

Executive Summary

Executive Summary (ES05)

Introduction

The Consolidated Plan establishes local priorities, consistent with national objectives and priorities established by the US Department of Housing and Urban Development (HUD), to utilize funds allocated by the Community Development Block Grant (CDBG), the HOME Investment Partnership Program (HOME), Housing Opportunities for Persons with AIDS (HOPWA) and the Emergency Solution Grant (ESG). Over the five-year period covered by the 2016-2020 Consolidated Plan over \$75 million is expected to be available through these programs, including allocations and program income. The members of the Consortium are the City of Portland, the City of Gresham and Multnomah County (representing the unincorporated portions and smaller cities within its boundaries). This Consolidated Plan includes the 2016-2017 Annual Action Plans for members of the Consortium.

- CDBG Program Objectives: Provide decent housing; Create suitable living environments; Expand economic opportunity
- HOME Program Objectives; Expand the supply of decent, safe, sanitary and affordable housing.
- ESG Program Objective: Reduce and prevent homelessness.
- HOPWA Program Objective: Provide housing for persons with HIV/AIDS.

Summary of the objectives and outcomes identified in the Plan

As determined in the Needs Assessment and Market Analysis included in this plan, three broad needs and goals were identified described below:

Affordable housing choice (Need); Increase and preserve affordable housing choice (Goal)

The 5 year objective for the Consortium is to assist over 23,000 households access affordable housing choice including safe housing, in good condition for all residents. Projects accomplishing this goal include home repair, down payment assistance, new housing development support, affordable housing development, rental housing rehabilitation and permanent supportive housing.

Gresham specific 5 year Goals include Rental units rehabilitated- 170 housing units; Homeowner Housing rehabilitation- 80 housing units; Direct Financial Assistance to Homebuyers- 35 households; TBRA- 520 households

Basic services & homeless prevention/intervention (Need); Reduce homelessness and increase stability (Goal)

The 5 year Consortium goal includes preventing and reducing homelessness and increasing stability for over 72,000 residents. Projects accomplishing this goal include interventions across a broad spectrum, such as: supportive and emergency services, transitional housing, shelters, homelessness prevention through service interventions, Housing First models, Fair Housing enforcement and education, cultural and population appropriate program delivery and activities to increase self-sufficiency, e.g., job training, employment readiness and education.

Gresham specific 5 year Goals include Public Services activities other than low-mod housing- 26,000; Other Homelessness Prevention- 400

Community and economic development (Need); Infrastructure, facilities, economic opportunity (Goal)

This goal includes improving infrastructure, facilities, economic opportunities and economic development. 5 year Consortium goals include creating jobs, 10,000; assisting 1,750 business and servicing over 9,000 residents with infrastructure improvement. Programs to improve employment outcomes and household economic stability include employment training, referral and self-sufficiency and economic enhancement programs. Projects accomplishing this goal include extensive work with infrastructure, which is seen in Portland, Gresham and Multnomah County as essential in encouraging stability in neighborhoods, increasing access to persons with disabilities and attracting and retaining businesses. Projects will also support micro-enterprises and business development, as well as, public facilities, parks and transportation improvements.

Gresham specific 5 year goals include Public facilities or infrastructure other than low mod housing- 9,218.

Evaluation of past performance

The City of Portland, the City of Gresham and Multnomah County have made significant progress over the years in meeting needs. The organizational structure includes coordination between departments within the Consortium jurisdictions, as well as, coordination with agencies outside the Consortium, including Metro and Home Forward. The Consortium planning efforts create efficiencies in performance and delivery in spite of dwindling resources. Collaborative county-wide planning efforts include targeting the need for housing, building a suitable living environment through services and infrastructure and fostering a system and improvements to spur economic development.

A key part of the evaluation process has been the development of strategic questions related to accomplishments. Are activities and strategies making an impact on identified needs? What indicators best describe results? Are major goals on target? What are the barriers that have a negative impact on fulfilling the strategies and overall vision? What adjustments or improvements to strategies and activities might meet community needs more effectively?

The upcoming Analysis of Impediments to Fair Housing will help focus on these strategic questions. The Consortium partners include metrics that will annually evaluate the Five-Year goals, priorities and strategies and these will be reported in the Consolidated Annual Performance & Evaluation Report (CAPER). Consultation will be held with leadership, public officials, partner agencies and community stakeholders.

Portland, Gresham and Multnomah County have strong regional planning efforts, including the Continuum of Care and a Home for Everyone. In addition, HUD has designated the Consortium area a Preferred Sustainability Status Community. Metro, our local regional government which includes jurisdictions in Clackamas and Washington counties, coordinates a number of planning efforts to advance the sustainability of this region. Metro has also created regional “opportunity maps” that illustrate challenges and offers strategies to create communities where everyone has access to opportunities like jobs, education, housing, parks, transportation and basic services. Home Forward (our Housing Authority) is a key partner and provider to Consortium members. These and other partnerships, built over the years, are the basis for past successful performance and a promising path forward. The Consortium has a strong planning system in place, but we recognize that decreased funding and public support is always a challenge to implementation.

Summary of citizen participation process and consultation process

The consultation process for this Consolidated Plan was extensive, giving citizens and service providers many opportunities to contribute. Citizen Participation was conducted through two Community Need Hearings, focus groups, door knocking, four public meetings about barriers to Fair Housing, a regional survey to 22,000 participants, local Action Plan hearings and budget hearings. Specific efforts to broaden citizen participation included a door-to-door-survey conducted in Gresham, a regional online survey and language-specific focus groups in Portland. For the Need Hearings special attention was given to making them hearing accessible and known to non-English speaking citizens. The participation of non-English speaking residents made it clear that this group is especially vulnerable to substandard housing conditions, displacement and barriers to housing choice. The door-to-door survey, translated into five languages, was conducted in Gresham’s Rockwood neighborhood, which is a largely low-income neighborhood. Survey efforts and focus groups also included public housing residents. Consortium staff also met with individuals living in transitional and subsidized housing, as well as, advocates for veterans, elders, communities of color and people living with disabilities.

Summary of public comments

Public comments were offered through public hearings, written submissions and in-person interviews.

The majority of public comments have been about a lack of affordable housing options of all types and in all locations throughout Multnomah County. Commenters noted that the lack of affordable housing has led to substandard living conditions and homelessness. Increased housing prices are creating many negative neighborhood social and economic changes, among them involuntary displacement from housing. A summary of comments includes: low vacancy rates, tightened credit and criminal screening, increased rents, housing discrimination, scarcity of living wage jobs and lack of financial support for small business. The enormous increase in rents and home purchase prices in the City of Portland has driven low-income households, recent immigrants and communities of color to East Multnomah County and the City of Gresham. Dramatic increases in displaced populations have created greater demand for infrastructure development and improvements such as sidewalks, parks and public transportation in east Multnomah County.

It is clear from our housing Market Analysis and Needs Assessment that Multnomah County's housing and economic conditions are adversely impacting already disadvantaged communities. Our volatile housing market conditions are making closing the minority homeownership gap all the more difficult. Our lack of living wage employment, combined with increasing rental prices, compounds the existing problem of ensuring housing choice.

Our analysis of educational opportunities concludes that our region's economic recovery is based on growing businesses or industries that require higher education and/or specialized training. Low educational attainment is a leading indicator of reduced economic success. Barriers to education were noted by participants in our Community Needs Hearings, focus groups and surveys. Community participants in the Needs Hearings, focus groups and surveys have also noted the need to improve public infrastructure to ensure neighborhood safety. Those who rely on walking, biking or using public transportation to commute to work indicated the need for safe streets and bike lanes, improved sidewalks and street lighting to ensure safety.

Summary of comments or views not accepted and the reasons for not accepting them

All comments were considered and/or incorporated in the Consolidated Plan.

The Process

Lead & Responsible Agencies (PR05)

Describe agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source

The following are the agencies/entities responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
Lead Agency	GRESHAM	
CDBG Administrator		

Table 1 – Responsible Agencies

Narrative

The City of Portland is the lead agency in the HOME Consortium. The Portland Housing Bureau (PHB) administers the HOME funds and as such is designated as the lead agency for the Plan. Staff for the HOME Consortium meets periodically for coordination of planning. Staff seeks guidance from their respective housing investment committees.

