in access to housing opportunities.

PHB has used a variety of mechanisms to select Access & Stabilization projects and providers, including competitive Requests for Proposals and renewals of exiting contractors. PHB reviews each Housing Services project to determine whether the project meets these criteria. Services that do not meet these criteria will be discontinued or restructured, with changes reflected in the contractors' scope of work. In the event that a service is significantly restructured and/or the contractor is not performing, PHB will use a competitive Request for Proposals process to select a new contractor unless there is clearly only one contractor qualified to do the work. In an RFP process, the selection criteria will be included in the RFP materials.

### **PROGRAM ELIGIBILITY**

Benefits eligibility services are available to individuals who appear to meet the eligibility criteria for federal benefit programs and are homeless or transitioning out of homelessness.

Fair housing services are available to all persons, without regard to income.

HousingConnections.org is a web based service that may be accessed by anyone with a computer. (Assistance is also available by phone in several languages to households without computer access.) However, only properties affordable to households with incomes at or below 80% MFI may be listed in the HousingConnections.org database.

Other housing services programs are generally open to households with incomes at or below 50% MFI. For some housing service programs, a household member may need to belong to a specific target population to be eligible.

### **POTENTIAL BARRIERS**

Cuts in federal funding or changes to the formulae for entitlement grants would reduce the federal funds available to provide housing services. A tighter rental market with lower vacancy rates could

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reduce the willingness of property owners and managers to participate in programs like RentWell, or the Risk Mitigation Pool. They could be less willing to rent to households that do not meet their standard rental criteria.

### **PARTNER AGENCIES AND ORGANIZATIONS**

The Contractors for FY 2011-12 are listed in the Action Plan:

- Fair Housing Council of Oregon provides fair housing education, outreach, enforcement and testing services.
- Legal Aid Services of Oregon represents tenants with fair housing complaints
- Home Forward administers RentWell.
- Ecumenical Ministries of Oregon operates the Shared Housing Program.
- 211info performs an outreach function for Housing Connections to renters and agencies; provides phone and email support to renters, agencies and landlords; and provides data quality review. 211info also provides these services for people with limited English proficiency.
- Community Alliance of Tenants operates the Renter's Rights Hotline.
- The Portland Housing Advisory Commission provides policy oversight.
- Central City Concern and Outside In provide benefits eligibility services.
- IRCO provides translation services.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

- The Oregon Community Warehouse provides basic furnishings for individuals and families transitioning from homelessness.
- Clark County Public Health and the Cascade AIDS Project provide general supportive services to people living with HIV and their families. See HOPWA strategy for details.

Housing access and stabilization services support implementation of



## City of Portland Strategies

a number of initiatives, including Home Again: A 10-Year Plan to End Homelessness in Portland and Multnomah County, and the work of the Multnomah County Transitions Services Unit to reintegrate ex-offenders into the community.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL /MINORITY CONCENTRATION)**

City-wide. In some cases a service is only provided by one organization, and outreach is critical to inform eligible households that the service is available. In other cases, the service is provided by a number of organizations and may be accessed in multiple locations.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

**City of Portland Strategies**



**HOUSING ACCESS  
AND STABILIZATION:**

**SUPPORTIVE  
HOUSING AND  
EXTENDED RENT  
ASSISTANCE**

**HOUSING ACCESS & STABILIZATION: SUPPORTIVE HOUSING  
AND EXTENDED RENT ASSISTANCE**

Goal: The goal of this program is to provide individuals and families experiencing chronic homelessness with permanent housing and individualized services.

**NEED FOR SUPPORTIVE HOUSING & EXTENDED RENT ASSISTANCE**

Research shows that individuals with serious mental and/or physical disabilities, and households headed by a person with such disabilities, who have been homeless for more than a year, or have had intermittent episodes of homelessness over a longer period, can make a successful transition into permanent housing if they are offered both housing (or financial assistance with housing costs), and individualized services.

Supportive Housing & Extended Rent Assistance Program Description  
The Supportive Housing and Extended Rent Assistance Program provides individuals with serious mental and/or physical disabilities, who have been homeless for an extended period, with housing, or extended rent assistance, as well as services to support housing retention. The program also serves families that have experienced chronic homelessness.

Program participants receive support to leave the street, qualify for benefits, stabilize and improve their health, and retain their housing. Participants may receive other services, including employment services, through the Housing Access & Stabilization Program.

**PROGRAM TOOLS**

- Street outreach
- Initial assessment
- Meals
- Housing placement assistance
- Benefits eligibility counseling and advocacy
- Up to 24 months of rent assistance for individuals and families experiencing chronic homelessness (the Key Not A Card

## City of Portland Strategies

program)

- Access to permanent supportive housing units at the Bud C. Clark Resource Access Center
- Supportive services to support housing retention
- Access to other services offered at the Bud C. Clark Resource Access Center through the Access & Stabilization Program
- Bridgeview transitional program for homeless persons with serious and persistent mental illnesses.

### **PROJECT SELECTION**

The City of Portland generally selects providers through a competitive RFP process. Home Forward (formerly the Housing Authority of Portland) was selected to run the Bud C. Clark Resource Access Center, including the 130 units of permanent supportive housing, through an RFP process. TPI was selected to provide services at the Bud C. Clark Resource Access Center- in a sole source agreement, because it was relocating its shelter to the new building and was well-positioned to expand its services to Center clients. The City will renew contracts provided that the contractual obligations have been met and that outcomes have been successful. The City may choose to reduce or eliminate funding to an agency that does not meet contractual obligations, or that administers a program that fails to meet outcome goals. If a program does not fit within the Bureau's objectives, the agency may be asked to change its program design. The City may also choose to conduct a new RFP for services at the end of the contract term.

### **PROGRAM ELIGIBILITY**

Unaccompanied adults and families meeting the HUD/Hearth Act definition of "chronically homeless" are eligible for Supportive Housing & Extended Rent Assistance.

### **POTENTIAL BARRIERS**

Cuts to funding streams for treatment, case management, and services that support formerly homeless people to retain their housing would jeopardize the success of this program.

# City of Portland Strategies

## **PARTNER AGENCIES AND ORGANIZATIONS**

Home Forward administers the Bud C. Clark Resource Access Center, including 130 units of permanent supportive housing.

Transition Projects, Inc. provides meals and services at the Bud C. Clark Resource Access Center.

## **COMPLEMENTARY LOCAL, REGIONAL, AND NATIONAL EFFORTS**

Supportive housing is the best practice to end chronic homelessness for individuals and families. It has been endorsed by the National Alliance to End Homelessness and the Interagency Council on Homelessness, and figures prominently in the joint City of Portland-Multnomah County 10-Year Plan to End Homelessness.

## **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL MINORITY CONCENTRATION)**

This program is available to participants from throughout Multnomah County.

## **MONITORING**

A description of PHB's Monitoring Program is in Section One.

**City of Portland Strategies**



**HOUSING ACCESS  
AND STABILIZATION:**

**SHELTER AND  
EMERGENCY  
SERVICES**

**HOUSING ACCESS & STABILIZATION: SHELTER AND EMERGENCY SERVICES**

The goal of this program is to offer people who are experiencing homeless, particularly those with special needs, immediate safety off the streets, and to provide them with shelter, meals, direct access to supportive services, and linkage to transitional or permanent housing.

**SHELTER & EMERGENCY SERVICE NEEDS**

The need for Shelter & Emergency Services is documented in this Plan's Housing Needs Assessment and Market Analysis

**SHELTER & EMERGENCY SERVICES PROGRAM DESCRIPTION**

Shelter & Emergency Services offers immediate safety off the streets and provides shelter, meals, direct access to supportive services, and linkage to transitional or permanent housing.

The services available vary from program to program. Some programs offer only basic shelter on a night-to-night basis, including inclement weather shelter, and the warming centers.

Most City and County-funded programs offer longer stays, individualized assessments, case management services, and housing placement, as well as on-site access to specialized services such as alcohol and drug treatment, mental health, and employment programs. Some offer rent assistance to support successful transition to permanent housing, as well as home-based follow-along services after placement in permanent housing. All of these publicly-funded programs are required to demonstrate effectiveness at moving people to permanent housing.

Note that Alcohol and Drug Free Housing is included in the Supportive Housing strategy.

As part of PHB's commitment to promoting equity, PHB is reviewing and evaluating outcome data from all programs to make sure that people of color are able to access City-funded services and have rates of success that are comparable to rates for white clients. PHB is also increasing its efforts to provide culturally appropriate services that will

## City of Portland Strategies

engage people with diverse backgrounds and needs.

### PROGRAM TOOLS

- Initial assessments and appropriate referrals
- Meals
- Case management/individualized plans to achieve goals
- Guest beds with specialized services provided by partner organizations
- Sleeping facilities (including severe weather and seasonal shelter)
- Permanent housing placement services
- Household furnishings, or help accessing furnishings & household supplies
- Follow-up/retention support
- Short-term rent assistance
- Linkage to mental health services or on-site mental health services
- Linkage or direct access to medical care and medications
- Linkage to benefits assistance and employment services
- Linkage or direct access to alternative health care
- Linkage to chemical dependency services and detox
- Tuberculosis testing
- Transportation assistance
- The Bud C. Clark Resource Access Center
- Transitional housing units (except Alcohol and Drug Free units)
- Family unification services (transitional housing only)
- Children's services (transitional housing only)
- child care (transitional housing only)
- Life skills training (transitional housing only)

### PROJECT SELECTION

The City of Portland currently renews funding for agencies carrying out



## City of Portland Strategies

Shelter & Emergency Service activities, provided that the contractual obligations have been met and that the project outcomes have been successful. The City may choose to reduce or eliminate funding to an agency that does not meet contractual obligations, or that administers a project that fails to meet outcome goals. If an existing program does not fit with the Bureau's objectives, the agency may be asked to change its program design. The City may also transition to a competitive RFP process.

The City does not plan to initiate other large on-going Shelter & Emergency Service programs.

Some Emergency Shelter Activities are funded with ESG. Pursuant to Federal regulation, ESG funds must be matched by local funds. In FY 2011-2012, total ESG is \$611,750. Local match invested in homeless program areas will include \$9,530,367 in City of Portland General Fund, and \$1,512,770 in CDBG, for a total of \$11,043,137, well exceeding the required match for ESG funded projects.

### **PROGRAM ELIGIBILITY**

Single adults, youth, and families who are homeless are eligible for shelter & emergency services. The City of Portland funds Shelter and Emergency Services primarily for adult men and adult women, and also provides City general funds for youth shelter and transitional housing. Multnomah County is the lead funder and oversight body for the Homeless Youth System, programs for homeless families with children, and domestic violence programs. Shelter and emergency services for large families with children and people with motor disabilities are available through the Short Term Rent Assistance Program administered by Home Forward.

Housing services for large families with children and people with motor disabilities are available through Multnomah County's motel voucher program.

Unfortunately, shelter and emergency services are extremely limited for couples, people with pets, or in non-traditional families.

# City of Portland Strategies

## **POTENTIAL BARRIERS**

The availability of shelter and emergency services assumes that resources continue to be available. Large budget deficits at the federal and state levels may prompt reductions in resources. In addition, many of our community partners rely upon charitable contributions to cover a portion of their costs. The high rate of unemployment in Portland may affect the level of charitable contributions.

## **PARTNER AGENCIES AND ORGANIZATIONS**

- Multnomah County oversees the homeless youth system, the domestic violence system, and the programs that serve homeless families with children. It also operates the family warming center.
- Home Forward operates the Bud C. Clark Resource Access Center.
- Transition Projects, Inc. operates the day center and men's shelter located at the Bud C. Clark Center.
- The Red Cross operates emergency shelter in hazardous weather conditions.
- Many nonprofit organizations provide housing and services to people experiencing homelessness. The faith community provides shelter and food to many homeless people.

## **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The Shelter & Emergency Services program is part of the local Continuum of Care. The program's increased emphasis on linking clients to permanent housing is consistent with local, state, and national initiatives to end homelessness.

## **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

Facilities offering emergency housing and services for adults and homeless youth are located in downtown Portland and in the Central East Side. Shelter facilities have good proximity to other essential services via public transportation within Fareless Square.

## City of Portland Strategies

Family emergency housing and services, overseen by Multnomah County, are spread across Multnomah County, with services in NE Portland, N Portland, Inner SE Portland, Outer SE Portland/Gresham, NW Portland, and SW Portland.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

**City of Portland Strategies**



### HOUSING ACCESS AND STABILIZATION: HOPWA

#### **HOUSING ACCESS & STABILIZATION: HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)**

The goal of the HOPWA program is to provide affordable housing and housing-related services to people living with HIV/AIDS (PLWHA).

#### **HOPWA NEEDS**

In the Portland Eligible Metropolitan Statistical Area (EMSA), seven adjoining counties in Northwest Oregon and Southwest Washington, there are more than 4,074<sup>1</sup> people living with HIV/AIDS.

HOPWA funds are intended to address the housing and housing-related service needs of PLWHA. Research by the National AIDS Housing Coalition shows that having a safe, stable place to call home is a key structural factor affecting access to treatment and health behaviors among people living with HIV/AIDS (PLWHA). In contrast with people who are homeless or at risk of homelessness, PLWHA who have housing stability as a result of receiving rent assistance demonstrate reduced HIV risk behaviors and improved health care outcomes. See, [www.nationalaidshousing.org](http://www.nationalaidshousing.org) Examining the Evidence: The Impact of Housing on HIV Prevention and Care, 2008. Among its many findings, the study confirmed that homelessness places people at heightened risk of HIV infection.

