



# **CITY OF GRANTS PASS**

## **COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM**

### **PY 2016-17 COMPREHENSIVE ANNUAL PERFORMANCE AND EVALUATION REPORT (CAPER)**

**Draft for Public Review and Comment  
June 14, 2018**

## **CR-05 - Goals and Outcomes**

### **Progress the jurisdiction has made in carrying out its strategic plan and its action plan. 91.520(a)**

The City of Grants Pass is an entitlement jurisdiction that receives an annual allocation of Community Development Block Grant (CDBG) funds from the United States Department of Housing and Urban Development (HUD). As a recipient of CDBG funds, the City is required to prepare a five-year strategic plan that identifies and prioritizes community needs and establishes goals and objectives to meet those needs. This five-year plan is called the Consolidated Plan. Each year activities are funded to help meet community needs. Those activities are presented in the Annual Action Plan.

Each year the City is also required to provide the public and HUD with an assessment of its accomplishments towards meeting the goals and objectives identified in the Consolidated Plan. The report produced is called the Consolidated Annual Performance Evaluation and Report (CAPER). The CAPER evaluates achievements made by the City of the goals identified in the Annual Action Plan.

The Program Year 2016-17 Annual Action Plan was the second developed under the City's new CDBG program and the second year of activities implemented under the 2016-2017 Action Plan. HUD allocated \$300,069 in CDBG funding for activities during PY 2016-17, which was scheduled to begin on October 1, 2016. City staff and its grant recipients, who implement many of the activities listed in the Action Plan, began implementing projects in October, 2016. Some of those projects are still active. The program year ended on September 30, 2017.

Because of the delay in implementing some of the activities, this year's CAPER reflects, in some areas, a diminished amount of progress towards achieving the goals and objectives set forth in the Program Year 2016-17 Annual Action Plan. Other activities met or exceeded initial expectations and it is anticipated that the City and its grant recipients will revise target numbers now that better information is available. It is expected that any activities outstanding from PY 2016 will be completed during PY 2017-18. Accomplishments are shown in Table 1, below.

**Comparison of the proposed versus actual outcomes for each outcome measure submitted with the consolidated plan and explain, if applicable, why progress was not made toward meeting goals and objectives. 91.520(g)**

Categories, priority levels, funding sources and amounts, outcomes/objectives, goal outcome indicators, units of measure, targets, actual outcomes/outputs, and percentage completed for each of the grantee's program year goals.

Goal	Category	PY 2016 Source / Amount	Indicator	Unit of Measure	Expected 2015-19 Outcome	Actual 2015-19 Outcome	Five Year Percent Complete	Expected 2016 Program Year	Actual 2016 Program Year	Percent Complete
1. Emergency Housing Assistance	Homeless	CDBG: \$13,000	Homelessness Prevention	Persons Assisted	25	77	308.00%	4	27	675.00%
2. Homeowner Weatherization and Energy Efficiency	Affordable Housing	CDBG: \$45,000	Homeowner Housing Rehabilitated	Household Housing Unit	44	10	27.73%	9	8	88.89%
3. Microenterprise education assistance	Non-Housing Community Development	CDBG: \$15,000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	135	60	44.44%	30	44	146.67%
4. Teen Training Services	Non-Housing Community Development	CDBG: \$22,000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	75	424	565.33%	13	161	1,238.46%
5. Supportive Services for Homeless Youth	Homeless	CDBG: \$10,000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	600	241	40.17%	150	241	160.67%
6. Senior Meals and 'Food and Friends'	Non-Housing Community Development	CDBG: \$155,000	Public service activities other than Low/Moderate Income Housing Benefit	Persons Assisted	15,100	0	0.00%	15,100	0	0.00%

7. Rehab/Demolish blighted vacant/neglected property	Non-Housing Community Development	CDBG: \$20,000	Housing Code Enforcement/Foreclosed Property Care	Household Housing Unit	5	0	0.00%	2	0	0.00%
8. Housing Rehab, ADA accessibility improvements	Affordable Housing	CDBG: \$45,000	Homeowner Housing Rehabilitated	Household Housing Unit	11	0	0.00%	3	0	0.00%

**Table 1 - Accomplishments – Program Year & Strategic Plan to Date**

**Assess how the jurisdiction's use of funds, particularly CDBG, addresses the priorities and specific objectives identified in the plan, giving special attention to the highest priority activities identified.**

The City of Grants Pass has allocated funding to address the Consolidated Plan priorities and objectives in the PY 2016-17 Action Plan as listed below.