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CONSULTATION (PR10)

Introduction

This section under Portland’s plan outlines in detail consultations with public and private agencies that provide housing, social and economic development services through State and local health and child welfare agencies, adjacent governments, HOPWA grantees, the public housing agency, Continuum of Care grantees, Emergency Solution Grant grantees, and public and private agencies concerning housing, and related social programs for homeless, victims of violence, unemployed and publicly funded institutions and systems of care that may discharge persons into homelessness, such as health-care facilities, mental health facilities, foster care, and corrections programs. The Portland Consortium includes representatives from the City of Portland, the City of Gresham and Multnomah County. They participate in regional planning efforts concerning all aspect of needs and opportunities covered by this

Consolidated Plan, including economic development, transportation, public services, special needs, homelessness, and housing. Needs far exceed resources so the Consortium members have worked together to make decisions and set long-term priorities. Coordination within the Cities also consisted of input and review from the Portland Housing Advisory Commission, the Fair Housing Advocacy Committee, the Federal Funding Oversight Committee, the City of Gresham Community Development and Housing Subcommittee and the Multnomah County Policy Advisory Board. Coordination with Home Forward and Housing, service-providing agencies, and other stakeholders are described below. Their comments and input are reflected in discussions throughout this Consolidated Plan.

The list of agencies, groups and organizations consulted is outlined in detail in the Consortium lead plan and not duplicated in the table in Gresham's plan. The City of Gresham was an active member in all consultation. A few agencies and organizations having a particular bearing on statements of needs and priorities for Gresham are listed in the table in this section. For the complete list of consultations, please refer to the plan for the lead entity (City of Portland).

Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies

Representatives of the Consortium of the City of Portland, City of Gresham and Multnomah County participate in regional planning efforts concerning all aspects of needs and opportunities covered by this Consolidated Plan, including housing, public services, homelessness, special needs, economic development and transportation. Significant resources are jointly planned and administered for homelessness prevention, emergency housing and supportive services. Coordination efforts and planning processes are reflected in discussions throughout this Consolidated Plan. In preparing the Consolidated Plan, the Consortium has consulted with other public and private agencies that provide assisted housing, health services and social services (including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families and homeless persons).

These consultations have occurred in the course of regularly-occurring meetings of the Portland Housing Advisory Commission, A Home for Everyone coordinating board, the Fair Housing Advocacy Committee, Healthy Homes Coalition, Oregon Opportunity Network in special meetings and hearings sponsored by the City of Portland, the City of Gresham and Multnomah County and in specially noticed Consolidated Plan hearings. Consultation occurred with both housing and service providers; Home Forward (formerly Housing Authority of Portland); homeless persons; people with disabilities; and organizations that provide services to homeless families, people with alcohol or drug addictions, people with developmental disabilities, HIV affected families, the elderly, homeless adults, children and families and people with mental illness. Many provided additional testimony at the public hearings.

The Consortium consulted with state and local health agencies regarding lead paint issues. Child welfare agencies do not have a role in lead hazard identification or abatement in Multnomah County. For this

plan the Consortium met specifically, or within the course of everyday business, with each of the required public and private agencies.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness

The grantee consortium coordinates with the State of Oregon Department of Human Services and other government and community partners to improve protocols and coordination for individuals experiencing homelessness discharged from institutions in our community. Partnerships include: Foster Care, Healthcare, Mental Health, Corrections.

All three of our Consolidated Plan jurisdictions (Portland, Multnomah County, and Gresham) are represented on the Continuum of Care (CoC) Board (meets monthly) and its Executive Committee (meets quarterly.) The CoC coordinates with Consolidated Plan jurisdictions through meetings, calls and emails, to organize needs and Action Plan hearings and subcommittee to work on strategic planning, outreach, evaluation and system coordination. All of the jurisdictions support the Continuum's priorities focusing on the needs of the most vulnerable populations including chronically homeless persons, unaccompanied youth, families with children, and veterans, among others. The CoC is part of a coordinated effort called "A Home for Everyone." The A Home for Everyone Plan calls for assessment and rapid placement in appropriate housing, reducing vulnerability and increasing stability.

CoC goals from Consortium local homelessness plan align with our Consolidated Plan. Under the 2016-2020 Consolidated Plan, this primarily comes through coordination between the CoC needs assessments and strategic plan and the Consolidated Plan priority need #2 (Need for basic services and homelessness prevention and intervention) and goal #2 (Reduce homelessness and increase stability), though each of the Consolidated Plan priority needs and goals also aligns with CoC effort (especially those related to affordable housing production and preservation and economic opportunity). The CoC works with all three jurisdictions to engage consumers, neighborhoods and public agencies providing housing, health and social services (including health care agencies and the public housing authority.) The CoC specifically looks at the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness. The CoC is working on a single point of entry system, it has been successful at addressing veteran homelessness, and the CoC is using its experience to address other special need homeless populations.

Discharge communication is attached along with the ESG guidelines to the Lead Entities Plan.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards and evaluate outcomes, and develop funding, policies and procedures for the administration of HMIS

The Portland Consortium work closely with the Collaborative Applicant of the Continuum of Care (planning for allocation and use of Emergency Solutions Grant (ESG) funds). ESG policies and procedures were created and are updated periodically in cooperation with the Consortium. Guidelines ensure that ESG subrecipients are operating programs consistently across eligible activities. Performance is reviewed by all three entities. The Collaborative Applicant (City of Portland) is also the HMIS lead and works closely with Multnomah County to maximize use of HMIS resources and to draw data for reports on project performance and program outcomes.

The CoC actively solicits and integrates ESG recipient participation in planning, evaluation & reporting. The Portland Housing Bureau (PHB) staffs the CoC Board and is also an ESG grantee and lead agency for the CoC and Portland Consolidated Plan. The CoC gathers input from ESG recipients through subcommittees, including the data & evaluation subcommittee, to assess needs and guide ESG funding decisions to more effectively end homelessness. Our CoC currently directs ESG to expand capacity of the regional Short Term Rent Assistance program and operate emergency shelter closely aligned with locally- and CoC-funded housing resources. PHB monitors ESG recipients and evaluates project performance using CoC-developed housing placement outcomes collected in the regional homeless management information system (HMIS). Data is analyzed from project-level outcomes, system-wide point-in-time counts of homelessness and HMIS reports and ESG recipient feedback, and ESG-specific policies and procedures are included in the CoC's adopted HMIS policies and procedures. The CoC's data and evaluation subcommittee evaluates outcomes to provide direction for project- and system-level performance improvements.

Describe agencies, groups, organizations and others who participated in the process and describe the jurisdictions consultations with housing, social service agencies and other entities

Table 2– Agencies, groups, organizations who participated

1	Agency/Group/Organization	City of Gresham
	Agency/Group/Organization Type	Other government - Local Grantee Department
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Lead-based Paint Strategy Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Non-Homeless Special Needs Economic Development Market Analysis Anti-poverty Strategy
	How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?	Interviews were held with department representatives including public services, homelessness, economic development, planning, parks/recreation, transportation and other infrastructure need.
2	Agency/Group/Organization	HUMAN SOLUTIONS INC
	Agency/Group/Organization Type	Housing Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-homeless Services-Health Services-Education Services-Employment Service-Fair Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Families with children Non-Homeless Special Needs Economic Development Market Analysis

<p>How was the Agency/Group/Organization consulted and what are the anticipated outcomes of the consultation or areas for improved coordination?</p>	<p>Individual consultation with agency representatives</p>
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Identify any Agency Types not consulted and provide rationale for not consulting

No agencies were intentionally excluded from consultation. Every effort was made to ensure advance publication of meetings and opportunities to contribute.

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	Overlapping Goals
Continuum of Care	Multnomah County	Basic services and homeless prevention/intervention

Table 3: Other local/regional/federal planning efforts

Describe cooperation and coordination with other public entities, including the State and any adjacent units of general local government, in the implementation of the Consolidated Plan

Home Forward, the housing authority for the cities of Multnomah County, was specifically consulted for the sections of the Consolidated Plan relevant to their portfolio. The state is consulted for all notices of funding. The County is specifically consulted in planning for housing supportive services, referral and other housing stabilization initiatives. The Consortium members are all active members of the Continuum of Care, A Home for Everyone and other committees that influence homelessness prevention and homeless services. The Consortium also works in consultation with the community development and infrastructure organizations such as the Portland Development Commission, Metro, Tri-Met, Oregon Department of Transportation and equivalent municipal agencies and other public entities and associations that set priorities for the use of resources in the region, set goals and measure progress in meeting those goals.