The Multnomah County Health Department's Health Assessment and Evaluation Group reported that as of December 31, 2009, an estimated 4,074 individuals with HIV/AIDS lived in the Portland EMSA.<sup>1</sup> This number included 2,536 people living with a diagnosis of AIDS (PLWA), and 1,538 people living with HIV, who are HIV positive, but whose disease does not meet the diagnostic criteria for AIDS (PLWH). 298 new AIDS cases and 258 new HIV cases (non-AIDS) were reported during the last two years (1/1/08 through 12/31/09). Because the Center for Disease Control (CDC) estimates that 21% of people infected with HIV are unaware of their HIV status, the true number of PLWH in the EMSA is probably closer to 1,860.

<sup>1</sup> This number is created for the Ryan White TGA which does not include Skamania County. There are 2 people in Skamania County with HIV/AIDS.

## City of Portland Strategies

Although HIV is still primarily a disease of men, 14.3% of HIV cases and 13.4% of AIDS cases diagnosed in 2008 and 2009 occurred in women. HIV in the EMSA continues to primarily impact adults. Youth (persons aged 13 to 24) now make up 5.1% of PLWH and 18.6% of new HIV cases. Persons aged 50 and older account for 35.1% of all PLWHA in the EMSA.

Overall, the composition of the PLWHA in the EMSA has remained fairly constant over the past several years, with only slight increases in the percentages of Hispanic and older PLWHA.

In the Portland EMSA, HIV has disproportionately impacted Blacks/African Americans. Blacks/African Americans account for only 2.9% of the population, but make up 8.0% of PLWA and 8.3% of PLWH – almost three times higher.

This chart provides HIV/AIDS data for individuals sorted by race and sex in the Portland EMSA. Data on familial status is not currently available.

**Summary: Estimates of People Living with HIV and AIDS Aware of their Status as of 12/31/2009**

Race/ethnicity for Census Comparison	Clackamas HIV/AIDS		Clark HIV/AIDS		Columbia HIV/AIDS		Multnomah HIV/AIDS		Washington HIV/AIDS		Yamhill HIV/AIDS		Skamania HIV/AIDS		EMA HIV/AIDS	
	#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
Hispanic	29	9.4	33	7.3	2	8	229	8.2	97	20.2	10	22.2			400	9.8
American Indian/Alaskan Native	5	1.7	6	1.32	0	0.0	28	1.0	0	0.0	0	0.0			38	0.9
Asian	2	0.7	11	2.4	0	0	53	1.9	6	1.2	0	0.0			72	1.8
Black/African American	12	4.1	39	8.6	2	8	236	8.4	39	8.1	1	2.2			329	8.0
Native Hawaiian/Pacific Islander	1	0.4	0	0.0	0	0.0	0	0.0	2	0.4	0	0.0			11	0.2
White	241	82.6	357	78.8	21	84	2226	79.6	334	69.5	33	73.4			3,212	78.5
Multiracial	1	0.4	5	1.1	0	0.0	16	0.6	3	0.6	1	2.2			26	0.6
Unknown	1	0.4	2	0.5	0	0.0	1	0.0	0	0.0	0	0.0			4	0.1
<b>Total</b>	<b>292</b>	<b>100.0</b>	<b>453</b>	<b>100.0</b>	<b>25</b>	<b>100.0</b>	<b>2,797</b>	<b>100.0</b>	<b>481</b>	<b>100.0</b>	<b>45</b>	<b>100.0</b>	<b>2</b>	<b>100.0</b>	<b>4,095</b>	<b>100</b>
<b>Sex</b>																
Male	249	85.2	371	81.9	21	84	2,554	91.3	404	83.9	38	84.4			3,637	88.8
Female	43	14.8	82	18.1	4	16	243	8.7	77	16.1	7	15.6			456	11.2
<b>Total</b>	<b>292</b>	<b>100.0</b>	<b>453</b>	<b>100.0</b>	<b>25</b>	<b>100.0</b>	<b>2,797</b>	<b>100.0</b>	<b>481</b>	<b>100.0</b>	<b>45</b>	<b>100.0</b>	<b>2</b>	<b>100.0</b>	<b>4,095</b>	<b>100</b>
<b>Age Group</b>																
0-12 years	0	0	0	0	0	0	3	0.1	4	0.8	0	0.0			7	0.2
13-19 years	2	0.7	1	0.2	0	0.0	9	0.3	7	1.5	0	0.0			19	0.5
20-44 years	127	43.5	194	42.8	10	40	1170	41.8	242	50.3	21	46.7			1,764	43.1
45+ years	163	55.8	258	57	15	60	1615	57.8	228	47.4	24	53.3			2,303	56.2
<b>Total</b>	<b>292</b>	<b>100.0</b>	<b>453</b>	<b>100.0</b>	<b>25</b>	<b>100.0</b>	<b>2,797</b>	<b>100.0</b>	<b>481</b>	<b>100.0</b>	<b>45</b>	<b>100.0</b>	<b>2</b>	<b>100.0</b>	<b>4,095</b>	<b>100</b>

Source: HIV/AIDS Reporting System (eHARS), data extract 3/24/2011 Capizzi  
 The Clark and Skamania County numbers are estimates as of 12/31/10 and are from Washington State Department of Health, Jeff Carr. This chart indicates there are 4,093 PLWHA, 19 more than the number listed in the introduction. This discrepancy is due to the Washington numbers including 2010.

## City of Portland Strategies

PLWHA also typically have high medical expenses. As a group, they are less likely to have private health insurance to meet these expenses. Unless the PLWHA has secured long-term rent assistance (e.g. a Section 8 voucher), a public housing unit or a HOPWA unit, PLWHA is not going to be well equipped to compete in the housing market.

### HOPWA PROGRAM DESCRIPTION

HOPWA is a flexible grant award that allows communities to design and implement long-term, comprehensive strategies for meeting the housing needs of people living with HIV/AIDS and their families. HOPWA gives participating jurisdictions the flexibility to provide a range of housing assistance, including:

- Supportive services including the following
  - o Housing Placement Assistance
  - o Housing Case Management
  - o Benefits Eligibility Specialist
  - o Employment Specialist
- Resource Identification and Technical Assistance
- Facility-Based Transitional Housing
- Project-Based Rental Assistance
- Tenant-Based Rental Assistance
- Short Term Mortgage, Rent, and Utility Assistance
- Grants for rehabilitation of existing housing

### PROJECT SELECTION

The Portland EMSA currently allocates approximately 65% of its HOPWA funds to rent assistance, 25% to support services, 7% to administration, and 3% to Resource Identification. This allocation formula is reviewed annually by the AIDS Housing Advisory Committee.

The City did an RFP for supportive services in the spring of 2009. The contracts awarded through that RFP are renewable for up to a total of four years, dependent on contractor performance. The City is currently in conversation with the Ryan White Part A Fund to discuss



## City of Portland Strategies

better resource coordination and alignment. When that conversation concludes, the City will determine its future selection process.

### **PROGRAM ELIGIBILITY**

Individuals with HIV or AIDS and their families who reside in the seven-county Portland EMSA and have incomes up to 80% MFI are eligible to participate in HOPWA programs. Priority is given to households with incomes below 50% MFI. The EMSA includes Clackamas, Columbia, Multnomah, Washington, and Yamhill Counties in Oregon and Clark and Skamania Counties in Washington.

### **POTENTIAL BARRIERS**

All HIV/AIDS service organizations have recently seen significant increases in clients due to the economic recession and funding has not kept pace with demand.

Local PLWHA are eagerly awaiting the implementation of federal health care reform.

CAREAssist (Oregon's AIDS Drug Assistance Program) pays for insurance premiums and prescription/medical services co-pays. High demand and cost-cutting measures enacted by the Department of Human Services limit the utility of this program.

The Oregon Health Plan (OHP)/Medicaid insure some PLWHA. Most uninsured PLWHA enroll in the Oregon Medical Insurance Pool, a high-risk pool that provides fewer benefits and significantly lower reimbursement rates than OHP/Medicaid. In addition to these direct impacts, OHP restrictions have resulted in increased needs for case management to find alternative insurance coverage for clients. Case managers spend as much as 50% of their time helping clients to obtain and maintain health coverage, instead of providing actual case management.

Both the Washington State and Oregon State general funds are experiencing serious shortfalls that jeopardize funding for prevention of STDs and HIV prevention, and for primary care.

The HOPWA tenant-based rental assistance program (TBRA), which

## City of Portland Strategies

allows a PLWHA to rent an apartment of his/her own choosing, was designed on the assumption that the tenant would qualify for a Section 8 voucher in a reasonable timeframe (two years or less). That has not been true for several years. Accordingly, the TBRA program no longer depends on transitioning clients to a Section 8 voucher. Instead, TBRA programs operate with the hope that clients will secure income through employment or social security.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- Cascade AIDS Project (CAP) is the largest provider of HIV/AIDS services in the EMSA. Among other activities, CAP provides case management to 59 units of HOPWA funded permanent supportive housing at the following sites: Carriage Hill, Cornerstone, McCoy Village, Nathaniel's Way, PCRI scattered sites, Project Open Door, Madrona Studios with Central City Concern, Outside In Transitional units, Northwest Housing Alternatives, Villa Capri and Howard House with Catholic Charities, and the Sandy Apartments with Luke-Dorf. CAP also partners with Home Forward and Washington County Department of Housing to operate 69 Shelter Plus Care units for people living with HIV/AIDS in the Portland EMSA. CAP also operates a transitional housing program; offers eviction prevention, utility, and mortgage assistance; manages and disburses Ryan White emergency rental assistance; operates a client education program; and provides furniture and/or moving assistance.

CAP has also partnered with other public and private non-profit agencies to work with those facing multiple barriers, such as PLWHA exiting the criminal justice system, PLWHA with mental health diagnoses who need permanent supportive housing, and PLWHA experiencing chronic homelessness.

- Central City Concern (CCC) owns and operates permanent supportive alcohol/drug free housing for PLWHA. CCC functions as both the housing and the service provider, and partners with Cascade AIDS Project for provision of additional services. In addition, Ryan White Part A funds support the Healthshare Program which provides 96 rental months of alcohol and drug free housing as well as substance abuse treatment support for 32 PLWHA living in CCC properties.
- Clark County Public Health (CCPH) operates a housing case management program and a transition-in-place housing program.

## City of Portland Strategies

- Multnomah County Health Department enjoys a longstanding collaborative relationship with the City of Portland's HOPWA program, allowing for coordination of resources and funding to maximize the efficiency and benefit of public dollars. The County administers the Ryan White Part A fund, and the STD/HIV/Hepatitis C Program. The County also runs an African-American Sexual Health Equity Program (AASHEP), and a number of evidence based interventions to reduce transmission between men.
- Outside In provides long term transitional housing and case-management to HIV+ youth and have an on-site housing facility.
- Our House of Portland provides the only housing with on-site sub-acute care for people living with advanced HIV/AIDS in the Portland metro area and in Oregon. Our House provides food, support services, and specialized care with funding from a variety of sources. Our House provides a continuum of care for people with HIV/AIDS through the following programs:
  1. Our House of Portland is a 14-bed specialized residential care facility located in Portland where 24-hour nursing services are provided to those with advanced HIV/AIDS. Residents from this facility come from all over the state of Oregon.
  2. Swan House is a 5-bed adult foster care facility located in Clackamas County where care in a group setting is provided for those with HIV/AIDS that are not quite able to live independently and need assistance with many of the daily tasks of medication management, money management, etc.
  3. The Neighborhood Housing and Care Program (NHCP) is an innovative program where rental assistance, nursing, social work, and Occupational Therapy services are provided to those with HIV/AIDS who want to continue living independently. Services are provided on a regular basis (frequency depends on client acuity) and is custom tailored to the needs of each client.
  4. Community Services include Esther's Pantry, which is a food bank for HIV + individuals, and Tod's Corner which is a thrift shop for the same population. Our House also provides assistance with pet care and cremations.

### **COMPLEMENTARY LOCAL, REGIONAL, AND NATIONAL EFFORTS**

This program complements other local efforts to meet the needs

## City of Portland Strategies

described above by partnering with Ryan White Part A Planning Council efforts to provide a continuum of care and services. The AIDS Housing Advisory Committee (AHAC) is an advisory body to HOPWA program staff.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL MINORITY CONCENTRATION)**

The Portland Eligible Metropolitan Statistical Area includes Clackamas, Washington, Multnomah, Yamhill, and Columbia Counties in Oregon, and Clark and Skamania Counties in Washington.

### **MONITORING**

A description of PHB's Monitoring program is in Section One.