1. Emergency Housing Assistance: The Consolidated Plan identified the need to provide short-term financial assistance to those at risk of homelessness or the loss of utility services as a high priority to the community. The City partnered with the United Community Action Network to implement this program via UCAN's existing assistance network. It was estimated that the funds allocated to this activity would provide 5 individuals with short-term assistance; ultimately, the activity assisted 27 individuals in 10 households during the program year.
2. Homeowner Weatherization and Energy Efficiency: The Consolidated Plan identified the need to improve housing affordability, specifically through strategic weatherization upgrades aimed at reducing on-going utility bills, as a high priority. The City partnered with UCAN to implement this program, as this organization currently manages a weatherization program in connection with local utility providers and the Department of Energy. Limited use of this program was experienced during PY 2015-16; as such, some previous year's resources were available for continued use this year. During PY 2016-17, UCAN submitted 15 prospective applicants for receipt of weatherization funds. Eight projects were completed during the program year.
3. Microenterprise Education Assistance: The Consolidated Plan identified the provision of microenterprise education assistance as a high priority to the community. To meet this goal, the City partnered with the Small Business Development Center at Rogue Community College, with whom the City has worked on several similar projects in the past. The program provides a tuition waiver, funded by the City's CDBG program, to qualified LMI residents of Grants Pass. Due to the limited pool of eligible participants, the SBDC did not tap into their PY 2016-17 funding and is still exhausting funds from PY 15-16. During PY 16-17, the SBDC provided assistance to 44 eligible microentrepreneurs.
4. Teen Training Services: The Consolidated Plan identified the need to provide targeted assistance to LMI youth in the community that will foster economic opportunities for their future. The City partnered with the Boys and Girls Club of the Rogue Valley to provide tuition assistance to qualified LMI youth interested in participating in the Club's programming, which includes the recent addition of the Be Great by 8 initiative. The Club was able to provide assistance to 161 youth during the program year, far exceeding their goal of 15 youth assisted with CDBG funds.
5. Maslow Project: The Consolidated Plan identified the need to provide assistance to community youth who are currently homeless or at risk of becoming homeless. A new activity implemented during PY 2016-17 provided assistance to a local agency, the Maslow Project, to provide school-based services for youth aged 0-21 that attend schools in Grants Pass. Maslow Project utilized City CDBG funds to provide services to

241 homeless youth in Grants Pass, far exceeding the original goal of assisting 100 youth.

6. Food & Friends: The Consolidated Plan identified the need to provide a facility where elderly community members can meet for hot meals. Formerly known as Meals on Wheels, the Food & Friends Senior Meals facility is a new activity for PY 2016-17. The City allocated \$155,000 in PY 2016-17 CDBG funds to assist the Rogue Valley Council of Governments, the project owner, in purchasing a new facility. The City's funds are being leveraged against additional funds from the Oregon CDBG program, and the overall project is being administered by Josephine County. This project did not begin before September 30, 2017.
7. Neighborhood Blight Remediation: The Consolidated Plan identified the need to address spot blight conditions that are detrimental to the health, safety, and welfare of community members. To this end, the City allocated \$20,000 in PY 2016-17 funds to demolish or otherwise remediate homes and other structures that are attractive nuisances to area youth. The action plan set a goal of 2 properties remediated; the project was not implemented during the program year, and that activity was moved to PY 2017-18 by amending the PY 2016-17 Action Plan.
8. Homeowner Rehabilitation: The Consolidated Plan identified the need to improve housing affordability, specifically through strategic rehabilitation projects aimed at addressing unmet rehabilitation needs for qualified LMI homeowners. These needs are above and beyond those that can be addressed through the weatherization program, and include repairs to the building envelope (roofing, siding, windows, etc.), systems (electrical, plumbing, HVAC, etc.), and the removal of architectural barriers. The City is partnering with UCAN to deliver this activity; the program has not yet been implemented.

## CR-10 - Racial and Ethnic composition of families assisted

Describe the families assisted (including the racial and ethnic status of families assisted). 91.520(a)

	CDBG
White	413
Black or African American	16
Asian	5
American Indian or American Native	4
Native Hawaiian or Other Pacific Islander	1
Other	42
<b>Total</b>	<b>481</b>
Hispanic	62
Not Hispanic	419

### Narrative

During the 2016 program year, the City's CDBG program served 8 households and 473 Grants Pass residents through its public services, housing rehabilitation, and economic development activities. Of those assisted, 86% self-identified racially as white. Ethnically, 13% of residents served identified themselves of Hispanic/Latino origin.

## CR-15 - Resources and Investments 91.520(a)

### Identify the resources made available

Source of Funds	Source	Resources Made Available	Amount Expended During Program Year
CDBG	Public, federal	\$414,880	\$91,278

**Table 3 - Resources Made Available**

### Narrative

The City of Grants Pass received \$300,069 in PY 2016-17 CDBG funds and had \$200,451 in PY 2015-16 funds remaining for a total of \$500,520 available for allocation during the program year. The City expended \$92,941.60 in CDBG funds during PY 2016-17.