Narrative

A number of plans and reports were consulted in preparation of this Consolidated Plan, reflecting policies, needs or significant research. Those include:

- City of Gresham Comprehensive Plan
- Gresham Community Development Plan
- City of Gresham Parks & Recreation, Trails and Natural Areas Master Plan
- Gresham Neighborhood Change Analysis
- Multnomah County Comprehensive Gang Assessment
- City of Gresham Capital Improvement Program

- Gresham Powell-Division Transit and Development Project Action Plan
- The Cost of Affordable Housing Development in Oregon (Meyer Memorial Trust)
- Rockwood Speaks (and Rockwood Knocks)
- Multnomah County Department of County Human Services, 2012 Annual Report
- Poverty in Multnomah County (2014)
- Map Gresham: Opportunity Analysis
- City of Gresham Housing Study

CITIZEN PARTICIPATION (PR15)

Summary of citizen participation process/Efforts made to broaden citizen participation. Summarize citizen participation process and how it impacted goal-setting

Citizen Participation was encouraged through two Need Hearings and three jurisdiction Action Plan hearings. All of the events were advertised in the *Daily Journal of Commerce*, the *Gresham Outlook*, newsletters, email lists and on the jurisdiction webpages. Citizen participation was also encouraged through focus groups, door knocking, four public meetings about barriers to Fair Housing, a regional survey to a panel of over twenty thousand people, local Action Plan hearings, and budget hearings. Specific efforts to broaden citizen participation included a door-to-door survey in Gresham, a regional online survey, and nine language and culturally specific focus groups in Portland. The focus groups included African Americans, Asian/Pacific Islanders, Hispanics and recent refugee groups from Nepal, Burma, and Somalia. For the Need Hearings special attention was given to making the hearing accessible and known by non-English speaking citizens. The participation of non-English speaking residents made it clear that this group is especially vulnerable to substandard housing conditions, displacement and barriers to housing choice. The door-to-door survey was conducted in Rockwood, a low-income neighborhood. Members of public housing were reached through the survey and a focus group. Staff met with individuals in transitional housing and subsidized housing and met with advocacy groups for veterans, elders, people of color, Fair Housing and people with disabilities.

1	Mode:	Public Hearing on needs, Gresham and Multnomah County
	Target:	Minorities, Non-English Speaking- Specify other language: Spanish, Persons with disabilities, Non-targeted/broad community, Residents of Public and Assisted Housing
	Summary:	60 people at the Multnomah County and City of Gresham need hearing. At least 3 language groups were present; Nepali, Spanish and Russian
	Comments:	Affordable housing for renters and homeowners; job training and small business opportunities; safer neighborhoods- better lighting and more sidewalks; community meeting places; grocery stores including ethnic specific; better transportation; refugees need more support training
	Not accepted:	Not applicable
2	Mode:	Public Hearing on Consolidated Plan and Annual Action Plan
	Target:	Non-targeted/broad community

	Summary:	
	Comments:	The single comment was that mental health needs are not adequately met and that ADA accessibility is a need; both areas are noted in the Needs Assessment.
	Not accepted:	Not applicable

Table 4: Citizen Participation Outreach

NEEDS ASSESSMENT

OVERVIEW (NA05)

Needs Assessment Overview

The needs in Gresham and in the entire Consortium are significant. Throughout Multnomah County housing costs are rising faster and more steeply than household income. While there is a demand for skilled employees in sectors with high wages, the face of the economy has changed with declining manufacturing and resource processing industries. Regional economic strategies point to the necessary relationship between housing, jobs and community amenities (parks, transportation, shopping, recreation, education and services). The vision of that balance was repeated in outreach for this Consolidated Plan and other planning efforts in the region and in Gresham.

There is a need for housing in good condition in safe neighborhoods that fit the incomes of households that live there. Gentrification and rising housing costs in Portland have been the impetus for relocation to East Multnomah and Gresham. While housing costs have been historically lower in Gresham, costs are rising with demand and vacancies extremely low (perhaps 2% or less). Households with lowest incomes are most at risk. HUD-supplied data show that of renter households with incomes to 30% of area median, at least 61% are paying more than half of that meager income for housing and utilities. Of renter households with incomes between 30% and 50% of median income, 34% are spending more than half of their income for housing and utilities. Households throughout the County (with incomes at or below 100% of median income) are paying more than half of that income for housing. Each of those households is vulnerable to: living in overcrowded conditions; living in substandard housing; having to make choices between food, medical care, other necessities and housing; and, becoming homeless.

There is a need for increased services to prevent and/or relieve homelessness and to assist individuals to become self-sufficient. Twenty-two percent of all Gresham residents live in poverty. Almost one-third of Gresham children under the age of 18 live in poverty. Employment options and training are critical, including for youth. Gresham has high concentrations of vulnerable populations in need of assistance. At the same time, neighborhood residents are involved and supportive of small businesses and improvements within their neighborhoods, Rockwood being a prime example.

There is a need for emergency and sustained services, especially those that meet immediate needs. Fully 12% of households in Gresham households are single parents living with their own children and no spouse and three-quarters of those are female householders. If working full-time, year-round, Gresham women earn less than men – about 14% lower. In reality, since median earnings for all workers equaled \$25,282 (2014 5-year ACS), part-time and temporary jobs are common among Gresham workers. Forty percent of single female householder households lived in poverty, more so if there are children – 50.5% of those with children under 18 and 53.5% of those with children under the age of five. Yet, the living

wage for a household with one adult and one child is \$48,061. There is a lack of quality affordable childcare and transportation options are limited without a car. Even then, transportation is expensive.

NON-HOUSING COMMUNITY DEVELOPMENT NEEDS (NA50)

Describe the jurisdiction's need for Public Facilities. How were these needs determined?

The City of Gresham has extensive needs for public facilities. There are currently no community centers, no senior centers and no recreation facilities. In outreach conducted for this plan, along with ongoing community outreach conducted by the City and Multnomah County, it is clear that there is a need for community gathering places and for safe recreation options for youth.

The City Council/Gresham Redevelopment Commission 2015 Work Plan outlines a project in conjunction with the Boys and Girls Club of Portland (Stark Street Redevelopment) and other organizations to construct a new facility to provide services, recreation and programs for youth. Construction of a new facility at Pat Pfeifer Barrier Free Park offers activity areas, a kitchen and rooms to continue a successful mentoring program for Gresham youth. In addition, redevelopment of the former Fred Meyer site and renovation of the Rockwood Community Office building in Rockwood are seen as key steps in the Catalyst Site Redevelopment Project to create jobs and support local entrepreneurs and businesses. The project is also a strategy to revitalize the neighborhood and increase local community access to food retailers.

Citizens involved in the process of developing the *City of Gresham Parks and Recreation, Trails and Natural Areas Master Plan (2009)* had concerns about safety and security as well as the condition and maintenance of parks. In addition to deferred maintenance at existing facilities, there is a need for new resources in currently unserved areas. There is also a need for recreation programs to bring people into the parks and recreation areas. The City faces a significant shortage of funding needed to maintain existing parks (an estimated shortfall in 2006 of \$2.4 million annually) without even considering the \$292 million required to complete priority projects identified in the plan. The City has established priorities for determining projects within existing funding gaps including priorities for efficiency, increasing trail connectivity, focusing on underserved populations, promoting community livability and economic development and leveraging funds from multiple sources.

Describe the jurisdiction's need for Public Improvements. How were these needs determined?

The Transportation System Plan is a blueprint for biking, walking, driving and transit through 2035. Goals are for healthy and active transportation options; safe and efficient system; economic development; well-connected, multi-modal system; and, increased environmental stewardship. The City's Capital Improvement Program (2016-2020) identifies \$25 million in transportation projects including street improvements, signage and streetlights among other projects. An additional \$5 million has been included in projects related to footpaths and bikeways; identified projects include curb cuts and other

enhancements to improve accessibility. Projects related to parks and trails totaling \$3 million have been identified in the near-term (through 2016-2017), including the Nadaka Nature Park.

According to the 2015 *Gresham Neighborhood Change Analysis*, development of the regional bus rapid transit (BRT) along Powel and Division Streets would bring rapid and reliable bus transit to the Division Street Corridor in Gresham and to the employment campuses in northeast Gresham, including Mt. Hood Community College. The BRT (bus rapid transit) will further enhance alternatives to cars in Gresham and regionally. The route in Gresham will focus on Division, connecting to Downtown Gresham and then to Mt. Hood Community College using Stark Street. This will stimulate more commercial development in Downtown and the Civic Neighborhood, bringing site improvements, along with housing and other amenities. Public engagement conducted as part of the process indicated preference for sidewalks, safe and attractive stations, bicycle lanes; community gathering places; access to parks and shopping; support for jobs and housing available at a range of costs.