<b>HOPWA Performance Chart 1</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
<b>Housing Subsidy Assistance</b>					
Tenant-Based Rental Assistance	47	47	47	47	47
Households in permanent housing facilities that receive operating subsidies/leased units	79	79	79	79	79
Households in transitional/short-term housing facilities that receive operating subsidies/leased units	2	2	2	2	2
Households in permanent housing facilities developed with capital funds and placed in service during the program year	0	0	0	0	0
Households in transitional/short-term housing facilities developed with capital funds and placed in service during the program year	0	0	0	0	0
Short-term Rent, Mortgage and Utility payments	44	44	44	44	44
<b>Total Housing Subsidy Assistance</b>	<b>172</b>	<b>172</b>	<b>172</b>	<b>172</b>	<b>172</b>
<b>Housing Development (Construction and Stewardship of facility based housing )</b>					
Facility-based units being developed with capital funding but not opened (show units of housing planned)	0	0	0	0	0
Stewardship Units subject to sixty-year use agreements.	22	22	22	22	22
<b>Total Housing Developed</b>	<b>22</b>	<b>22</b>	<b>22</b>	<b>22</b>	<b>22</b>
<b>Supportive Services</b>					
Supportive Services provided by project sponsors also delivering HOPWA housing assistance	245	245	245	245	245
<b>Total Supportive Services</b>	<b>245</b>	<b>245</b>	<b>245</b>	<b>245</b>	<b>245</b>
<b>Housing Placement Assistance Activities</b>					
Housing Information Services	0	0	0	0	0
Permanent Housing Placement Services	10	10	10	10	10
<b>Total Housing Placement Assistance</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>
<b>Other Activities</b>					
Resource Identification to establish, coordinate and develop housing assistance resources*					

\*Cannot quantify Resource Identification

**City of Portland Strategies**



**HOUSING  
PRODUCTION AND  
PRESERVATION:**

**HOUSING  
DEVELOPMENT AND  
FINANCE TOOLS**

**HOUSING PRODUCTION & PRESERVATION: HOUSING  
DEVELOPMENT FINANCE TOOLS**

The goal of the Housing Development & Finance Tools program is to invest housing resources along the housing continuum, with an emphasis on homes for those households not served by the private marketplace, to maximize long-term outcomes, increase leverage, and promote cost-effectiveness.

**HOUSING DEVELOPMENT AND FINANCE NEEDS**

See Market Analysis for a discussion of housing needs.

**HOUSING DEVELOPMENT & FINANCE TOOLS PROGRAM  
DESCRIPTION**

The Housing Development & Finance Program provides financing tools for the development of rental housing projects, home ownership opportunities, public facilities, and related infra-structure. Those tools include obtaining Float Loans and Section 108 loan guarantees; making loans and/or grants of housing and community development formula funds to sponsors of development projects that meet housing policy objectives; and leveraging other local, state, and federal resources.

The Program seeks to identify sources of rent subsidy, e.g. a Project-Based Section 8 voucher or VASH voucher. When it can do so, PHB will create permanent supportive housing units, pursuant to the joint City-County 10-Year Plan to End Homelessness.

The Housing Development & Finance Program also provides technical assistance on project financing to potential project sponsors.

The Housing Development & Finance Tools Program works in coordination with State Department of Housing and Community Services Consolidated Funding Cycle, in order to position projects for tax credits and other development resources administered by the State.

# City of Portland Strategies

## HOUSING DEVELOPMENT & FINANCE TOOLS

### Land Trust

A land trust is a non-profit, community based organization that acquires and holds land in trust for low- and/or moderate-income homeowners. Funds may be used to assist a land trust to acquire and/or rehab an existing property, or to develop a new property. It is a method of ensuring that a home-ownership opportunity will remain affordable for more than the initial purchaser. It also brings down the cost of home ownership, placing it within reach of households that cannot afford to purchase market-rate homes. It is an effective tool for increasing the number of homeowners of color. Proud Ground, the land trust serving Portland, has been very successful at marketing its homes to first-time homebuyers of color.

PHB is open to development proposals that include land trust elements. PHB may also propose the use of a land trust where it believes it would serve the public interest.

### HOME

See HOME strategy on Page 108.

### HOPWA

See HOPWA strategy on Page 166.

### HOMES FOR A DOLLAR

This is a new federal program that makes foreclosed properties available to local jurisdictions for one dollar, plus closing costs. Portland would potentially use this program either to acquire single family homes that it would then transfer to a non-profit for sale (either a conventional sale or a sale subject to a land-trust); or for multi-family properties that it would transfer to a mission-based non-profit, subject to the local 60-Year affordability ordinance.

### FLOAT

CDBG float is a method to assist in financing projects by providing short-term loans interest-free or at favorable interest rates. Loans are for a maximum of 30 months.

Float loans are available when all of the City's CDBG resources are not needed in the year for which they are budgeted. Federal funds drawn



## City of Portland Strategies

in the year in which they are budgeted but not actually spent in that year can be used on a short-term basis until they are needed for the projects for which they were budgeted.

When float repayments are received, the repayments of principal and interest are considered program income. The program income is used to fund the projects for which the funds were originally budgeted. Any excess is used to fund other projects included in the One-Year Action Plan.

The City may, from time to time, and subject to availability of resources, use the float-financing tool for projects. The projects may be public facilities or improvements, acquisitions, rehabilitation, and/or construction. The City will select projects based upon whether the project furthers the principles and priorities expressed in the Consolidated Plan and the City’s strategic plan.

At such time as the City decides to use the float-financing tool, it will prepare a Consolidated Plan amendment and publish it for public comment. The notice will include the name of the float, the intended recipient, the loan amount, the term (not to exceed 30 months), the anticipated program income over the term of the loan, and the form of security for the loan. A copy of the Amendment will be filed with HUD within a reasonable period following its adoption.

The City currently has no float loans outstanding. If the City desires to make a float loan, PHB will summarize it in the form set at Table 1.

<b>TABLE 1: OUTSTANDING FLOAT</b>		
<b>Name of Float Loan:</b>	<b>Project One</b>	<b>Project Two</b>
Recipient of Float Loan:		
Loan Amount:		
Term of Loan:		
Action Plan Describing Use of Funds:		
Date of Amendment to Action Plan:		
Anticipated Program Income over Term of Loan:		
Form of Security:		
Additional Information:		

## City of Portland Strategies

### BEDI/Section 108 Loan Guarantees

Section 108 Loan Guarantees provide financing to projects that create significant employment opportunities or provide other significant public benefits to low-income residents. The Loan Guarantee may be used to meet local needs for redevelopment of actual or perceived Brownfield sites, or projects that would create jobs but require additional funding to proceed. The City successfully applied in FY 2008-09 for a \$15,000,000 Section 108 loan guarantee to fund preservation of expiring-use projects and other key development projects.

Training and technical assistance for potential project sponsors.

Coordination with private pre-development loans from Enterprise Community Partners,

Coordination with service funding from Multnomah County and/or the State of Oregon, to provide housing linked with services for people experiencing homelessness.

### **HOUSING DEVELOPMENT & FINANCE TOOLS PROJECT SELECTION CRITERIA**

PHB will make the funds available through a competitive Request for Proposal Process. The RFP will provide information about policy objectives and available funding, including rent subsidies and service funding, where available. The RFP will be advertised broadly, to for-profit and non-profit developers. A public bidders' meeting will be held to answer questions. Technical assistance will be available to project sponsors. PHB will convene a selection committee. The selection committee will include at least one community representative. The selection committee will make funding recommendations to the Director. The Director is not bound by those recommendations. The Director, in consultation with the Housing Commissioner, will make the final decision.

### **PROGRAM ELIGIBILITY**

Project sponsors may be private for-profit companies and/or nonprofit organizations. Project sponsors must demonstrate capacity for development, ownership and long-term management. For projects

## City of Portland Strategies

awarded HOME funding, preferences will be given to organizations that are certified Community Housing Development Organizations.

### **POTENTIAL BARRIERS**

Services are a critical element of Permanent Supportive Housing. The identification and long-term commitment of service funding to PSH projects continues to be a challenge as federal, state, and local budget cuts erode the social service system.

Increased costs in materials and services to build housing units will affect the number of units that PHB can produce.

A decline in Federal housing development resources will adversely affect the number of units that PHB can produce.

A decline in available TIF resources will adversely affect the number of units that PHB can produce.

The high demand for the limited supply of federal Low Income Housing Tax Credits and the difficulty of obtaining project financing from private sources may adversely affect the ability of sponsors to obtain a complete financing package for projects that PHB has selected for funding, and could result in project delay or, in some cases, project discontinuation.

### **PARTNER AGENCIES AND ORGANIZATIONS**

The Housing Development Center provides technical assistance in project development, construction management and asset management to the nonprofit community development organizations who make up the majority of project sponsors.

The Network for Oregon Affordable Housing is an association of financial institutions that provides lines of credit for working capital, bridge and construction loans; maintains the housing preservation database and provides technical assistance on preservation of expiring use properties.

The Oregon Opportunity Network organizes input from the non-profit

## City of Portland Strategies

community development sector on housing policy, underwriting guidelines, and asset management guidelines. Oregon ON also provides training and technical assistance to its members.

Proud Ground is a non-profit community land trust. Enterprise Community Partners provides limited pre-development funding to non-profit project sponsors to allow them ample time to gain site control and perform appropriate due diligence before making application for project funding.

The Neighborhood Partnership Fund and the Community Development Law Center provide training and technical assistance to the nonprofit project sponsors in the areas of board development, fiscal management, project development, project management, asset management, and other organizational issues.

### **COMPLEMENTARY NATIONAL, REGIONAL AND LOCAL EFFORTS**

This Administration has paid renewed attention to the important role rental housing plays in the lives of many Americans. This strategy provides financing tools to address the documented shortage of deeply affordable rental housing for low-income Portland residents, including those transitioning out of homelessness. The private market has not addressed these needs at the necessary scale.

This strategy can be used to accomplish other important goals in HUD's Strategic Plan, including the creation of sustainable communities of opportunity.

Land trusts have been used nation-wide to extend homeownership opportunities to those who cannot afford to purchase market-rate homes, and to support long-term affordability for homeownership properties.

This program complements regional affordable housing goals established by METRO in its 2040 Plan by encouraging the development of additional housing within the City of Portland and in proximity to its mass transit system. This program also fulfills the City's obligations under Title VII of Metro's functional plan, related to the development of more affordable housing.

## City of Portland Strategies

Geographic Service area (including areas of low-income families and/or racial/minority concentration)

The Housing Finance & Development Tools program is available Citywide. Publicly funded rental housing development is subject to the City's location policy, adopted by ordinance by the Portland City Council.

The goal of the location policy is to discourage the concentration of poverty. The policy limits the development of new units of City-subsidized affordable housing in Impact Areas, census block groups where the majority of residents are low-income and twenty percent or more of the housing units are publicly assisted. Under the location policy, affordable housing projects applying for City-controlled funding must either locate outside of Impact Areas or must meet certain exception criteria to remain eligible for financial support. Exceptions are available for proposed projects that meet local community needs or the objectives of an adopted neighborhood plan.

The full text of the local policy is at <http://www.portlandonline.com/phb/index.cfm?c=52981>

PHB anticipates that it will review the policy in the next 18 months in connection with development of a 10-Year Housing Strategy.

To maximize opportunities for residents of publicly-funded housing, PHB is encouraging developers to site new development in high opportunity areas (areas with living wage job opportunities, excellent schools, abundant recreational opportunities, access to health care and other services, and a full-service grocery or other purveyor of fresh food), or in locations connected by transit to high opportunity areas.

### **MONITORING**

PHB will monitor compliance with Federal regulations, as set out in Section One.

**City of Portland Strategies**



## HOUSING PRODUCTION AND PRESERVATION: PRESERVATION

### **HOUSING PRODUCTION & PRESERVATION: PRESERVATION**

The goal of the Preservation program is to preserve deeply subsidized rental homes developed under the Project-Base section 8 program, for income-eligible households.

#### **PRESERVATION NEEDS**

The City of Portland has a number of privately-owned multi-family apartment buildings that are rent-restricted and subject to affordability contracts under HUD's Project-Based Section 8 program. Because this program no longer exists, if the affordability contracts are not renewed, the homes will lose their rent restrictions and the tenants will risk displacement.

There are five buildings with affordability contracts due to expire before 2013: the Lexington, the Park Tower, the 1200 Building, the Hawthorne East, and the Bronough. These buildings include 458 rental homes, primarily occupied by elderly or disabled tenants and hard-working families. Each tenant household pays 30% of household income for rent. HUD subsidizes the difference between this tenant contribution and the fair market rental for the unit.

#### **PRESERVATION PROGRAM**

The Preservation Program seeks to preserve the affordability of these privately-owned units by facilitating the transfer of the property to an entity that agrees to renew the affordability agreement with HUD for a 20-year term. PHB typically provides gap financing, construction, and permanent loans to the non-profit project sponsor for the acquisition; the property therefore becomes subject to the City's 60-year affordability ordinance.

The Preservation Program funds preservation work with a range of financial tools. Those tools include City General Fund; a Section 108 loan guarantee fund; loans and/or grants of housing and community development formula funds; and, if the property is located in an Urban Renewal area, loans and/or grants of tax increment funds. The Program also provides technical assistance on project financing to potential project sponsors.

## City of Portland Strategies

The Preservation Program works in coordination with the State Department of Housing and Community Services Consolidated Funding Cycle, in order to position preservation projects for tax credits and other development resources administered by the State. The Program also works in coordination with the Oregon Housing Affordability Program, which can give a potential sponsor access to the Oregon Housing Affordability Fund, a revolving fund that allows a sponsor to secure a Preservation property before permanent financing has been arranged.

### **HOUSING PRESERVATION TOOLS**

The Preservation Program may use any of the tools described in the Housing Development & Finance Tools strategy.