### Identify the geographic distribution and location of investments

Target Area	Planned Percentage of Allocation	Actual Percentage of Allocation	Narrative Description
Citywide	100	100	Target area

**Table 4 – Identify the geographic distribution and location of investments**

### Narrative

All CDBG funds allocated to the City are planned to be dedicated to activities that take place citywide. To achieve this, the City utilizes a low-moderate limited clientele process.

### Leveraging

**Explain how federal funds leveraged additional resources (private, state and local funds), including a description of how matching requirements were satisfied, as well as how any publicly owned land or property located within the jurisdiction that were used to address the needs identified in the plan.**

The CDBG program has no requirement for a local match. That fact notwithstanding, recipients of CDBG funds from the City frequently use other resources to augment and expand programming. For example:

- The Boys and Girls Club of the Rogue Valley leveraged a total of \$15,139.30 in grant funding obtained from the Oregon Youth Development Council to assist in funding necessary for staff, supplies, and incentives for the Be Great by 8 program for middle school teens. An uncalculated amount of assistance was obtained from community volunteers and local businesses that hosted tours for the Club's activities.
- The Maslow Project leveraged a total of \$41,250 in additional resources to provide services for homeless youth.



## CR-20 - Affordable Housing 91.520(b)

Evaluation of the jurisdiction's progress in providing affordable housing, including the number and types of families served, the number of extremely low-income, low-income, moderate-income, and middle-income persons served.

	One-Year Goal	Actual
Number of Homeless households to be provided affordable housing units	0	0
Number of Non-Homeless households to be provided affordable housing units	0	0
Number of Special-Needs households to be provided affordable housing units	0	0
<b>Total</b>	<b>0</b>	<b>0</b>

Table 5 – Number of Households

	One-Year Goal	Actual
Number of households supported through Rental Assistance	4	10
Number of households supported through The Production of New Units	0	0
Number of households supported through Rehab of Existing Units	12	8
Number of households supported through Acquisition of Existing Units	0	0
<b>Total</b>	<b>16</b>	<b>18</b>

Table 6 – Number of Households Supported

### Discuss the difference between goals and outcomes and problems encountered in meeting these goals.

The City's Program Year 2016-17 Action Plan did not anticipate the provision of providing additional affordable housing units in the community, which is reflected in Table 6, above. The City did anticipate providing resources to those at risk of becoming homeless through the Emergency Housing Assistance program administered by UCAN. The City anticipated assisting 4 households with Emergency Housing Assistance funding during the program year; in reality, 10 households were able to receive assistance.

The Homeowner Weatherization project, also administered by UCAN, increased its utilization in PY 2016-17 over the previous year. A goal of 9 projects was set, and 15 potential projects were screened for eligibility. Ultimately, 8 households were selected to receive weatherization improvement assistance for PY 2016-17. That endeavor provided cost-saving energy improvements to eight Grants Pass households during the program year.

Finally, a goal of rehabilitating three housing units was set for the program year. This project was not able to be implemented before the end of the year.

**Discuss how these outcomes will impact future annual action plans.**

This year's outcomes do not have a direct impact on future annual action plans. The City will continue to actively work on affordable housing and housing rehab projects in the upcoming project years.

**Include the number of extremely low-income, low-income, and moderate-income persons served by each activity where information on income by family size is required to determine the eligibility of the activity.**

<b>Number of Persons Served</b>	<b>CDBG Actual</b>
Extremely Low-income	359
Low-income	58
Moderate-income	49
<b>Total</b>	<b>466</b>

**Table 7 – Number of Persons and Households Served**

**Narrative Information**

In Program Year 2016-17, the City's CDBG program served 481 persons and households with new or expanded access to community services. Of those, 466 (97%) qualified as extremely low-, low-, or moderate-income persons.

## **CR-25 - Homeless and Other Special Needs 91.220(d, e); 91.320(d, e); 91.520(c)**

**Evaluate the jurisdiction's progress in meeting its specific objectives for reducing and ending homelessness through:**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

As described in the Consolidated Plan, the City has been working with local Continuums of Care to reach the local homeless population during Program Year 2016-17. This year saw the forging of a partnership with the Maslow Project, a local agency whose sole purpose is to reach homeless youth, aged 0-21, assessing their individual needs, and connecting them to community resources. Additionally, Hearts With a Mission opened their new homeless youth shelter in Grants Pass with assistance from the City using non-CDBG resources. The City has also been working with UCAN, an agency that works directly with homeless persons in the community, to prevent homelessness resulting from eviction.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

No activities in the Program Year 2016-17 Action Plan address the emergency shelter and transitional housing needs of local homeless persons. The Consolidated Plan identified additional shelter space to address this need; as such, the City has included activities in its Program Year 2017-18 Action Plan to begin work with local organizations on this issue.