Additional outreach conducted in early 2015 and summarized in the *Powell-Division Transit and Development Project: City of Gresham Business and Multicultural Engagement Report* found wide support from diverse communities for improved safety, sidewalks, crosswalks, gathering places and other amenities that make transit approachable and useful. There was a strong voice for linking improvements to housing and jobs – higher paying jobs and lower-cost housing. There was a frequent expression of fear of increasing rents. “We moved here from North Portland. If the rents go up, up and up, we will have to move again.”

Stakeholders reported needs for pedestrian improvements throughout Gresham including sidewalks, curb cuts, mid-walk crossings, street lighting and other amenities. The organization Safe Routes to Schools sponsored outreach in Rockwood and worked with the community to outline needs and concerns. These echoed needs identified in other outreach efforts: increased safety, sidewalks, lighting, paths, safe transportation to school. Gresham has been installing ED street lights, and is focusing on audio beacons, curb cuts, tactile ramps and sidewalks throughout. The City is also working on an “Active Transportation” plan that will focus on biking and walking. All needed improvements require considerable funding commitments.

Describe the jurisdiction’s need for Public Services. How were these needs determined?

Needs discussed throughout the Consolidated Plan apply to Gresham, as well as to all of Multnomah County. Demand for public services exceeds system capacity for service. Gresham is a partner in the Continuum of Care and *A Home for Everyone* applies to needs in Gresham as elsewhere. However, Gresham and East Multnomah County are seeing increasing needs as people leave Portland looking for more affordable housing. According to *2014 Poverty in Multnomah County* poverty is increasing and is shifting into East Multnomah County. Safety net programs have been cut and face additional cuts. In discussing the “geography of poverty” the report notes that people in poverty, including people of color, have moved to areas with fewer resources to support meeting basic needs, including access to social services, quality education, food, parks, transit, sidewalks and jobs. In addition, there is increased

demand for culturally and language-appropriate service connections, a necessity that puts added burdens on taxed systems.

There is a need for mobile outreach services, including for mental health and substance abuse assessment and triage into treatment. JOIN outreach workers are stretched in their capacity to link homeless persons with housing and services and the fund for temporary or short-term rental assistance is depleted well before the fiscal year ends. It is hard to control crime, drugs and other problems in homeless encampments and there is no shelter in Gresham other than emergency cold-weather shelters in churches.

The 2014 report *Multnomah County Comprehensive Gang Assessment* found that while overall crime in Multnomah County has decreased in recent years there has been a shift in crime to southeast and east Portland and to Gresham. Poverty and low school attachment contribute to gang involvement. There is a need for safe and productive options for youth, for education, and for employment training and placement. Gresham supports gang prevention and intervention by funding recreational programs in the park and evening basketball. The Rockwood neighborhood is an area of particular interest in efforts to promote livability and safety. At the same time, public safety is a focus evidenced by participation in regional coalitions on gang suppression.

Stakeholders interviewed for this Consolidated Plan indicated that the number of victims of domestic violence seeking services in East Multnomah County has increased, accounting for as much as 70% of people seeking shelter. Victims, alone and especially with children, are extremely vulnerable to becoming homeless. In the *2015 Domestic Violence Counts*, the National Network to End Domestic Violence reported on surveys of providers throughout the United States. On a single day, Oregon providers reported serving 1,132 adults and 757 children. During the first year (2015) implementing the Domestic Violence Coordinated Access system in Multnomah County, there were at least 20 individuals and families fleeing violence and seeking housing from service providers each month. There are undoubtedly more victims who flee or attempt to flee violence without seeking help through DV Coordinated Access. The Resource Coordination Team (RCT), which matches applicants and providers, estimates that they can only meet a small fraction of housing needs.

By the year 2050, 22% of the County population will be 65 or older; currently 11% of the population in Gresham is 65 or older. Currently close to 9% of seniors live in poverty and 42% of seniors had a disability, most frequently mobility-related. Nine percent of seniors live alone (3,405 persons). Given the aging population, it is expected that seniors will increasingly rely on having options to live safely and affordably, including transportation, housing choices and access to services.

HOUSING MARKET ANALYSIS

OVERVIEW (MA05)

Housing Market Analysis Overview

The cost of housing in Gresham has traditionally been more affordable than in Portland. With continuing rising prices in Portland, people are looking for lower-cost opportunities in east Multnomah County and Gresham. This demand, coupled with low vacancies in Gresham will influence the cost of housing, whether for purchase or for rent. According to the 2015 *Gresham Neighborhood Change Analysis*, housing costs rose much more than income from 2000 to 2014, and more so in Portland than in Gresham. (The cost of single family housing rose 77% in Portland and 43% in Gresham. The cost of multifamily housing rose 79% in Portland and 40% in Gresham. Income rose 29% in Portland and just 8% in Gresham.) Housing costs are increasing because of demand and income is not keeping pace, which especially burdens lower-income households.

Middle-income households also feel the effects of rising housing costs compared to income. High housing costs (including utilities) may be unaffordable to wage-earners. For example, the fair market rent for a 2-bedroom unit in the region is beyond the reach of people earning minimum wage, people working in retail sales, customer service representatives, and nursing assistants, to name a few occupations. The fair market rent for a 3-bedroom unit is not affordable to medical technicians, carpenters and postal service carriers.

People displaced from Portland because of rising housing costs are vulnerable to further displacement if costs continue to rise in Gresham. As one individual expressed in a community meeting “We moved here from North Portland. If the rents go up, up and up, we will have to move again.” Continued displacement because of costs has multiple consequences including community cohesion, children’s school performance and development of social networks.

Housing condition is also vulnerable particularly with high turnover and vacant or boarded units. The City of Gresham was one of the first jurisdictions to establish (in 2007) a rental housing inspection program, funded primarily through modest rental license fees. The program results in periodic inspection of properties for compliance with a broad range of habitability standards including fire, life and safety code violations. Common violations found and corrected are visible mold, inadequate ventilation, illegal heat sources, plumbing disrepair, inoperable smoke detectors and exposed wiring. The inspection program is a practical approach to raised expectations for both landlords and tenants and both benefit, as well, as the city as a whole.

The inspection program, including removal of spot bight, and diligence by the City in removing graffiti has reduced turnover and increased the quality of housing in Gresham. Landlords and tenants benefit

from education, which is provided by staff in Spanish and in other languages through translation phone lines. Residents who do not speak English can be victimized easily, such as with threats of retaliation. Regular presence in the community of inspection staff has raised awareness and reduced the incidence of violations of landlord tenant and other policies.

Ensuring appropriate housing for all populations (persons with disabilities, seniors, young households just starting out, skilled workers and families) and choices in price is recognized as essential to a vibrant city and to a vibrant economy. The Comprehensive Economic Development Strategy, Greater Portland 2020, recommends addressing the regional supply and affordability of housing through a region-wide housing plan. The plan would consider housing affordable to a diverse workforce that is at the same time accessible to jobs. This applies to middle-income wage earners and lower-income wage earners alike.

Non-Housing Community Development Assets - 91.410, 91.210(f) (MA45)

Economic Development Market Analysis

Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	701	108	2	0	-2
Arts, Entertainment, Accommodations	4,467	3,560	13	13	0
Construction	1,910	1,405	6	5	-1
Education and Health Care Services	6,376	5,037	19	18	-1
Finance, Insurance, and Real Estate	2,174	2,621	6	10	4
Information	692	222	2	1	-1
Manufacturing	4,461	6,049	13	22	9
Other Services	1,725	1,227	5	4	-1
Professional, Scientific, Management Services	2,646	824	8	3	-5
Public Administration	0	0	0	0	0
Retail Trade	4,978	4,049	15	15	0
Transportation and Warehousing	1,699	956	5	3	-2
Wholesale Trade	2,223	1,482	7	5	-2
Total	34,052	27,540	--	--	--

Table 1 - Business Activity

Data Source: 2008-2012 ACS (Workers), 2011 Longitudinal Employer-Household Dynamics (Jobs)

Labor Force

Total Population in the Civilian Labor Force	54,219
Civilian Employed Population 16 years and over	47,748
Unemployment Rate	11.93
Unemployment Rate for Ages 16-24	31.02
Unemployment Rate for Ages 25-65	7.69

Table 2 - Labor Force

Data Source: 2008-2012 ACS

Occupations by Sector	Number of People
Management, business and financial	7,639
Farming, fisheries and forestry occupations	2,179
Service	5,963