Properties preserved under this strategy are assets that will be managed for the long-term benefit of the community. Please see the Asset Management strategy.

### **HOUSING PRESERVATION PROJECT SELECTION CRITERIA**

PHB will generally set aside funds to preserve project with approaching expiration dates.

### **PROGRAM ELIGIBILITY**

Projects currently operating under affordability agreements with HUD that are due to expire on or before FY 2016-17 are eligible for assistance under this Program.

Project sponsors may be private for-profit companies and/or non-profit mission-based organizations. Project sponsors must be willing to execute an extension of the expiring affordability agreement with HUD for a minimum of 20 years, and must also demonstrate capacity for ownership and long-term management of the project. For projects awarded HOME funding, preference will be given to organizations that are certified Community Housing Development Organizations.

### **POTENTIAL BARRIERS**

The depressed real estate market has prompted some private owners



## City of Portland Strategies

of expiring-use properties to execute short-term extensions (1-5 years) of their affordability contracts with HUD. PHB will still need to initiate preservation of these properties, but at a later date.

Financial resources to accomplish Preservation goals are in short supply. A decline in Federal housing development resources will adversely affect the number of units that PHB can preserve. It may also be difficult to fund preservation of projects that are located outside the boundaries of an urban renewal area, or in a URA that has exhausted its housing budget.

In addition to preserving the affordability of the units, PHB would like to protect the housing stability of the tenants. As the residents of expiring-use properties age, providing services to allow them to continue to live independently becomes of greater importance. The identification and long-term commitment of service funding to Preservation projects is a challenge as federal, state, and local budget cuts erode the social service system.

The high demand for the limited supply of federal Low Income Housing Tax Credits may adversely affect the ability of sponsors to obtain a complete financing package for projects that PHB has selected for funding, and could result in project delay or, in some cases, project discontinuation.

The very limited availability of private financing may also adversely affect the ability of developers to obtain a complete financing package for projects that PHB has selected for funding, and could result in project delay or, in some cases, project discontinuation.

### **PARTNER AGENCIES AND ORGANIZATIONS**

The Housing Development Center provides technical assistance in project development, construction management and asset management to the nonprofit community development organizations who make up the majority of project sponsors.

The Network for Oregon Affordable Housing maintains a database of Preservation properties, and provides technical assistance as well as lines of credit for acquisition, construction loans, and permanent financing. NOAH also can assist a project sponsor in accessing the

## City of Portland Strategies

Oregon Housing Affordability Fund, a revolving fund intended to secure Preservation projects before permanent financing can be arranged.

The Oregon Opportunity Network organizes input from the non-profit community development sector on housing policy, underwriting guidelines, and asset management guidelines. Oregon ON also provides training and technical assistance to its members. Enterprise Community Partners provides limited pre-development funding to non-profit project sponsors to allow them ample time to gain site control and perform appropriate due diligence before making application for project funding.

The Neighborhood Partnership Fund and the Community Development Law Center provide training and technical assistance to the nonprofit project sponsors in the areas of board development, fiscal management, project development, project management, asset management, and other organizational issues.

Mission-based non-profit agencies, including Cedar Sinai Park, Northwest Housing Alternatives, and REACH, have acquired Preservation properties and renewed the HUD affordability agreements.

### **COMPLEMENTARY NATIONAL, REGIONAL AND LOCAL EFFORTS**

The City of Portland is a grantee, together with Oregon Department of Housing and Community Services and the Network for Oregon Affordable Housing, of the John A. and Catherine T. MacArthur Award for State and Local Housing Preservation Leaders. The MacArthur Foundation, and the National Housing Conference, have created a national network for the development of policy recommendations to support preservation efforts by identifying and removing barriers, identifying new resources, and sharing best practices.

Many local philanthropic organizations, including the Meyer Memorial Trust, the Oregon Community Foundation, and the Collins Foundation, have contributed to the Oregon Housing Affordability Fund, a revolving fund intended to assist potential owners to secure title to Preservation projects before permanent financing arrangements can be made.

## City of Portland Strategies

The National Housing Trust Fund would, if funded, support preservation efforts locally and nationally.

### **MONITORING**

PHB will monitor compliance with Federal regulations as set forth in Section One.

**City of Portland Strategies**



### HOUSING PRODUCTION AND PRESERVATION: REHAB

#### **HOUSING PRODUCTION & PRESERVATION: REHAB**

The goal of this program is to maintain and increase the supply of quality affordable rental housing and homeownership opportunities for people who are not well served in the private housing market, by investing in the rehabilitation of residential properties that will be affordable for the long term.

#### **REHAB NEEDS**

Census data shows a continuing gap between the number of households requiring deeply affordable rental housing and the number of low-rent units. The gap is too large to be closed merely by relying on projected increased resources for the Section 8 or Short Term Rent Assistance Programs; although increases in those resources would be welcome, the historical record suggests that the increases would be modest, not at the scale required to meet even current need.

Most multi-family housing projects require additional capital investment periodically to rehab major systems. Without investment, the properties will deteriorate, and become obsolete. In some cases, they may fail to meet health and safety requirements. Currently, a significant number of these properties -- some market-rate, some subject to short term rent restrictions (i.e. tax credit projects) – would benefit from investment in rehab.

Market rate properties: The City can increase its portfolio of affordable rental housing by acquiring and rehabbing these. Any new City investment will subject the housing to 60-year affordability.

Projects subject to short-term rent restrictions (e.g. tax credit properties): The City can extend the period of affordability of rent-restricted housing by investing in rehab of these properties.

Rehabs of market rate and rent restricted properties are generally quicker and less expensive than developing new housing from scratch.

Note that the rehab of privately-owned properties subject to an affordability and rent-subsidy contract with HUD under the Project-based Section 8 program are covered under the Preservation strategy.

# City of Portland Strategies

## **REHAB PROGRAM DESCRIPTION**

The program finances development of the acquisition and/or rehab of single- or multi-family housing, intended for rental or homeownership. Any of the financing tools described in the Financing Tools strategy may be used. Funding may be provided in the form of a grant or a soft loan.

Units may be reprogrammed as permanent supportive housing if there are rent subsidies and services funds available.

Improvements to the infrastructure adjoining the property may also be accomplished under this strategy, particularly if required to provide tenants with a safe path of travel to schools, jobs, transit, parks, full-service grocers and other consumer services.

Rehabs of facilities, such as homeless shelters or food banks, may also be accomplished under this strategy.

## **REHAB PROGRAM TOOLS**

Financing tools.

Long-term affordability contracts.

Properties developed under this strategy are assets that will be managed for the long-term benefit of the community. See the Asset Management strategy.

## **PROJECT SELECTION**

Projects may be selected through a competitive RFP process. See Housing Development and Finance Tools strategy for description of RFP process. Projects that have already received an investment of City funds may also be referred through the Asset Management Program, or City Council directive.

## **PROGRAM ELIGIBILITY**

Housing projects receiving assistance under this program must be able to document that they will meet the HUD national objective of serving low/moderate income clientele.

## City of Portland Strategies

In evaluating whether it is financially prudent to invest in a rehab, PHB will undertake a subsidy layering review and a financial feasibility test. Please see the website for detail.

Public facilities or infrastructure improvements receiving assistance under this program must be able to document that they will meet at least one of these HUD national objectives: serving low/moderate income clientele, or location in a low- and moderate income area.

### **POTENTIAL BARRIERS**

Demand for rehab funds exceeds available funding. Other potential barriers are discussed in the Housing Development & Finance Tools strategy.

### **PARTNER AGENCIES AND ORGANIZATIONS**

See the Housing Development & Finance Tools strategy.

### **COMPLEMENTARY LOCAL, REGIONAL, AND NATIONAL EFFORTS**

See the Housing Development & Finance Tools strategy.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

Citywide

### **MONITORING**

A description of PHB's monitoring program is in Section One.

# City of Portland Strategies



## HOUSING PRODUCTION AND PRESERVATION: NEW HOUSING DEVELOPMENT

### **HOUSING PRODUCTION & PRESERVATION: NEW HOUSING DEVELOPMENT**

The goal of this program is to increase the supply of quality affordable rental housing and homeownership opportunities for people who face the greatest challenges finding housing in the private housing market, by investing in the development of new units that will be affordable for the long term.

#### **NEW HOUSING NEEDS**

Census data shows a continuing gap between the number of households requiring deeply affordable rental housing and the number of low-rent units. The gap is too large to be closed merely by relying on projected increased resources for the Section 8 or Short Term Rent Assistance Programs; although increases in those resources would be welcome, the historical record suggests that the increases would be modest, not at the scale required to meet even current need.

#### **NEW HOUSING PROGRAM DESCRIPTION**

PHB will provide financing for new housing development, using any of the tools in the Housing Development & Finance strategy. Financing may be provided as a grant or a soft loan. The new housing may be single-family or multi-family dwellings, and may include rental units and/or homeownership opportunities.

Improvements to the infrastructure adjoining the site of new residential development may also be accomplished under this strategy, particularly if required to provide owners or tenants with a safe path of travel to schools, jobs, transit, parks, full-service grocers and other consumer services.

New facilities, such as homeless day centers, may also be accomplished under this strategy. However, sponsors may be required to identify additional sources of operating support.

#### **NEW HOUSING PROGRAM TOOLS**

Financing tools.  
Long-term affordability contracts.

## City of Portland Strategies

Properties developed under this strategy are assets that will be managed for the long-term benefit of the community. See the Asset Management strategy.

### **PROJECT SELECTION**

Projects will be selected through a competitive RFP process. See Housing Production and Preservation Development & Finance Tools strategy for a description of the RFP process. On occasion, projects may also be referred by City Council directive.

### **PROGRAM ELIGIBILITY**

Housing projects receiving assistance under this program must be able to document that they will meet the HUD national objective of serving low/moderate income clientele.

A public facility or infrastructure improvement project receiving assistance under this program must be able to document that it will serve low/moderate income clientele, or be located in a low- and moderate income area.

### **POTENTIAL BARRIERS**

See the Development & Finance Tools strategy for a list of potential barriers.

### **PARTNER AGENCIES AND ORGANIZATIONS**

See the Development & Finance Tools strategy for a list of partner agencies and organizations.

### **COMPLEMENTARY LOCAL, REGIONAL, AND NATIONAL EFFORTS**

See the Development & Finance Tools strategy for a list of complementary efforts.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

This program is available Citywide.

## City of Portland Strategies

Publicly funded rental housing development is subject to the City's location policy, adopted by ordinance by the Portland City Council. See Housing Development & Finance Tools for details.

To maximize access to opportunity for residents of publicly funded housing, PHB is encouraging developers to site new rental projects and homeownership opportunities in high opportunity areas (areas with living wage jobs, excellent schools, abundant recreational opportunities, access to health care and other services, and full-service grocery stores or other purveyors of fresh food), or in locations connected by transit to high opportunity areas.

### **MONITORING**

A description of PHB's monitoring program is in Section One.

**City of Portland Strategies**

### HOUSING PRODUCTION AND PRESERVATION:

### ASSET MANAGEMENT AND LOAN SERVICING

#### **HOUSING PRODUCTION & PRESERVATION: ASSET MANAGEMENT AND LOAN SERVICING**

The goal of the asset management & loan servicing program is to support and deliver affordable, quality housing that best meets the needs and priorities of the city. This is done in partnerships with developers (for-profit and non-profit), government agencies, lenders, and community partners.

#### **ASSET MANAGEMENT & LOAN SERVICING NEEDS**

Portland policy requires subsidized properties to remain affordable for up to sixty years. Therefore, there is a great incentive to ensure the sustainability of new and existing affordable housing assets. This is done in partnership with industry partners.

Affordable housing portfolios developed with public funding are facing challenges due to a number of factors:

- Deferred maintenance.
- Construction defects.
- Aging physical plant.
- Rent increases are limited by financing agreements and/or regulatory restrictions. only raise rents a limited amount.
- Revenues from sources other than rents are down. Decreased levels of production have meant a drop in development fees.
- There are fewer operating subsidies, resulting in diminished levels of operating support for non-profit developers.
- Lending policy has not been aligned with housing policy.
- Lenders have not had sufficient historical data to inform their decisions about appropriate levels of operating support.

Employing an asset management approach to evaluating the state of the City's housing portfolio will allow for:

- Informed underwriting based on current data and historical track records
- Alignment of financing tools with project type, e.g. grants, loans, amortized repayment, cash flow repayment.

## City of Portland Strategies

- Alignment of underwriting assumptions for tenant services, physical maintenance, quality management, and reserves.

### **ASSET MANAGEMENT & LOAN SERVICING PROGRAM DESCRIPTION**

To support the long-term city policy for new and existing rent-restricted affordable housing, the Asset Management & Loan Servicing Program has identified the following main focus areas:

#### 1. Long-Term Financial Stability

For each property (and portfolio of properties) to be stable, its financing must encompass the true operating costs, including costs of maintenance, resident services, and development of a reserve sufficient to meet the long-term needs of the property. The Asset Management & Loan Servicing Program addresses these needs prospectively, by providing PHB underwriters with up-to-date data about similar projects to inform underwriting assumptions. It also addresses these needs retroactively, by evaluating and analyzing project and portfolio financial performance, and identifying areas in need of attention. Borrowers may be invited to submit restructure requests when a project is unable to meet its debt service obligation.