Occupations by Sector		Number of People
Sales and office	13,325	
Construction, extraction, maintenance and repair	4,637	
Production, transportation and material moving	2,961	

Table 3 – Occupations by Sector

Data Source: 2008-2012 ACS

Travel Time

Travel Time	Number	Percentage
< 30 Minutes	25,622	57%
30-59 Minutes	15,709	35%
60 or More Minutes	3,420	8%
Total	44,751	100%

Table 4 - Travel Time

Data Source: 2008-2012 ACS

Education:

Educational Attainment by Employment Status (Population 16 and Older)

Educational Attainment	In Labor Force		Not in Labor Force
	Civilian Employed	Unemployed	
Less than high school graduate	5,683	719	2,502
High school graduate (includes equivalency)	10,734	1,699	3,773
Some college or Associate's degree	15,002	1,440	3,936
Bachelor's degree or higher	8,199	443	1,735

Table 5 - Educational Attainment by Employment Status

Data Source: 2008-2012 ACS

Educational Attainment by Age

	Age				
	18–24 yrs	25–34 yrs	35–44 yrs	45–65 yrs	65+ yrs
Less than 9th grade	307	1,135	1,358	1,609	940
9th to 12th grade, no diploma	1,796	1,782	1,271	1,749	1,059
High school graduate, GED, or alternative	4,038	4,925	3,767	7,526	3,723
Some college, no degree	3,934	4,577	3,157	7,887	3,261
Associate's degree	507	1,223	1,156	2,428	584
Bachelor's degree	420	1,970	1,939	3,663	1,053
Graduate or professional degree	29	524	611	1,670	718

Table 6 - Educational Attainment by Age

Data Source: 2008-2012 ACS

Educational Attainment – Median Earnings in the Past 12 Months

Educational Attainment	Median Earnings in the Past 12 Months
Less than high school graduate	19,525
High school graduate (includes equivalency)	27,382
Some college or Associate's degree	31,872
Bachelor's degree	40,999
Graduate or professional degree	56,624

Table 7 - Median Earnings in the Past 12 Months

Data Source: 2008-2012 ACS

NON-HOUSING COMMUNITY DEVELOPMENT ASSETS (MA45)

Based on the Business Activity table above, what are the major employment sectors within your jurisdiction?

According to the 2014 5-year American Community Survey estimates, there were close to 50,000 people age 16 and older in the civilian workforce employed in Gresham. Services and retail dominated the sectors with just 27% employed in construction, production or transportation-related sectors. In neighboring Portland, 46% of those employed are working in management, business, science and the arts. In comparison, 25% of workers in Gresham were employed in those sectors. Types of jobs have been changing over time – fewer jobs in manufacturing and resource processing, and more jobs in retail and service. Health care is a strong and growing component of the local and regional economy. In Gresham, 21% of the civilian employed population worked in educational services, health care, and social assistance, comparable to Portland (25% of workers were employed in those sectors).

As with any regional economy, commuting is common. Housing is less expensive in Gresham than in Portland and some people opt to live further away from jobs to take advantage of lower costs. The cost of commuting, especially when gas prices are high, can offset the savings in housing costs. Most of Gresham residents who work commute to a site outside the city limits for their jobs (74% commute to work outside of Gresham). The reverse is true of Portland working residents (74% both live and work in Portland).

Describe the workforce and infrastructure needs of the business community

The City of Gresham is aggressively promoting changes in the City to improve the business climate and increase jobs. The City sponsors a program to encourage small businesses by offering incentives for permits and licenses for remodeling and façade improvements for vacant and some occupied business spaces. The Small Business Center actively assists potential businesses in Central Rockwood, the Civic

Neighborhood or Downtown. To date at least 140 businesses have been helped to the benefit of both the business and the community.

The City has utilized Section 108 loan guarantee funds backed by CDBG grants to improve public facilities and infrastructure, accomplish eligible housing rehabilitation, and foster economic development activities. Funds have been used in the past to meet City goals of promoting investment in low-income neighborhoods, leveraging additional funds to stimulate private development, achieving multiple affordable housing goals, and revitalizing neighborhoods, particularly in Rockwood.

The *Gresham Powell-Division Transit and Development Project Action Plan* (Urban Design and Planning Department 2015) outlines transit improvements (BRT, bus rapid transit) which will further enhance alternatives to cars in Gresham and regionally. The route in Gresham will focus on Division, connecting to Downtown Gresham and then to Mt. Hood Community College using Stark Street. This will stimulate more commercial development in Downtown and the Civic Neighborhood, bringing site improvements, along with housing and other amenities.

Along with infrastructure needs and planned improvements, workforce training is essential. There is a large existing employment base, including Boeing, the US Bank Processing Center and several technology and electronic firms in Gresham. There are gaps in skills of the existing workforce to meet needs in some of these industries. There are also gaps in entry-level skills – many of those seeking employment do not understand or follow the basics of becoming a valued employee (such as being on time for work).

Describe any major changes that may have an economic impact, such as planned local or regional public or private sector investments or initiatives that have affected or may affect job and business growth opportunities during the planning period. Describe any needs for workforce development, business support or infrastructure these changes may create

Gresham's Economic Development Traded Sector Jobs Strategy contains two goals, the first related to manufacturing and the second to professional services. Both the goals and strategies build on existing assets in Gresham – there is already a strong economic base in the two target opportunity areas: advanced electronics and specialized machinery and equipment. The goal related to manufacturing is to strengthen and grow the existing manufacturing sector, retaining and creating family-wage jobs by retaining existing companies and recruiting new ventures within the opportunity areas. The goal related to professional services is to encourage job creation and new investment in Gresham's industrial and regional centers. The City provides incentives including rapid land use review and approval, shepherded process for new industrial projects, access to New Industries Grant funds, and specialized zones (Enterprise and Strategic Investment) to financially benefit new qualifying developments.

How do the skills and education of the current workforce correspond to employment opportunities in the jurisdiction?

The level of educational attainment in Gresham is low compared to Portland – 18% of Gresham residents age 25 and over had a bachelor’s degree or higher, compared to 44% of Portland residents (and 30% of all of Oregon residents). At the other end of the spectrum, 16% of Gresham residents (age 25 or older) did not have a high school diploma or equivalency (2014 5-year ACS) compared to 9% in Portland and 11% in Oregon.

The lower skill level corresponds, too, to lower earnings whether individuals held jobs in Gresham or elsewhere in the region. The median earnings for all workers in Gresham was \$25,828, compared to \$30,581 for workers in Portland. These are median values across all workers whether or not they were working full-time, year-round. Median earnings for Gresham male residents working full-time, year-round was \$42,437 (14% lower than for Portland residents). Median earnings for Gresham female residents working full-time, year-round was \$36,303 (18% lower than Portland). Whether or not the workers commute, earnings of Gresham residents are lower than those of Portland residents.

Unemployment was also higher (2014 5-year ACS) for Gresham workers (7.9%) than for Portland workers (6.6%) and all of Oregon (also estimated at 6.6%). As average wages increase with education, unemployment decreases. According to Bureau of Labor Statistics national estimates for 2013, a person with a bachelor’s degree earned \$1,101 per week (median) with an unemployment rate of 3.5%. A person with less than a high school diploma earned \$488 a week with an associated unemployment rate of 9.0%. Young adults, particularly persons of color, have much higher levels of unemployment.

Illustrative of the challenge of improving employability and earning capacity of Gresham’s vulnerable youth are findings from the 2014 report *Multnomah County Comprehensive Gang Assessment* (Lore Joplin Consulting). The report identified several low-income neighborhoods associated with high densities of students on free and reduced-cost meals in Rockwood and North Gresham. High drop-out rates, high school suspensions and low graduation and performance limit the ability of youth to thrive in adulthood.

Describe any current workforce training initiatives, including those supported by Workforce Investment Boards, community colleges and other organizations. Describe how these efforts will support the jurisdiction's Consolidated Plan

The Workforce Investment Board 2013-2015 Strategic Plan is a post-2008 recession call to action in response to job losses, stagnating incomes, changing industries, poverty and gaps in skills. The plan calls for engaging public and private partners to identify needs and provide pathways to having a skilled workforce in place, bringing in diverse populations including disadvantaged youth and others with barriers to finding and sustaining employment. Among the strategies is to enhance work-based learning. The Columbia-Willamette Workforce Collaborative represents a partnership focused on coordinating ideas and strategies. Three targeted sectors have been identified by the Collaborative: health care, advanced manufacturing, and IT/software. Projected openings over the next several years indicate that there will be a demand for skilled workers and a path available for living-wage and family-wage jobs.

Gresham is a partner in these regional efforts. In addition, Gresham has identified gaps and needed skills for industries currently in place in Gresham and nearby and those likely to grow in the future. A number of programs are in place in Gresham and the region to increase skills of the workforce to improve employment options and more closely match the needs of local industries. These include programs offered by Worksystems, Inc. (WSI), noted above. Mt. Hood Community College in Gresham is currently developing a curriculum for Mechatronics program. This will provide skills needed to understand the link between software programs and the mechanical systems they run and will expand knowledge and skills in both components and the interface between them.

Does your jurisdiction participate in a Comprehensive Economic Development Strategy (CEDS)? If so, what economic development initiatives are you undertaking that may be coordinated with the Consolidated Plan? If not, describe other local/regional plans or initiatives that impact economic growth.

The City of Gresham participates in the Greater Portland Economic Development District, staffed by Greater Portland Inc as part of a multi-county and two-state region. Greater Portland 2020 outlines several action steps. The first would more closely align industry and higher education so that what is taught will fill needed career paths. This also calls for support for public schools in efforts to reduce or eliminate gaps in achievement (for example, mentoring, training and public school foundations). The second is a focus on the global market and global talent, encompassing diverse leadership and talent locally. A third action area is to close the income gap in underrepresented and disadvantaged populations. The strategic plan recognizes the importance of strong communities in attracting and retaining industry and a skilled workforce. Attributes include improved transportation within and across counties and states. Likewise, a regional supply of affordable housing is essential. The plan calls for a region-wide housing plan to meet the housing needs of the middle-income and lower-income workforce, including housing that is close to jobs.

NEEDS AND MARKET ANALYSIS DISCUSSION (MA50)

Are there any areas in the jurisdiction where racial or ethnic minorities or low-income families are concentrated? (include a definition of "concentration")

The Consortium has defined areas of racial and ethnic concentration as those that are twice the average in Multnomah County. For Gresham that includes all of Rockwood. Looked at from another perspective (access to opportunities and a mix of factors limiting access), there are several areas of vulnerability in Gresham. According to the 2015 report by ECONorthwest (*Gresham Neighborhood Change Analysis*), several Gresham neighborhoods are most vulnerable to rising housing costs. Gresham has higher concentration of vulnerable population (renters, non-white, lack of bachelor's degree, incomes below 80% of MFI), particularly in block groups along Burnside Street and east of Downtown. Looking at areas of vulnerability from a regional perspective, most vulnerable areas are in east Portland, Gresham, along I-205 and west of Highway 217. Areas in Gresham with higher probabilities of displacement because of the combination of higher risk populations and rising rents include Rockwood and Downtown.

In Gresham, 33 of 67 block groups meet low-mod qualifications – 51% of more of the population in these block groups living in households with incomes at or below 80% of area median (as determined by HUD). The Rockwood area is included (west of SE 202nd Avenue and north of Stark Street). Another area includes block groups bordered by SE Stark Street on the north and NE Kane Drive on the east along Burnside Avenue.

What are the characteristics of the market in these areas/neighborhoods?

Areas previously described as having concentrations of low-income and minority households are also among those with housing problems. Data are not available to narrowly define housing markets; however, input from neighborhood participants repeatedly report housing problems as a priority concern.

There is a need for housing in good condition in safe neighborhoods that fit the incomes of households that live there. Gentrification and rising housing costs in Portland have been the impetus for relocation to East Multnomah and Gresham. While housing costs have been historically lower in Gresham, particularly in Rockwood, costs are rising with demand and vacancies extremely low (perhaps 2% or less). Rockwood with the highest levels of poverty in the Region, are most at risk. Households throughout the County (with incomes at or below 100% of median income) are paying more than half of that income for housing. Each of those households is vulnerable to: living in overcrowded conditions; living in substandard housing; having to make choices between food, medical care, other necessities and housing; and, becoming homeless.

Are there any community assets in these areas/neighborhoods?

Rockwood is a prime area of concern and is a focus of programs to enhance assets. It is a very diverse, culturally rich area of Gresham. As such, there is much effort to revitalize Rockwood. There is a new Rockwood Public Safety Facility which improves Gresham Police presence and visibility in Rockwood, provides a facility that is welcoming to citizens, attracts new private investment and creates

opportunities for new community partnerships. The facility houses a range of functions, including, East Metro Gang Enforcement Team, Gresham Police Traffic Unit, Patrol and detective units and a community meeting room.

Additionally, the City entered into a Section 108 loan with Open Meadow School for acquisition and construction of a new 7th–12th grade college prep school. Starting with a class of 46 in 2014, the school will serve 270 students from six school districts by 2019. On the same site as Open School, development is underway for a new Boys & Girls Club. The new Club facility will be approximately 30,000 square feet occupying 1.7 acres. There are also street improvements and enhanced street crossing being funded by the City at this location.

Are there other strategic opportunities in any of these areas?

East Multnomah County and the entire corridor between Portland and Gresham is the focus of regional planning including housing, transportation and recreation. Transportation enrichment will increase access to employment and education. The Rockwood Rising redevelopment project includes the redevelopment of the former Fred Meyer site and renovation of the Rockwood Community Office building in Rockwood and are seen as key steps in the Catalyst Site Redevelopment Project to create jobs and support local entrepreneurs and businesses. The project is also a strategy to revitalize the neighborhood and increase local community access to food retailers.

The Catalyst Site redevelopment project seeks to build an active, pedestrian-friendly, mixed-use town center in the heart of Rockwood. In addition to meeting the needs of this highly diverse, growing, young and family-oriented community, the idea is to create a colorful, innovative and authentic destination to attract visitors to Rockwood. Interim improvements to the Catalyst Site include, The Plaza del Sol, a wildflower field with a quarter-mile walking path and a children's playground.

The City of Gresham and regional partners are striving to employ strategies to reduce homelessness and problems related to lack of services while enhancing opportunities targeted to regional improvements and reflecting community-defined skills. In Rockwood, for example, residents have helped define business opportunities.

STRATEGIC PLAN

Introduction (SP05)

The following sections outline the priority needs and associated goals for the Consortium and for the City of Gresham. Priorities were established after review of information and outreach within the community to residents and to providers of services.

The priority needs are:

- Affordable housing choice
- Basic services & homeless prevention/intervention
- Community & economic development

Priority goals are:

- Increase and preserve affordable housing choice
- Reduce homelessness and increase stability
- Infrastructure, facilities and economic opportunity

GEOGRAPHIC PRIORITIES (SP10)

The City of Gresham has not identified specific geographic target areas for this plan. Allocations are normally made for projects applicable to low-income persons and/or qualifying low-income neighborhoods. The City has set as a priority investing in community infrastructure development and redevelopment in lower-income neighborhoods to safeguard public health, improve livability and promote economic development. Where possible, funds will be leveraged to make substantial improvements in those areas, including increasing economic opportunities. The City works with regional partners to make significant improvements along transportation corridors and in areas targeted for urban renewal, including Central Rockwood, the Civic Neighborhood, and Downtown. The City will continue to view projects with the objective of maximizing impact from investment.

PRIORITY NEEDS

Table 45: Priority Needs Summary

Priority Need Name: Affordable housing choice
Priority Level: High
Goals Addressing: Increase & preserve affordable housing choice
Geographic Areas Affected: N/A
Population:
Income: extremely low, low, moderate
Family types: large families, families with children, elderly, public housing residents

Homeless: chronic homelessness, individuals, families with children, mentally ill, chronic substance abuse, veterans, victims of domestic violence, unaccompanied youth

Non-homeless special needs: elderly, frail elderly, persons with mental disabilities, persons with physical disabilities, persons with developmental disabilities, victims of domestic violence

Description: The cost of housing in Gresham has traditionally been more affordable than in Portland. With continuing rising prices in Portland, people are looking for lower-cost opportunities in east Multnomah County and Gresham. This demand, coupled with low vacancies in Gresham will influence the cost of housing, whether for purchase or for rent. According to the 2015 Gresham Neighborhood Change Analysis, housing costs rose much more than income from 2000 to 2014, and more so in Portland than in Gresham. (The cost of single family housing rose 77% in Portland and 43% in Gresham. The cost of multifamily housing rose 79% in Portland and 40% in Gresham. Income rose 29% in Portland and just 8% in Gresham.) Housing costs are increasing because of demand and income is not keeping pace, which especially burdens lower-income households. People displaced from Portland because of rising housing costs are vulnerable to further displacement if costs continue to rise in Gresham. Ensuring appropriate housing for all populations (persons with disabilities, seniors, young households just starting out, skilled workers and families) and choices in price is recognized as essential to a vibrant city and to a vibrant economy.