#### 2. Compliance

Compliance is a key component of the Asset Management & Loan Servicing program. PHB may be contractually-obligated by project loan documents to monitor and report on certain aspects of a project for up to 60 years. This monitoring and reporting may include:

- Regulatory Compliance
  - o Tenant Household Income
  - o Project Rent Compliance
- Financial Compliance
  - o Project Financial Performance
  - o NOI (Net Operating Income)
  - o DCR (Debt Coverage Ratio)
  - o Reserve Account Contributions and Withdrawals
- Affirmative Marketing

## City of Portland Strategies

- o Affirmative Marketing/Tenant Screening
- o Management Practices
- Physical Property Inspections
- Capital Needs Assessments

### 3. Industry Collaboration

The Asset Management & Loan Servicing Program is always open to input from stakeholders and actively seeks out opportunities for collaboration with regulators, other funders, developers, and other stakeholders.

In recent years, PHB has worked closely with industry leaders to develop best practices and streamline processes, in order to generate cost savings to PHB and its housing provider partners.

One example of this is its work with the Housing Development Center, the Oregon Opportunity Network, OHCS, and other area stakeholders to streamline the compliance process. These efforts will minimize the number of forms a property owner must complete, as well as the amount of time and resource owners must expend on redundant activities. The results of the streamlining work will be rolled out in the next 6-12 months. PHB expects cost savings to both funders and borrowers. Local efforts to streamline compliance requirements and paperwork have received national attention.

### 4. Links to Services

For residents and projects to be successful, there must be a process in place to assist people who need housing to locate available and suitable housing. These issues are primarily addressed through the Housing Access & Stabilization Program Access & Stabilization and Supportive Housing strategies.

## PROGRAM TOOLS

- o Updated underwriting guidelines and compliance objectives
- o Industry conversations

## City of Portland Strategies

- o Loan restructures to include a comprehensive review to identify financial hardships
- o A coordinated approach to Housing Finance, Asset Management, and Loan Servicing
- o Regular review of project financials
- o Tenant surveys
- o Affirmative Marketing Re-certification forms

### **FUNDING AND/OR RESTRUCTURE REQUESTS**

A project may submit funding and/or restructure requests as follows:

1. A project sponsor may apply through a competitive Notice of Funds Availability (NOFA) process to fund both, capital needs and restructure how its debt to the City is to be repaid; or for the development of a new affordable housing project.
2. A project sponsor may notify the Asset Management and Loan Financing team that it is unable to service its debt to the City and request technical assistance. Following a financial review and, often, an organizational assessment, the team submits the request to PHB's Housing Investment Committee for determination.
3. During its periodic review of the City's affordable housing portfolio, the Asset Management and Loan Servicing team may identify projects experiencing financial hardships and will work with sponsors to identify possible solutions.

### **PROGRAM ELIGIBILITY**

Asset management and loan financing programs are available to partners that own and/or manage publicly funded housing affordable to households with incomes below 80% MFI. The programs are particularly intended for agencies with housing stock subject to the City's sixty-year affordability requirements.

### **POTENTIAL BARRIERS**

The main limiting factor to the success of the Asset Management & Loan Servicing Program is funding availability. Proposed federal budget cuts and changes to allocation formulae have reduced funding



## City of Portland Strategies

the City has available to undertake these activities.

The industry needs to identify capital resources which would allow a complete recapitalization for all projects in need of assistance. Although the Asset Management & Loan Servicing Program can assist agencies in developing sustainability plans for the projects in their portfolios, a sustainability plan must be implemented consistently over time in order to be successful. Inadequate or deferred project maintenance could jeopardize the sustainability of the project. In addition, high costs associated with vacancies and turnover rates, unanticipated damage to units, high insurance premiums, high utility costs, and other market conditions may affect the long-term financial viability of the project.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- o The State of Oregon is a key partner in efforts to align financing with project types and to streamline compliance.
- o The Housing Development Center (HDC) assists non-profit partners by providing technical assistance on development, restructuring, compliance and asset management.
- o The Community Development Law Center assists with the development of model property management agreements.
- o Oregon Opportunity Network is an important partner in efforts to develop new underwriting standards. Its members have participated in open and honest discussions, and have provided the City with historical project performance data and with current cost estimates for activities including tenant services, physical maintenance, and quality property maintenance.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The importance of preserving affordable housing stock has been acknowledged on a national level, as the increasing cost of new construction makes preservation an imperative. While certain high profile efforts focus on extending periods of affordability (see Housing Preservation & Development Preservation and Rehab strategies), maintaining the financial health of rent-restricted properties is equally important. See generally, Resource Mapping: Charting a Course to Successful Social Housing in Portland, Oregon. The Enterprise Foundation, January 2004.

## City of Portland Strategies

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

City-wide

#### **MONITORING**

A description of PHB's Monitoring program is in Section One

# City of Gresham Five Year Strategies

## CITY OF GRESHAM: FIVE YEAR STRATEGIES

### INTRODUCTION

The City of Gresham's Consolidated Plan for Housing and Community Development provides a framework to meet the needs of the residents of the city, focusing on assisting its most vulnerable populations. The five-year strategic plan outlines the city's needs, goals and strategies for assisting low-and moderate-income households and provides the basis for allocating the U.S. Department of Housing and Urban Development ( HUD) funds under the Community Development Block Grant Program (CDBG). Although Gresham is part of a Consortium with Multnomah County and the City of Portland, it is a separate Entitlement Jurisdiction and as such, has developed its own goals and strategies and prepares its own Annual Action Plan outlining the specific program activities to be implemented in order to carry out its Five-Year Plan strategies.

The City of Gresham has adopted the following Guiding Principles for Publicly-Assisted Affordable Housing and Community Development Block Grants Funds. "Publicly-Assisted Affordable Housing" is defined as housing that is made available for low- and moderate-income persons using public funds. It is also referred to as "Intentional Affordable Housing"

### Guiding Principles

#### Guiding Principles:

1. Everyone in Gresham deserves a decent, safe and affordable place to call home.
2. Gresham will be a vibrant community with a balance of jobs, housing and services.
3. The city will promote a diversity of affordable housing types across income levels.
4. Publicly-assisted affordable housing will be an attractive, high quality addition to the neighborhood in which it is located.
5. Publicly-assisted affordable housing will be dispersed throughout the community, rather than concentrated in certain areas.
6. The city will explore more innovative and creative financing options to assist publicly- assisted affordable housing, including partnerships with other public and private sector funders and investors.
7. The city will attempt to preserve the existing number of publicly-assisted housing units. In the event that these units are lost or converted to market-rate, the city will support replacing the lost units on a one-for-one basis.



## City of Gresham Five-Year Strategies

8. The city will play a key role in promoting a more coordinated, sustainable and responsive delivery system for affordable housing by setting clear priorities and seeking additional resources to meet City of Gresham needs

Historically, HUD has allocated approximately \$900,000 in CDBG grant funds and \$600,000 in HOME funds annually to assist the City of Gresham in meeting its goals and strategies. Additional resources are available through loan repayments, program income and carry over funds. Based on past experience, it is estimated that 100% of the CDBG program funds will benefit low- and moderate- income persons.

The City of Gresham will use its Community Development Block Grant funds over the next five years to accomplish multiple city goals through allocation among four fund distribution categories:

1. Public Improvements and Infrastructure
2. Housing Development and Rehabilitation
3. Economic Development
4. Public Services

Within the categories listed above, priority, in descending order, will be given towards the following projects and programs that:

- Promote investment in low-income neighborhoods;
- Leverage additional revenue to stimulate private development;
- Achieve multiple affordable housing or CDBG Guiding Principles;
- Help to revitalization the Rockwood Town Center Area and Rockwood Neighborhood; and,
- Help to promote the redevelopment of the downtown.

In previous year, the City of Gresham has chosen to fund more rental assistance than what the Consortium allocates in the City of Portland. Human Solutions has a tenant based rent assistance program that not only helps homeless people but focuses on preventing eviction for City of Gresham residents. The City of Gresham has historically funded this program which serves approximately 125 households annually.

### **PUBLIC IMPROVEMENTS AND INFRASTRUCTURE**

GOAL: The goal of this program area is to provide basic public

Public  
Improvements  
and  
Infrastructure

## City of Gresham Five Year Strategies

infrastructure and public improvements in low- and moderate- income areas as well as to improve public facilities.

**NEEDS:** The City of Gresham's population has grown by 17% over the past ten years to 105,594. To provide basic public infrastructure to accommodate that growth, Gresham must focus on capital improvements within the city including the upgrade of substandard streets and water lines, the upgrade of public facilities serving more needs and providing basic amenities and improving playground equipment in city parks.

The City of Gresham established a Rental Inspection Program in December 2007 to improve housing conditions and community livability. The primary focus of the inspections is life and safety issues; however, other important habitability concerns are also addressed, including poor ventilation, mold, pests, and inadequate heating. Due to the establishment of this program, apartment complexes in the Rockwood area and throughout the city are improving. CDBG funded programs often work hand-in-hand with this program improving the overall public health and safety of Gresham's neighborhoods.

**PROGRAM DESCRIPTION:** The Public Improvements program improves the living environment for low- and moderate- income households by addressing the issues of public health and safety at the neighborhood level. Capital improvement projects may include:

- Street improvements: improvements to curbs, gutters and sidewalks for safe pedestrian access, paving of gravel streets and streets that require improvement, adequate lighting of the public right of way and the provision of street trees.
- Park improvements: rehabilitation of existing parks in growing neighborhoods, installation of upgraded playground equipment and restroom facilities,
- Utility improvements: Extension and upgrades of the water and sewer systems in low income neighborhoods.
- Code Enforcement and Blight Abatement: Code enforcement in deteriorating neighborhoods where such enforcement together with public and private improvements, rehabilitation and service serves to support and improve the health and safety of the area.

Other public improvements including rehabilitation of both city and

# City of Gresham

## Five-Year Strategies

privately owned facilities serving low- and moderate- income citizens and special needs populations of Gresham such as community centers, youth centers and senior centers will also receive consideration for funding under this program category.

### PROJECT SELECTION

Various city departments propose the infrastructure and public improvement projects. City Council prioritizes the projects and recently, has been setting aside one or more projects during each funding cycle that it would like to see receive funding. Other proposals are reviewed and scored competitively along with organizations and agencies applying for public improvement dollars.

### PROGRAM ELIGIBILITY

Public improvements, facilities and infrastructure projects need to serve low- and moderate- income Gresham citizens and/or be located in low- and moderate- income census tracts. Projects and improvements are located citywide with special emphasis on the Rockwood Neighborhood and Downtown Gresham.

### HOUSING DEVELOPMENT AND REHABILITATION

GOAL : The overarching goal of the Housing Development and Rehabilitation program area is to increase the range of housing opportunities affordable for households with incomes at or below 50% of the area's Median Family Income, focusing on populations with the greatest barriers. The objectives of the housing development and rehabilitation program area include the following:

1. Develop and maintain a supply of safe and decent housing affordable to low- income individuals and families;
2. Provide rental assistance to families and individuals that are homeless or at the risk of becoming homeless;
3. Provide financial assistance to first time low-and moderate-income homebuyers; and,
4. Assist low-and moderate- income homeowners to make critical home repairs and remove barriers to accessibility so that they can remain in their homes.

Housing  
Development  
and  
Rehabilitation

## City of Gresham Five Year Strategies

NEED: A significant percentage of Gresham homeowners are experiencing financial distress due to high housing costs. Forty-one percent of homeowners with mortgages and 15% of those without mortgages within the city are spending 30% or more of their household income on Housing ( American Housing Survey 2005-2008) Also, more than 55% of the owner-occupied homes in Gresham were built before 1979 and older homes tend to need more repairs.

Data from the 2009 American Community Survey indicates that 46.9% of households in Gresham are renters and of those, 44% are carrying a serious housing burden by paying 35% or more of their income towards rent.

### **PROGRAM DESCRIPTION**

This program area focuses on both HOME and CDBG funding for housing- related programs and projects such as:

- Development of affordable homeownership units
- Financial assistance with purchase of homes for homeownership
- Tenant Based Rent Assistance
- Construction/Rehabilitation of affordable rental housing
- Grants to low- and moderate- income households to make their homes or apartments accessible
- No interest loans and or grants for essential home repairs to low- and moderate- income households to keep homeowners in their homes
- Grants to low-and moderate- income households to make their homes or apartments safe and healthy free of mold, fire hazards, high radon levels, and peeling lead paint
- Development/rehabilitation of special needs housing.

The homeownership program is intended to address obstacles faced by first time homebuyers such as being able to save enough money for a down payment. The program also helps existing low-income homeowners maintain the overall livability of their homes through necessary repairs. It also provides opportunities to increase accessibility of homes for persons with disabilities and senior citizens.

The rental housing component helps to develop and maintain

## City of Gresham Five-Year Strategies

affordable, safe and decent rental housing for Gresham citizens and also offers tenant based rent assistance to those Gresham residents who are at risk of being evicted.

The City of Gresham is in the process of developing a Housing Policy which will review types of housing, geographic distribution of housing, jobs/housing balance and affordable housing goals.

The rental housing program funds the development and maintenance of affordable housing opportunities for low-and moderate-income households. The program also funds organizations to provide rental assistance to low income households that are homeless or at risk of becoming homeless.