Basis for Relative Priority: Each of the three needs is related and of top priority to Consortium members. The priority status of the need for affordable housing choice is supported by Comprehensive Plans, regional housing plans, the 10-year plan to end homelessness and input from community members and other stakeholders.

The City and it's subrecipients intend to target CDBG assistance as is the Consortium with all of the funding going to low-mod income households. When appropriate funding will go to extremely low and low income households.

Priority Need Name: Basic services and homeless prevention/intervention

Priority Level: High

Goals Addressing: Reduce homelessness and increase stability

Geographic Areas Affected: N/A

Population:

Income: extremely low, low

Family types: large families, families with children, elderly

Homeless: chronic homelessness, individuals, families with children, mentally ill, chronic substance abuse, veterans, persons with HIV/AIDS, victims of domestic violence, unaccompanied youth

Non-homeless special needs: elderly, frail elderly, persons with mental disabilities, persons with physical disabilities, persons with developmental disabilities, persons with alcohol or other addictions, persons with HIV/AIDS and their families, victims of domestic violence

Description: Demand for public services is considerably in excess of system capacity for service. Gresham is a partner in the Continuum of Care and A Home for Everyone applies to needs in Gresham as elsewhere. However, Gresham and East Multnomah County are seeing increasing needs as people leave Portland looking for more affordable housing. According to 2014 Poverty in Multnomah County Report, poverty is increasing and is shifting into East Multnomah County. Safety net programs have been cut and face additional cuts. People in poverty, including people of color, have moved to areas with fewer resources to support meeting basic needs, including access to social services, quality education, food, parks, transit, sidewalks and jobs. In addition, there is increased demand for culturally and language-appropriate service connections, a necessity that puts added burdens on taxed systems.

Basis for Relative Priority: Each of the three needs is related and of top priority to Consortium members. The priority status of the need for basic services and homeless prevention/intervention is supported by human services plans (domestic violence, seniors, mental health, substance abuse, youth, gang violence) and by the 10-year plan to end homelessness and input from community members and other stakeholders.

The City and it's subrecipients intend to target CDBG assistance as is the Consortium with all of the funding going to low-mod income households. When appropriate funding will go to extremely low and low income households.

Priority Need Name: Community and economic development

Priority Level: High

Goals Addressing: Infrastructure, facilities and economic opportunities

Geographic Areas Affected: N/A

Population:

Income: extremely low, low, moderate, middle

Family types: large families, families with children, elderly

Non-homeless special needs: non-housing community development

Description: Establishing safe neighborhoods is essential, as is laying the foundation for economic development. The City of Gresham has extensive needs for public facilities. There are currently no community centers, no senior centers and no recreation facilities. Community gathering places and safe recreation opportunities for youth are priorities. Improved transportation, including multimodal transportation options is a regional priority. Façade improvement and rejuvenation of blighted or vacant storefronts or businesses is a significant step in supporting job creation, including jobs linked to businesses created by neighborhood residents.

Basis for Relative Priority: Each of the three needs is related and of top priority to Consortium members. The priority status of the need for community and economic development is supported by Capital Improvements Plans, regional economic development plans, and regional transportation plans, as well as input from community members and other stakeholders.

The City and it's subrecipients intend to target CDBG assistance as is the Consortium with all of the funding going to low-mod income households. When appropriate funding will go to extremely low and low income households.

Narrative

For all of the Consortium programs the majority of resources are allocated to projects and programs that benefit extremely low and low income households. The PY 2014 Gresham CAPER reported 100% of funds went to low and moderate income households.

ANTICIPATED RESOURCES

Table 47: Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Amount Available Remainder of Plan
			Annual Allocation	Program Income	Prior Year Resources	Total	
CDBG	Federal	Acquisition; Admin & planning; Economic development; Housing; Public improvements; Public services	\$876,399	\$0	\$102,123	\$978,522	\$3,155,036
Section 108	Federal	Acquisition; Economic Development; Housing Public Improvements	\$650,000	\$0	\$0	\$650,000	\$0
HOME*	Federal	Acquisition; Homebuyer assistance; Homeowner rehab; Multifamily rental new construction; Multifamily rental rehab; New construction for ownerships	\$467,506	\$45,500	\$49,869	\$562,875	\$1,683,021

*Included in Consortium Plan with Portland as lead jurisdiction.

Leveraging Funds and Matching Requirements (SP35)

The City of Gresham alone, and as part of the HOME Consortium with the City of Portland and Multnomah County, makes every effort to leverage HUD grant funds with other public and private investments. Housing development and rehabilitation activities are highly leveraged because public funds are used as “last in” gap financing amounts, which requires that more substantial investments are in place. In the 2014-2015 fiscal year, Gresham leveraged almost four times the amount of CDBG-expended funding from other sources – other federal, state/local, private and in-kind. The Portland Housing Bureau as the Consortium lead makes required matches for use of HOME funds.

In the months and years ahead, communitywide efforts will continue to move forward to find increased opportunities to leverage and better align economic opportunities and resources to support housing stability and reduction in homelessness.

Anticipated Use of Publicly-Owned Land/Property (SP35)

The City of Gresham does not anticipate the use of publicly-owned land or property in projects currently planned or underway. If those opportunities arise, however, such land and property will be included to the extent practicable.

INSTITUTIONAL DELIVERY SYSTEM (SP40)

Table 48: Institutional Delivery Structure

Responsible Entity	Responsible Entity Type	Geographic Area Served
City of Gresham	Government	Jurisdiction

Strengths and Gaps in Institutional Delivery System (SP40)

Table 49: Homeless Prevention Services Summary*

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
Homelessness Prevention Services			
Counseling/Advocacy	✓	✓	✓
Legal Assistance	✓		
Mortgage Assistance	✓		
Rental Assistance	✓	✓	
Utilities Assistance	✓		
Street Outreach Services			
Law Enforcement	✓		
Mobile Clinics	✓	✓	
Other Street Outreach Services		✓	
Supportive Services			

Alcohol & Drug Abuse	✓	✓	
Child Care	✓		
Education	✓		
Employment and Employment Training	✓	✓	✓
Healthcare	✓	✓	✓
HIV/AIDS	✓	✓	✓
Life Skills	✓	✓	✓
Mental Health Counseling	✓	✓	✓
Transportation			

Note: Table 39 in Homeless Section.
Source:

Service Delivery in Relation to Needs (SP40)

While services are available in most critical areas of need, it is a challenge to provide the quantity and level of services to meet the need. In light of reduced funding and increased demand the gaps may become increasingly apparent in the future. For example, while rental assistance is available to intervene and prevent homelessness, funding runs out well before the entire need is met for the year.

Strengths and Gaps (SP40)

Consortium partners work closely with nonprofit housing developers to coordinate activities and leverage funds. Members also participate in the Continuum of Care and jointly prioritize goals and strategies as outlined in the 10-year plan A Home for Everyone. These and other partnerships intend to align services with needs. However, agencies are stretched. Many basic and support services are lacking. Childcare, for example, is extremely limited. Efforts to increase self-sufficiency of clients seeking change are limited by the many barriers in place – lack of transportation, lack of childcare, lack of family wage jobs.

The City of Gresham works with Consortium members and partner agencies to coordinate administration of limited funds. These continued partnerships aim to reduce redundancies and target projects to priority needs. Remaining gaps are those resulting from limited resources in light of growing needs.

Strategy for Overcoming Gaps (SP40)

Consortium members and the City of Gresham will continue to work locally and regionally to increase coordination of services and to enhance delivery capacity. Consortium members also look forward to a stronger coordination with regional transportation and economic development plans that put forth the same priorities for services, economic opportunity, housing choice, infrastructure and community development as are referenced in this strategic plan.