### **ECONOMIC DEVELOPMENT**

**GOAL:** This program area addresses funding of activities geared toward the improvement of the long-term economic and social well-being of Gresham citizens. The objective is a sustainable increase in living standards, including per capita income, education, health and environmental protection.

**NEED;** Gresham has some of the highest levels of poverty in Multnomah County. The Oregon Employment Department did a study called "A Microanalysis of Rockwood," based on the 2000 Census. According to that study, 19.5% of the people in Rockwood lived in poverty. In two of Rockwood's census tracts, 27% of the residents were in poverty compared to a poverty rate of 12.7 % for Multnomah County. In 2000, 41% of the children in Rockwood lived in poverty. High rates of poverty may make potential businesses hesitant to relocate to the Gresham/Rockwood Urban Renewal Area and this may limit the economic growth of the city.

### **PROGRAM DESCRIPTION**

Approaches which the city may use include:

- Investing in education, training, and workforce development;
- Ensuring that the local investment climate is functional for local businesses;
- Supporting small and medium sized business;

## Economic Development



## City of Gresham Five Year Strategies

- Providing financial incentives for small businesses;
- Encouraging the formation of new businesses;
- Targeting particular areas of the city for regeneration or growth;
- Supporting informal and newly emerging businesses; and,
- Investing in infrastructure.

Over the past five years, the City of Gresham has invested in workforce development and training efforts through its funding of Human Solutions' Living Solutions program. This program assists low income person to gain the job skills they need and then helps to place them into career wage or career track employment. The city has also developed a storefront improvement program and small business incentive program in the downtown and focused on business redevelopment in the Rockwood Neighborhood. The goals of these two programs are to help stabilize the downtown area and Rockwood Neighborhood, to decrease deterioration and encourage redevelopment and the creation of more businesses and housing.

### Public Services

#### **PUBLIC SERVICES**

**GOAL:** The goal of the Public Service program is to assist low-and moderate- income Gresham households to become self-sufficient by implementing strategies aimed at providing safety net services and transitional housing to help them meet their basic needs and to prevent homelessness.

**NEEDS:** The poverty rate in Gresham in 2009 was 13.7% although for children living below the poverty level that number jumps to 18.6%. Gresham shows a disproportionately high poverty rate for people with a disability- 24.4%. In addition, minority communities have a higher poverty rate. For example, 29.4% of those persons experiencing poverty in Gresham identified themselves as being Latino/Hispanic while 38% of Native Americans living in Gresham reported living in poverty.

**PROGRAM DESCRIPTION:** Gresham's Public Service program funds nonprofit community -based organizations and agencies to carry out activities and provide services designed to assist low-and moderate-

## City of Gresham Five-Year Strategies

income households and special needs households. The program funds transitional housing opportunities as well as services designed to assist individuals and families to address and overcome barriers to self-sufficiency, including employment issues, language barriers, drug and alcohol addictions, domestic violence, homelessness and physical and mental disabilities. Other program objectives include providing bilingual and bicultural case management and assistance to minority populations as well as peer-counseling and support services to low-income seniors.

**PROGRAM ELIGIBILITY:** All public services must primarily benefit low- and moderate-income persons. Preference will be given to programs that exclusively assist persons with incomes below 50% Median Family Income. Also, high consideration will be given to programs that assist Gresham's most vulnerable populations. Once approved for funding, the City of Gresham's policies have provided the agencies/organizations selected with program funding for a total of three years. After the three year period is over, the process is open for competitive funding selection.

### **PROJECT SELECTION**

Annually, the City of Gresham publicly solicits applications for activities to be undertaken using available CDBG and HOME funds. In 2010 and 2011, the City Council set funding allocation targets. A workshop for potential applicants is held in January and applications are due approximately three weeks later. The Community Development and Housing Subcommittee (CDHS) and a Technical Advisory Group, including financial experts, review the applications. The CDHS holds public hearings in February and March and makes a recommendation to Council based on an evaluation of the written applications and the information garnered at the public hearing. Gresham City Council conducts a public hearing in May and makes the final determination by approving submission of a final Action Plan to HUD.

### **POTENTIAL BARRIERS**

Lack of funding is the greatest barrier for all four areas. Due to budgetary

Project Selection

Potential  
Barriers

## City of Gresham Five Year Strategies

constraints, the City of Gresham does not have the General Fund dollars to support all of the capital improvement needs for its neighborhoods nor to support funding safety net services to help its lower income citizens.

Due to the economic recession, the housing crisis, there is an increase in the number of homeless families. There is not sufficient rent assistance to meet demand. According to Human Solutions, Inc., the number of households needing Tenant Based Rent Assistance in 2010 exceeded the amount of that assistance by about four to one.

### Geographic Service Areas

#### **GEOGRAPHIC SERVICE AREAS**

The City of Gresham, which occupies 22.2 square miles, is located in Multnomah County, immediately east of Portland and is the fourth largest city in the State of Oregon. The dynamics of the population in the City of Gresham have changed since the 2000 Census. According to the 2010 Census, the city's population has grown from 90,205 to 105,594, a 17.1% increase. The poverty rate continues to increase and there continues to be a shift of low income people moving to East County. According to the 2009 American Community Survey, 13.7% of all people living in Gresham had incomes at or below the poverty level during 2009. That figure increases to 35.6% for female head of households with children. The median family income is \$53,208 for Gresham compared to \$61,810 in Multnomah County and \$61,557 in Portland.

Data from the 2009 American Community Survey also indicates that 46.9% of Gresham households are renters as opposed to homeowners. Of all Gresham renters, 44.1% or more than 7,100 households are carrying a serious housing burden by paying 35% or more of their income towards rent.

No truly reliable data exists, but there appear to be at least 1,200 homeless individuals in East Multnomah County, most of which are members of families with children. There are at least 500 homeless children in East County and anecdotally, there seem to be increasing numbers of homeless people in Gresham, especially along the Springwater Trail and major arterial corridors.

## City of Gresham Five-Year Strategies

The City of Gresham successfully established the Rockwood- West Gresham Urban Renewal Area in November 2003 including pre-qualified Census block groups with percentages ranging from 62.1% to 81.3% of low income people. Also, the City of Gresham established a slum and blight area in 2010 for portions of the downtown where there were conditions of deterioration and problems with chronic vacancies.

Projects and programs funded with CDBG funds and HOME dollars are city-wide with a special emphasis on the Rockwood-West Gresham Neighborhoods and Downtown Gresham.

### Minority Populations

Census 2010 figures show that Latinos comprise 19,984 persons citywide, which is approximately 19% of the population with the next largest race being Asian with 4507 persons, or 4%. African Americans comprise 3732 persons or nearly 4% of the population.

Among people at least five years old in 2006-2008, 23% spoke a language other than English at home. Of those speaking a language other than English at home, 71% spoke Spanish and 29% spoke some other language; 56% reported that they did not speak English “very well.”

### PROGRAM ELIGIBILITY

Low and moderate-income Gresham residents are eligible for CDBG and HOME programs. Also, the city’s low-and moderate- income census tracts are eligible for funding.

Eligible uses are as follows:

- Public services: Open to all non-profits serving Gresham residents
- Public facilities: Facilities serving low & moderate income people or low & moderate income neighborhoods, such as infrastructure projects or a domestic violence center serving low income neighborhoods
- Housing: Special needs housing, acquisition and rehabilitation

Program  
Eligibility

## City of Gresham Five Year Strategies

of existing rental housing

- Homeownership: Gresham Homeownership Program, developer-initiated.
- Housing Services: Housing rehabilitation
- Economic Development: Development assistance activities that produce jobs.

### Monitoring

#### **MONITORING**

Monitoring is an on-going part of project management for the City of Gresham. The elements of Gresham's project management system include the following:

- In an effort to assist applicants with addressing all applicable federal regulations, the city provides information about relevant regulations in the funding application materials. While this information may not be sufficient for an applicant unfamiliar with the regulations, it does serve as a reminder to those who have some familiarity with CDBG and HOME of the requirements they will have to meet if funded.
- The city also conducts a workshop for all prospective applicants at the beginning of the application period, to familiarize the applicants, with the regulations and requirements associated with the CDBG and HOME programs.
- Applicants are encouraged to meet with City staff to review the federal regulations and to answer any questions the applicants may have concerning the application process. This is an opportunity to assist applicants in shaping their projects in a manner that conforms to HUD guidelines.
- City staff reviews written applications to ensure general compliance with federal regulations at the initial stage in the application process.
- After extensive review by staff, the Community Development and Housing Subcommittee (CDHS), and a Technical Advisory Group, staff informally assesses the applicant's background and experience and the complexity of the project to determine how best to proceed with formalizing a contractual agreement. If the applicant is receiving funds for a service or project that they have completed successfully in a previous year, staff may

## City of Gresham Five-Year Strategies

simply send out a renewal contact. If it is a new project of some complexity with a new partner, then staff may prepare checklists and hold multiple meetings to ensure that the project is developed appropriately. Staff will provide considerable guidance upfront on Davis Bacon, Uniform Relocation Act, Lead Based Paint, and other related compliance issues.

- All contracts include provisions for providing written reports to the city on a regular basis. Delays in reporting may result in the city delaying payment of invoices until the required reports are provided.
- Once a year, the city sponsors an informal meeting for all public service and housing service providers to better coordinate service among agencies and to provide a forum for discussing mutual interests or concerns. Typically, a good portion of the meeting is spent discussing contractual requirements such as revisions to reporting forms or other HUD changes.
- For all housing projects for which the city provides funding for construction, the city assigns a building inspector to monitor the progress of the project in the field and to review all invoices for payment. Community Revitalization staff continue to monitor overall progress.
- The City of Gresham will complete an annual risk assessment of its CDBG subrecipients. The purpose of this risk assessment is to identify which subrecipients will require comprehensive monitoring during the program year. The risk assessment uses the following criteria to identify high-risk subrecipients which will require comprehensive monitoring:
  - those who are new to CDBG programs and have never received CDBG funding previously;
  - those who have experienced turnover in key staff positions;
  - those with previous compliance or performance problems;
  - those carrying out high-risk activities; and
  - those undertaking multiple CDBG activities for the first time.

Comprehensive monitoring of high-risk subrecipients will include a minimum of three on-site project monitoring visits during each program year. If a subrecipient is determined to be high-risk, they may also be required to submit monthly financial and program outcome reports

## City of Gresham Five Year Strategies

(vs. quarterly). The schedule of each on-site monitoring visit will be determined by the subrecipient project schedule and a standardized monitoring checklist will be used when evaluating each subrecipient CDBG- funded project. There are four parts to the monitoring review:

1. Program compliance
2. Project achievements
3. Financial and grant management systems ( performed by the city's financial staff)
4. Regulatory Compliance





# MULTNOMAH COUNTY: FIVE YEAR STRATEGIES

## Multnomah County Five Year Strategies

Multnomah County's jurisdiction includes the small cities in East County—Fairview, Maywood Park, Troutdale, Wood Village and unincorporated areas.

The County does not have the grant resources to undertake large economic opportunity or housing projects. However, assessment with local community citizens and service providers helped the County determine how best to use its limited resources to fulfill the unmet needs of low and moderate-income communities, individuals, and families.

The following priorities reflect the communities' needs identified by stakeholders and the public:

### Funding Priorities

#### **Funding Priorities**

**Priority 1:** Invest in housing programs that focus on providing decent, stable housing for those with greatest need.

**Priority 2:** Invest in infrastructure and public facilities improvements development that promotes stabilizing and revitalizing low-income communities.

**Priority 3:** Support social service operations for organizations assisting homeless families, low-income citizens and special needs populations to expand economic opportunities.

#### **Five-Year Goals**

**Goal 1.** Invest in Housing Programs for rehabilitating residential housing to maintain, preserve, and increase existing affordable housing stock supply.

**Goal 2.** Invest in programs that provide accessibility measures in homes of seniors and persons with disabilities.

**Goal 3.** Improve the condition of cities' infrastructure, including water/sewer/wastewater systems, and sidewalks.

**Goal 4.** Fund projects that improve the safety and livability of low-income neighborhoods by increasing access to quality facilities, and revitalizing deteriorating neighborhoods.

**Goal 5.** Fund and support social service providers assisting homeless



<http://web.multco.us/>

# Multnomah County Five-Year Strategies

families, special needs populations, and low-income citizens.

## Objectives to Attain Goals

1.1 Continue to support programs that provide critical home repair increasing and preserving existing affordable housing stock.

2.1 Continue to fund programs that provide accessibility measures in homes of seniors and persons with disabilities.

3.1 Support projects that improve conditions of the small cities public infrastructure including water/sewer improvements, flood and drainage improvements, and sidewalks.

4.1 Support projects that improve livability of low-income neighborhoods, such as parks and recreational facilities, community centers, revitalization.

5.1 Continue to support social service providers assisting homeless families, special needs populations, and low-income citizens that include fair housing enforcement, transitional housing, energy conservation and emergency services as well as information and referral.

## HOUSING SERVICES

### GOAL

The goal of the Housing Services Program is to increase the supply of safe, decent, and accessible housing for low- and moderate-income families and people with disabilities.

### NEED

Market analysis documents the shortage of affordable accessible housing in good condition. Additionally, there is an on-going shortage of affordable, accessible housing for low-income people with disabilities, including seniors.

Elderly or low-income homeowners may be unable to afford needed repairs, which over time can make their home unsafe and/or unhealthy for the occupants. Lack of suitable housing could compel seniors and those with disabilities into institutional living that could diminish both the quality and length of their lives. People with disabilities who own or rent may be unable to afford to remove barriers to access or to make other accommodations to increase the safety and stability of their dwelling. Funding these accommodations enable people to live in dignity and independence.

## Housing Services

# Multnomah County Five Year Strategies

## **PROGRAM DESCRIPTION**

The Housing Services Programs improve the quality and quantity of affordable housing for low- and moderate-income people and provides appropriate housing opportunities for special needs households.

## **PROGRAM TOOLS**

- Markets the program with appropriate social service agencies serving those in the unincorporated areas of Multnomah County and with the local media.
- Provides grants to repair homes.
- Provides grant to homeowners and renters to remove barriers to accessibility.
- Encourage owners to maintain the accessible features for future tenants.

## **PROGRAM SELECTION**

Applications are solicited through a competitive Request for Proposal (RFP) process. Selection criteria are included in the RFP materials. Applications are rated by a stakeholder advisory panel. Staff review and rate project proposals for use based on the needs and policies identified in the plan. The final decisions are made by the Multnomah County Board of Commissioners.

## **PROGRAM ELIGIBILITY**

- Low- and moderate-income persons with disabilities who own or rent units with barriers to accessibility.
- Low- or moderate-income homeowners who cannot afford necessary home repairs.

## **POTENTIAL BARRIERS**

- Lack of available funds in the proportion to those eligible for services who need services
- Social Services cutbacks

# Multnomah County Five-Year Strategies

## **PARTERN AGENCIES AND ORGANIZATIONS**

### ***Unlimited Choices, Inc.***

Mend-a-Home program: home repair and rehab for low-income homeowners

Adapt-a-Home program: accessible housing for low-income people with disabilities

## **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

Programs align with 10-Year Plan to End Homelessness by focusing on keeping people housed through improving and maintaining existing affordable housing stock. In addition, through the county-wide housing consortium, separate jurisdictions combine resources to jointly achieve mutual projects and goals.

## **GEOGRAPHICA SERVICES AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL MINORITY CONCENTRATION)**

East Multnomah County

## **MONITORING**

Site visits are carried out throughout the program year to gather information about how programs are delivered and how each project ensures people were income qualified and that all program components are in compliance with HUD requirements.

## **OUTCOMES**

Information and program outcomes to follow.

## **PUBLIC FACILITIES IMPROVEMENTS & INFRASTRUCTURE**

### **GOAL**

The goal of the Public Facilities and Improvements program is to increase the safety, livability, and sustainability of neighborhoods in low- to moderate-income areas in East Multnomah County

Public Facilities  
Improvements  
and  
Infrastructure

## Multnomah County Five Year Strategies

### **NEED**

The small cities of East Multnomah County recognize the importance of continued enhancements to city centers, parks and landscapes in order to continue the stabilization and revitalization efforts of low-income neighborhoods. Additionally, addressing the conditions of the cities infrastructure needs, i.e. inflow and infiltration of storm and groundwater in the sewer system, crumbling sewer lines, need for sidewalks adjacent to elementary schools looks at the long-term economic benefits, livability and safety of residents.

In the City of Wood Village, over 65% of households live in apartments, duplexes, condominiums or mobile homes. Many of these residences do not have recreation equipment for children to play on or facilities for adults to gather and socialize. Wood Village has only one park that is used by many of the residents as well as non-residents from neighboring communities. Portions of the park are ADA accessible but the majority or areas are not. The Public Facilities and Improvements Program is able to improve access to quality public and private facilities, as well as promote health and safety for deteriorating neighborhoods.

Most of the affordable single-family housing as well as the largest public housing facilities in the City of Fairview are located in the Old Town area. The majority of low-to moderate-income households reside in this area and demographic analysis found that many families are with young children. The City is committed to maintain the affordability of housing in this neighborhood, and to increase community amenities so that it can be a livable, vital part of the entire city. Construction of new sidewalks and pedestrian crosswalks near the elementary school is ongoing. A recently completed sidewalk project brought solar-powered crosswalk lights, new streetlights and improved stormwater management. The Public Facilities and Improvements program has been instrumental to the City's continuing effort to put sidewalks in key areas.

### **PROGRAM DESCRIPTION**

This program addresses unsafe or undesirable conditions by funding street improvements, public facilities, improved public facilities, and utility improvements and extensions in predominately low-to moderate income areas.

# Multnomah County Five-Year Strategies

## **PROGRAM TOOLS**

- Coordinate efforts and increase opportunities to develop suitable living environment in communities.
- Community involvement
- Identify and acknowledge local needs and move ahead to address issues
- Give technical assistance to implement plan

## **PROGRAM SELECTION**

Activities are rated by a stakeholder advisory panel on a competitive basis according to specific selection criteria designed to solicit local strategies. Staff review and rate project proposals for use by that panel based on the needs and policies identified in the plan.

## **PROGRAM ELIGIBILITY**

East Multnomah County neighborhoods with a majority of residents with incomes below 80% MFI.

## **POTENTIAL BARRIERS**

There are insufficient local and federal funds to meet all public facility needs in eligible neighborhoods.

## **PARTNER AGENCIES AND ORGANIZATIONS**

The cities in East Multnomah County carry out all funded projects.

## **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The importance of developing and maintaining viable urban communities has been acknowledged on a national, regional and local area. Investment in maintaining, restoring and revitalizing local neighborhoods helps to create a sense of place and pride in community, promotes economic development, and reduces crime.

# Multnomah County Five Year Strategies

## **GEOGRAPHIC SERVICES AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

East Multnomah County

### **MONITORING**

The County will review census tract data to ensure that areas served by public facilities are income eligible. Site visits are carried out throughout the program year to gather information about how programs are delivered and how each project ensures people are income qualified and that all program components are in compliance with HUD requirements.

## Public Services

### **PUBLIC SERVICES**

#### **GOAL**

The goal of Public Services is to provide low- and moderate-income County residents who are not served by other sources with essential health, social, home energy conservation techniques, and fair housing services.

#### **NEED**

The Homeless Needs Assessment has information on low- and moderate-income County residents. Non-profit agencies report an increase in demand for services from families that are homeless or at immediate risk of homelessness.

The 2005 Analysis of Impediments to Fair Housing indicated a need for fair housing investigation, education, and tenant advocacy. However, the landmark fair housing case involving Westchester County has brought to light the jurisdiction's legal responsibilities and considerations and the decisions that are integral to ensure fair housing. See: Updated Analysis of Impediments to Fair Housing

#### **PROGRAM DESCRIPTION**

This program supports an emergency services network designed to

## Multnomah County Five-Year Strategies

address basic needs of people in crisis, assisting them to stabilize and become self-sufficient. This may include job skills training, childcare, health services, housing, recreation, drug abuse recovery, education, counseling, and services related to crime prevention and energy conservation. This program also supports fair housing services.

### **PROGRAM TOOLS**

- Assisting homeless persons to obtain stable affordable housing linked with appropriate community services.
- Assist with programs that provide education and job training and other employment-related skills
- Provide fair housing education, outreach, and enforcement
- Provide housing counseling and habitability services to low-income and special needs households to prevent homelessness
- Promote citizen training/education programs that include leadership classes, English language skills, job skills, information about doing taxes and attaining insurance, home protection, home ownership, and how to be involved in public decision process.
- Provide childcare services
- Provide support services to persons with disabilities

### **PROGRAM SELECTION**

Applications are solicited in a competitive RFP process. Selection criteria are included in the RFP materials. Applications are rated by a stakeholder advisory panel. Staff review and rate project proposals based on the needs and policies identified in the Plan. Final decisions are made by the local governments.

### **PROGRAM ELIGIBILITY**

Project sponsors must serve low-moderate-income families and individuals in East Multnomah County.



# Multnomah County Five Year Strategies

## POTENTIAL BARRIERS

- The federal and local funds available are not adequate to meet the need for services.
- Cutbacks in the safety net at both the federal (Section 8, Medicaid) and State (organizations), and local levels place more households at risk of homelessness and in need of social services.
- Language barriers or accessibility issues may make it more difficult for some people to access social services.

## PARTNER AGENCIES AND ORGANIZATIONS

- Fair Housing Council of Oregon: provides fair housing services, including outreach, education, and enforcement to East Multnomah County residents. Services are offered to low-moderate-income tenants and other housing consumers, and to agencies and landlords who provide housing to this targeted group. FHCO coordinates outreach, training, and enforcements with Legal Aid Services or Oregon and other local agencies.
- Human Solutions, Inc.: provides transitional housing services for homeless families and free childcare while parents attend educational groups on topics such as money management and housing readiness; training towards self-sufficiency.
- Community Energy Projects: provides Do-It-Yourself workshops that give energy education and training in low-cost, small measure weatherization techniques. They provide free weatherization materials to low-income participants who install the materials in their own homes helping to reduce or contain energy cost and improve home comfort.
- Catholic Charities Oregon: provides information and referral, emergency services and advocacy to the low-income Latino population in East Multnomah County. A personal assessment helps them to access additional services that may include: education and leadership classes, counseling, legal guidance and tax preparation services.

# Multnomah County Five-Year Strategies

## **COMPLEMENTARY LOCAL, REGIONAL, AND NATIONAL EFFORTS**

This program complements other local, state, and federal fair housing efforts. Providing transitional housing to homeless households is consistent with the Home Again: A 10-year plan to end homelessness in Portland and Multnomah County.

## **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

Primarily East Multnomah County

## **MONITORING**

Site visits are carried out throughout the program year to gather information about how programs are delivered and to ensure that clients are income qualified, and that all program components are in compliance with HUD requirements.

**HOME  
FORWARD**

**Section 8**

**IN MAY 2011, THE HOUSING AUTHORITY OF PORTLAND (HAP) BECAME HOME FORWARD.**

**SECTION 8**

Section 8 is an assistance program designed to increase housing affordability. It offers individuals and families an opportunity to find an approved house or apartment to rent in the private market and negotiate a lease directly with the owner. Home Forward then pays a portion of the monthly rent. Home Forward assists more than 8,400 households through this program.

**NEED FOR SECTION 8**

Home Forward has a long waiting list. The waiting list last opened in fall 2006 and nearly 10,000 households signed up in less than three weeks. As of April 2011, there were 1,432 households from this group remaining on the list. This program is intended to address housing needs for people who enter the program with incomes below 50% MFI. However, 75% of participants have incomes between 0 and 30% MFI. The program also serves a significant number of special needs households. Approximately 30% of participants are disabled and 18% are elderly.

**SECTION 8 PROGRAM DESCRIPTION**

The Section 8 program is designed to decrease concentrations of poverty and offer increased tenant choice by providing participants with a rental subsidy to use in the private market. Participants pay a minimum of 30% of their adjusted income towards rent and utilities and Home Forward pays the remainder of the rent directly to the landlord. The Section 8 program also provides service referral and assistance to both tenants and landlords, and provides periodic landlord trainings.

Home Forward actively seeks to encourage its Section 8 participants and public housing residents to become involved through membership on its Resident Advisory Committee. In addition to that committee, the agency routinely involves participants and residents on committees specific to a redevelopment or policy issue. For instance, residents and participants served on the Community Advisory Committee that guided Home Forward through its two HOPE VI redevelopments, New Columbia and Humboldt Gardens.



[www.homeforward.org](http://www.homeforward.org)

## Home Forward

As a housing authority with Moving to Work status, Home Forward uses its deregulation status to pursue initiatives that fulfill MTW objectives to increase the number of households served, move families to self-sufficiency, and improve operating efficiencies. In Section 8, key initiatives include pursuing reforms to simplify rent calculations for participants to make them more equitable and easy to administer and to remove disincentives to work. At the outset of this new rent program, participants will pay a minimum of 27.5 % of their gross income toward rent and utilities, with the percentage increasing in stages to 31% over four years for those who are work-able. Home Forward also has allocated a small pool of rent assistance funds to pilot programs that include compensating landlords in a tenant's first two years should the tenant move out and leave damages beyond normal wear and tear, and to several rent assistance programs that pair housing assistance and services for hard-to-house populations and for work-able participants.

### PROGRAM TOOLS

- Home Forward's Section 8 program serves more than 8,400 households in Multnomah County through a variety of voucher types. Generally speaking, they are divided into two types: tenant-based assistance and project-based assistance.
- Tenant-based assistance is portable and can be moved anywhere in the country. This includes Housing Choice Vouchers and VASH vouchers for homeless veterans, as well as other specialized vouchers.
- Project-based assistance provides rental subsidies while a household is renting a designated unit. The subsidy stays in the building. Project-based assistance generally serves households with special needs or significant rental barriers, including the homeless, individuals coming out of treatment for addictions, persons with disabilities or mental illness, victims of domestic violence, etc.
- 48% of the heads of participating households are elderly and/or disabled
- Approximately 18% of the program participants are non-English speaking

### PROGRAM SELECTION

Tenant-based voucher participants are selected according to Home Forward's waiting list plan and, in the case of special use vouchers,

## Home Forward

according to HUD's requirements for the vouchers. Project-based vouchers are awarded to property owners through a competitive process.

### **PROGRAM ELIGIBILITY**

- Must be between 0 and 50% MFI at admission. However 75% of participants are between 0 and 30% MFI.