GOALS (SP45)

Table 50: Goals Summary

1	Goal Name	Increase and preserve affordable housing choice
	Start year	2016
	End year	2020
	Category	Affordable housing Public housing Homeless
	Geographic area	N/A
	Needs addressed	Affordable housing choice
	Funding	CDBG: \$730,000
	Goal outcome indicator	Public services activities other than low/ moderate income housing benefit: 125 persons assisted; Rental units rehabilitated: 170 housing units; Homeowner housing rehabilitated: 80 housing units
	Description	Projects accomplishing this goal include home repair, down payment assistance, support for new housing development, affordable housing development, affordable housing development, rental housing rehabilitation and permanent supportive housing.
2	Goal Name	Reduce homelessness and increase stability
	Start year	2016
	End year	2020
	Category	Homeless Non-homeless special needs
	Geographic area	N/A
	Needs addressed	Basic services and homeless prevention/intervention
	Funding	CDBG: \$555,000
	Goal outcome indicator	Public services activities other than low/ moderate income housing benefit: 26,000 persons assisted; Tenant-based rental assistance/ rapid rehousing: 440 households assisted; Homelessness prevention: 400 persons assisted
	Description	Projects meeting this goal will likely include support of tenant based rental assistance; supportive and emergency services; transitional housing, shelters; Fair Housing education, job training and increasing options for access to employment; programs in support of children and youth; and, support for development of life skills.
3	Goal Name	Infrastructure, facilities and economic opportunities
	Start year	2016
	End year	2020
	Category	Non-housing community development
	Geographic area	N/A
	Needs addressed	Community and economic development
	Funding	CDBG: \$1,870,036 Section 108: \$650,000
	Goal outcome indicator	Public facility or infrastructure activities other than low/ moderate income housing benefit: 15,000 persons assisted

<p>Description</p>	<p>Projects that support the goal of infrastructure, facilities and economic opportunities include maintaining and improving infrastructure, streets, sidewalks, lighting and other safety measures; providing improvements to make streets and public places accessible to those with disabilities; improving parks and recreational opportunities; support for businesses and façade improvements; support for microenterprises and business development; improving multimodal transportation options; and, enhancing safety in neighborhoods.</p>
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LEAD-BASED PAINT HAZARDS

Actions to Remove LBP Hazards (SP65)

The City of Gresham implements its CDBG and HOME programs in compliance with requirements of the Residential Lead-Based Paint Reduction Act. None of the programs or projects currently funded by Gresham provides in excess of \$5,000 in rehabilitation assistance. Notification and visual inspection requirements will be followed for Gresham’s HOME funded homeownership programs. The City of Gresham provides brochures about safe lead practices as part of the homebuyer assistance efforts. Buyers and sellers are required to sign certifications. Inspectors employed in the Rental Inspection Program are trained and certified in safe practices. In addition, Gresham provides brochures in their Permit Center. The City will look for opportunities, in the future, to increase the capacity to reduce lead-paint hazards.

Multnomah County complies with federal regulations and continues to work towards increasing small Lead Based Paint contractors through building their capacity through education and safe work practices. The City of Portland has successfully administered three HUD Lead Hazard Reduction Grants, providing over \$12 million dollars in lead hazard reduction assistance to over 1,000 low-income households (protecting over 1,200 children from lead poisoning) since 1998.

Actions Related to Extent of Hazards (SP65)

All Rental Inspection Program inspectors are trained and certified in safe practices, which makes cursory review on some level citywide. While these periodic inspections are not specifically targeting lead-paint hazards, serious conditions of dilapidation are under scrutiny. Housing rehabilitation, whether for rental or owner-occupied units, favors lower-income households by virtue of eligibility guidelines. Consortium partners work individually and together to increase awareness of and response to potential hazards, on the part of occupants and construction professionals.

Integration with Procedures (SP65)

Housing that receives public resources is tested for lead hazards and plans are included to make the home lead safe. Public education about lead hazards includes access to affordable lead testing. Lead-

safe practices are required in all rehabilitation programs where housing was constructed prior to 1978, as described above.

ANTI-POVERTY STRATEGY

Goals, Programs, Policies to Reduce Poverty (SP70)

The City of Gresham has supported a number of projects over the years, and in the current year, to reduce the level of poverty and increase the capacity of families to earn living wages. Workforce development and training efforts are supported through the Living Solutions program which assists low-income persons to gain job skills and then places those individuals in career-path jobs. The City is also working with regional partners to improve the transportation system, notably the bus-rapid-transit system (BRT) along Powell and Division and to the employment campuses in northeast Gresham, including Mt. Hood Community College.

The City sponsors a program to encourage small businesses by offering incentives for permits and licenses for remodeling and façade improvements for vacant and some occupied business spaces. The Small Business Center actively assists potential business in Central Rockwood, the Civic Neighborhood or Downtown. To date at least 140 businesses have been helped to the benefit of both the business and the community.

The City is a partner in the Comprehensive Economic Development Strategy (CEDS) and supports links between industry and education (at the high school and higher education levels), supports diversity in the workplace and in industry, and supports activities raising the skills and employability of underrepresented and disadvantaged populations. The Economic Development Traded Sector Jobs Strategy defines the City's vision for targeted job growth and development which relies on existing industry sectors: advanced electronics and specialized machinery and equipment. An integral component is supporting a trained workforce. Part of this development incorporates efforts by WorkSource (WSI) and Mt. Hood Community College which is developing an industry-supporting curriculum in mechatronics (the interface between machines and software).

Coordination with Affordable Housing Plan (SP70)

The City of Gresham actively supports quality housing that is affordable to all residents. The Rental Inspection Program has been in place since 2007 and has been a model for other jurisdictions. A modest licensing fee has allowed the City to work with landlords to improve properties over the years. The program results in periodic inspection for compliance with a broad range of habitability standards including fire, life, and safety code violations. Common violations found and corrected are visible mold, inadequate ventilation, illegal heat sources, plumbing disrepair, inoperable smoke detectors, and

exposed wiring. The inspection program is a practical approach to raised expectations for both landlords and tenants.

To further the objective of quality housing for all segments of the population, the City supports rehabilitation of units to provide permanent accessibility for persons with disability and home repair assistance for lower-income households. In addition, the City provides assistance for lower-income homebuyers in the form of down payment assistance.

The City is also looking forward to improving an array of housing choices for residents in the future. Gresham adopted amendments to the City's Housing Policy in 2013. The Housing Policy project provided new housing data and information on housing trends used to develop housing goals, policies and action measures for Gresham as a whole, Downtown, the Civic Neighborhood and Rockwood. The City is updating this data in the near future. The City is working with partners (Powell-Division Transit and Development Project, Metro, TriMet, the City of Portland, the Oregon Department of Transportation and Multnomah County) to meet transportation needs of Gresham residents and bring key investments to Gresham. Along with transit elements, plans call for actions for economic development, community enrichment ("placemaking" particularly around hubs), and housing.

The City adopted several guiding principles regarding housing as a guide for affordable housing. In essence these principles recognize that everyone in Gresham deserves a decent, safe and affordable place to live and that sustainable and vibrant communities require a balance of jobs, housing and services. The principles recognized early on that concentrations of poverty and minority populations could block access to opportunities, which is reflected in national policies to promote equal opportunities in all neighborhoods (Affirmatively Furthering Fair Housing). The City promotes a diversity of housing types across all neighborhoods and recognizes that publicly-assisted housing is one component. The City is committed to fostering housing options that working individuals and families can afford. The City will look for new opportunities to preserve and expand housing options for all residents, including low-income residents who need ongoing support.

MONITORING (SP80)

The City of Gresham provides monitoring for CDBG and HOME funded projects. Monitoring activities may include program performance, fiscal accountability and regulatory compliance and may involve desk monitoring and/or on-site monitoring. An objective of all desk and on-site monitoring is to ensure that the City will meet the goals and objectives set forth in the Consolidated Plan.

Desk monitoring consists of completion of Risk Assessment and Desk Monitoring checklists; as well as, reviews of invoices and progress reports, external audits and other materials submitted by the contracting agency. This monitoring is to determine that the project is on schedule, fiscally accountable and compliant with contractual requirements and regulations. On-site monitoring can include any or all

of the following: program file and systems review at the contractor facility (e.g., income verification forms and process for collecting information), visiting sites where the activity is being carried out (e.g., a house under construction or the operation of a public service activity) or has been completed (in the case of property improvements), interviewing agency staff, and fiscal file and systems review.

CDBG and HOME funded projects are desk monitored annually, with onsite monitoring occurring at least once every three years. Additional onsite monitoring may occur for high risk projects: Those organizations with turnover in key positions, such as executive director or program manager responsible for the program being funded or organizations that don't have familiarity with CDBG/HOME regulations.

For all housing projects for which the City provides funding for construction, a City building inspector and Community Revitalization staff monitor the progress of the project in the field in and Community Revitalization staff monitors overall progress.