### **POTENTIAL BARRIERS**

- Uncertain federal funding commitments due to efforts to reduce the federal deficit.
- In Multnomah County, Home Forward estimates that only 1 out of every 3 households that qualify for Section 8 assistance are able to get on the program due to waiting lists and funding restrictions.
- An overall decrease in services to low-income Multnomah County residents, resulting from federal, state, and local budget cuts, has reduced support for Section 8 participants as they work towards successful tenancy.
- Rents in some areas of Multnomah County continue to be higher than many households can afford, even if household members are working full time.

### **PARTNER AGENCIES AND ORGANIZATIONS**

The Section 8 program partners with a wide variety of entities:

- Service providers such as Central City Concern, Multnomah County, Human Solutions, Friendly House, etc.
- Non-profit and for-profit housing providers including REACH CDC, Rose CDC, PCRI, Guardian Management, etc.
- Rental associations such as Metro Multifamily Housing and Rental Housing Association of Greater Portland.
- Partner jurisdictions such as the Portland Housing Bureau, Multnomah County, and the City of Gresham.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

The Section 8 program is part of the continuum of housing programs available in Multnomah County. Tenant-based vouchers focus on housing

## Home Forward

affordability and choice while project-based assistance focuses on special needs housing, supportive and assisted housing and “no net loss” initiatives. The Section 8 resource plays a key role in the implementation of the Ten Year Plan to End Homelessness.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

Multnomah County, Oregon including the cities of Portland, Gresham, Fairview, Troutdale and Wood Village

### **MONITORING**

Home Forward submits annual Moving to Work plans and reports for approval to the U.S. Department of Housing and Urban Development (HUD). In addition, HUD periodically audits various aspects of Home Forward’s operations for compliance with federal regulations, fair housing requirements and program management. In addition, the organization is subject to annual financial and management audits by the accounting firm of Macias, Gini, & O’Connell.

### **AFFORDABLE HOUSING**

Home Forward is committed to the goal of preserving, developing and managing housing that serves as a long-term community asset and increases the housing choices for low-income individuals and families. Home Forward has strategically acquired or developed in excess of 3,836 units of Affordable Housing and 116 units of Special Needs Housing.

Affordable Housing: While the properties vary substantially in size, design and location, they all serve the common purpose of providing housing for people with incomes that range from 0% to 80% of the Area Median Family Income.

Special Needs Housing: At the core of Home Forward’s mission is a special responsibility to those who experience barriers to housing because of income, disability or other special need. In keeping with our mission and with the assistance of many financial partners and service providers, we have developed and own over 116 units of transitional and permanent housing spread among thirty-six properties throughout the county.

## Affordable Housing

## **AFFORDABLE HOUSING NEEDS**

**Affordable Housing:** There is a high demand for units affordable throughout the affordability ranges from 30% MFI to 80% MFI. Occupancy for Home Forward's entire portfolio has been running between 97% to 98%.

**Special Needs Housing:** There is a high demand for these units. Service providers manage access to this housing through their agencies. These programs are intended to address housing needs for households with a range of incomes up to 80% MFI, including people with special housing needs.

## **AFFORDABLE HOUSING PROGRAM DESCRIPTION**

**Affordable Housing:** The Real Estate Operations team at Home Forward oversees a portfolio of 3,836 apartment units in thirty-six properties throughout Multnomah County. In most cases, the properties utilize professional third-party management firms in a fee-management arrangement. Home Forward staff manages select properties in this portfolio.

**Special Needs Housing:** The Special Needs Portfolio consists of 116 units that range from homeless shelters to permanent supportive housing, wholly owned by Home Forward and master leased to partner agencies.

## **PROGRAM TOOLS**

- **Professional Property Management:** eight different third-party management firms leverage the efforts of Home Forward's asset managers and handle the day-to-day operations of the properties.
- **Resident Services Coordination:** selected properties have formal resident services coordination.
- **Partner Agencies/Master Leasing:** the master lease is the critical tool for partnering with service agencies to operate and manage the Special Needs portfolio.

## **PROGRAM SELECTION**

## Home Forward

Projects are selected that meet agency policy and financial goals. This includes supporting jurisdictional goals, maintaining affordability, leveraging other public investments, as well as projects that use Home Forward resources efficiently and are sound long-term investments.

### **PROGRAM ELIGIBILITY**

This housing is available to serve diverse households ranging from individuals with incomes of 0% MFI needing supportive housing to working families with incomes up to 80% MFI.

### **POTENTIAL BARRIERS**

- Increasing fixed expenses – insurances, utilities, payroll.
- Difficulty in satisfying the demand for rental options targeting households at 30% MFI or below.
- Need for resident services coordination across the portfolio.
- Waning local development resources coupled with increasing capital needs in the existing portfolio of affordable housing resulting in less available subsidy for creation of new units.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- Multiple service agencies that provide case management and, in some cases, manage the housing in the Special Needs Portfolio.
- Property management companies that manage the Affordable Housing properties.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

This housing, which includes very affordable supportive housing as well as housing affordable to higher income households, is part of the continuum of housing available in Multnomah County.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**



Multnomah County, Oregon including the cities of Portland, Gresham, Fairview, Troutdale and Wood Village

## **MONITORING**

Home Forward submits annual Moving to Work (MTW) plans and reports for approval to the U.S. Department of Housing and Urban Development (HUD). In addition, HUD periodically audits various aspects of Home Forward's operations for compliance with federal regulations, fair housing requirements and program management. In addition, the organization is subject to annual financial and management audits by the accounting firm of Macias, Gini, & O'Connell.

## **Public Housing**

### **PUBLIC HOUSING**

The goal of the Public Housing program is to provide decent, safe, sanitary housing to these low-income residents and to encourage successful residency.

### **NEED FOR PUBLIC HOUSING**

The clearest evidence of the need for public housing is the waiting lists for units. Waiting lists are kept by bedroom size at each of Home Forward's public housing communities. Waiting lists range from a year to up to 10 years, depending on the size of the unit. For example, waits for multiple bedroom units are over three years at most properties. Home Forward opens a waiting list when the wait time drops under a year. Typically, due to the size of its waiting lists, Home Forward only is able to open waiting lists at three to four of its forty-four public housing properties each year.

### **PUBLIC HOUSING PROGRAM DESCRIPTION**

The public housing program of Home Forward (Home Forward) is composed of a portfolio of over 2,053 apartments and single-family dwellings throughout Multnomah County that are owned and operated by the housing authority. Rents for these properties are approximately 30% of the household's monthly income. To qualify, applicant household income must be less than 80% of the median income for the Portland Metropolitan Area. However, 61% of public housing residents earn less than 30% of the median income. Seniors and/or persons with a disability make up 64.8% of the heads of households.

## Home Forward

In 2007, Home Forward undertook an initiative to preserve this important housing resource. The current funding mechanism for public housing, which consists of an annual operating subsidy and a capital grant appropriated through Congress, is not adequate to operate and maintain public housing. Home Forward's preservation initiative involves selling the agency's scattered site single-family units, replacing them with units in multifamily buildings that are more efficient to operate, and addressing the significant capital needs across the remainder of the portfolio. In the first three years of the initiative, Home Forward sold 136 of its 162 scattered site units and replaced all of these units. The agency also has begun to address the backlog of capital needs, completing more than \$17 million of renovations at 20 family properties. This work was aided by \$6.4 million federal stimulus funds for public housing capital projects. Looking forward, Home Forward is planning to address capital needs at its 10 public housing high rises by converting the underlying subsidy to project-based Section 8. This subsidy change will allow the agency to create a tax credit ownership structure and leverage debt and equity to fund critical renovations. The agency intends to serve the same very low-income population and continue the current level of tenant protections.

As a housing authority with Moving to Work status, Home Forward uses its deregulation status to pursue initiatives that fulfill MTW objectives to increase the number of households served, move families to self-sufficiency, and improve operating efficiencies. In public housing, these initiatives include pursuing reforms to simplify rent calculations for participants to make them more equitable and easy to administer and to remove disincentives to work. At the outset of this new rent program, residents will pay a minimum of 27.5 % of their gross income toward rent and utilities, with the percentage increasing in stages to 31% over five years for those who are work-able.

Home Forward actively seeks to encourage its public housing residents and Section 8 participants to become involved through membership on its Resident Advisory Committee. In addition to that committee, the agency routinely involves participants and residents on committees specific to a redevelopment or policy issue. For instance, residents and participants served on the Community Advisory Committee that guided Home Forward through its two HOPE VI redevelopments, New Columbia and Humboldt Gardens.

### PROGRAM TOOLS

## Home Forward

- **Property Management:** Home Forward manages its public housing using a site-based approach.
- **Resident Service Coordinators:** in certain Home Forward public housing properties, Resident Service Coordinators are available to assist residents in accessing the services that they need for successful residency.
- **Partnerships with Service Providers:** formal and informal relationships with community service providers support residents.

### **PROGRAM ELIGIBILITY**

Public housing is available for adults who are seniors or have disabilities, and families who earn up to 80% of MFI.

### **POTENTIAL BARRIERS**

For quite some time, funding for public housing, which is appropriated annually, has been inadequate to address operating and capital needs. This problem is exacerbated during the many years when the operating subsidy and capital grant have to be prorated below the level HUD deems necessary for successful management of this resource. Given the pressures to reduce the federal deficit, the outlook for the annual appropriations levels for the operating subsidy and capital fund over the coming years is highly uncertain.

### **PARTNER AGENCIES AND ORGANIZATIONS**

- Service providers such as Cascadia, Portland Impact and Northwest Pilot Project provide case management to some of the residents in public housing.
- A private screening company assists with the intake process for new residents entering public housing.

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

This housing is part of the continuum of affordable housing in Multnomah County.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

# Home Forward

Multnomah County, Oregon including the cities of Portland, Gresham, Fairview, Troutdale and Wood Village

## **MONITORING**

Home Forward submits annual Moving to Work plans and reports for approval to the U.S. Department of Housing and Urban Development (HUD). In addition, HUD periodically audits various aspects of Home Forward's operations for compliance with federal regulations, fair housing requirements and program management. In addition, the organization is subject to annual financial and management audits by the accounting firm of Macias, Gini, & O'Connell.

## **RESIDENT SERVICE PROGRAMS**

The goal of Home Forward's resident services is to provide a pathway to self-sufficiency for residents who are work-ready and to support successful tenancy for those who are not. Family programs promote success in school, improved employment, asset-building, and higher education. Programs for seniors and persons who have disabilities assist them to remain self-sufficient, maintain quality of life, and age-in-place.

## **RESIDENT SERVICE NEEDS**

Family programs address the effects of generational and new-immigrant poverty, self-confidence, multi-cultural employment-related issues, financial literacy needs, and asset-building. The GOALS (Greater Opportunities to Advance, Learn, and Succeed) Family Self Sufficiency program has over 152 families on a list waiting for program vacancies.

Programs for senior residents and residents with disabilities respond directly to the day-to-day needs of those people living in Home Forward housing and focus on maintaining quality of life and, for seniors, addressing aging-in-place issues.

## **RESIDENT SERVICE PROGRAM DESCRIPTION**

- GOALS and Opportunity Housing Initiative (OHI) Family Self Sufficiency: goal-setting, coaching and asset-building
- After-school (and holiday) Homework Clubs: school success
- Congregate Housing Supportive Services (CHSP) -meals, housekeeping, personal care, case management

## **Resident Service Programs**

## Home Forward

- Resident Services Coordinators – housing stability, community engagement, health & wellness coordination in several public housing and affordable housing communities

### **PROGRAM TOOLS**

- Strong community partnerships
- On-site service coordination
- Information and referral
- Volunteers
- Meal delivery
- Coaching
- Transportation
- Job training and placement
- Educational/programs
- Case management
- Health screenings

### **PROGRAM ELIGIBILITY**

These programs are available for Home Forward public housing residents and Section 8 participants, and in some cases residents of properties in Home Forward’s affordable housing portfolio.

### **POTENTIAL BARRIERS**

Declining grant resources and restrictions on who can be served with grant funds limit the reach of these programs.

In addition, because of the significant role played by community partners, state and local budget cuts that destabilize in these programs have had an impact on the depth and breadth of services available to Home Forward residents and Section 8 participants.

### **PARTNER AGENCIES AND ORGANIZATIONS**

Home Forward maintains more than 100 community partnerships. Some major partners include:

## Home Forward

- Portland Community College
- Impact NW
- Oregon Department of Human Services
- Worksystems, Inc
- Head Start
- Volunteers of America

### **COMPLEMENTARY LOCAL, REGIONAL AND NATIONAL EFFORTS**

All Home Forward resident services programs are linked to national, regional and local efforts to meet the needs of similar populations. For instance, the GOALS program is funded through a variety of HUD grants, and is linked to other programs across the country. All GOALS and workforce initiatives are fully linked with the Worksource Career Center systems throughout the region.

### **GEOGRAPHIC SERVICE AREAS (INCLUDING AREAS OF LOW-INCOME FAMILIES AND/OR RACIAL/MINORITY CONCENTRATION)**

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Each HUD grant program requires semi-annual reporting to HUD as to program outcomes, usually measured in relation to the work plan submitted with the grant application. Some grants are assisted by grant or partner-funded external auditors who conduct regular monitoring of the grant program progress.