### **Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: likely to become homeless after being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); and, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs**

The Consolidated Plan identifies the prevention of homelessness as a high priority to the community and dedicates CDBG funding to local agencies that provide emergency housing assistance to those at risk of becoming homeless. To that end, the City partnered with UCAN during Program Year 2016-17 to provide emergency housing assistance to households at immediate risk of eviction or the disconnection of utilities due to financial emergencies. UCAN was able to provide assistance to 10 households and prevent the eviction or termination of utility services for 27 individuals during the Program Year.

The City also partnered with the Maslow Project during PY 2016-17 to provide outreach and

services to homeless youth aged 0-21. With assistance from the City, Maslow Project was able to provide additional services to 241 homeless school children during the program year.

The City does not have any additional information on individuals that are or have been discharged from publicly-funded institutions, nor does the City have any direct information regarding those who are receiving assistance from public or private agencies.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

The Consolidated Plan identifies the need for transitional housing as a high priority. No resources were dedicated during PY 2016-17 to address this need; however, the City has identified resources in Program Year 2017-18 to begin tackling this issue.

### **CR-30 - Public Housing 91.220(h); 91.320(j)**

#### **Actions taken to address the needs of public housing**

There is no public housing in Grants Pass and no activities associated with public housing are included within the Consolidated Plan.

#### **Actions taken to encourage public housing residents to become more involved in management and participate in homeownership**

None. Not applicable.

#### **Actions taken to provide assistance to troubled PHAs**

None. Not applicable.

### **CR-35 - Other Actions 91.220(j)-(k); 91.320(i)-(j)**

**Actions taken to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment. 91.220 (j); 91.320 (i)**

The City's land use policies support affordable housing, including provisions for a wide array of housing types to meet diverse housing needs. Despite that, there has been little response from

the local development community in the construction of additional affordable housing units. To ascertain why, the City spearheaded an ad hoc group, consisting of representatives from many housing advocacy groups and housing providers in the community, to determine the full scope of the housing problem. The group's initial purpose was to connect housing providers with resources, and to score some "small wins" in providing or sustaining affordable housing units. This included facilitating the renovation and occupancy of a 10-unit apartment complex, which had purchased by an agency hoping to utilize the facility as a supportive housing complex for individuals undergoing substance abuse treatment. When that did not materialize, the units sat vacant and deteriorating. However, the housing group was able to help find other agencies that could help fund renovation and management of the complex, bringing those affordable units back on line. Ultimately, the City's elected officials took notice of these efforts and responded by establishing a standing Housing Advisory Committee, made up of housing advocates and providers, and supported by City staff, which is currently seeking a multi-faceted solution to address the affordable housing crisis facing our community.

**Actions taken to address obstacles to meeting underserved needs. 91.220(k); 91.320(j)**

As described in the Program Year 2016-17 Action Plan, the City worked with local agencies, including UCAN, the Boys and Girls Club, the local Small Business Development Center, and the Maslow Project to address obstacles to meeting the needs of underserved residents of Grants Pass. The City expended its reach during the Program Year while developing its priority activities for the upcoming 2017-18 Action Plan.

**Actions taken to reduce lead-based paint hazards. 91.220(k); 91.320(j)**

The majority of activities undertaken as part of the City's CDBG program for PY 2016-17 did not have an impact on lead-based paint exposure. However, the City does provide information on lead-based paint in the Community Development office at City Hall. UCAN, the City's partner in the weatherization program, followed all Oregon lead-based paint requirements, including testing for the presence of LBP, providing information to homeowners regarding the hazards of LBP, and complying with all LBP safe practices during the weatherization improvements.

**Actions taken to reduce the number of poverty-level families. 91.220(k); 91.320(j)**

During the 2016-17 Program Year, the City took the following actions to reduce the number of poverty-level families:

- Provided CDBG funds to UCAN that improved the energy efficiency of eight owner-occupied residences;
- Provided CDBG funds to UCAN that assisted 10 households with emergency housing assistance to avoid eviction or the disconnection of utilities due to short-term financial emergencies;
- Partnered with the local Small Business Development Center to provide tuition waivers for 44 LMI individuals that expanded access to vital microenterprise business training

opportunities;

- Partnered with the Boys and Girls Club of the Rogue Valley to provide free access to their new Be Great by 8 youth training program. CDBG funds provided by the City allowed the Club's programming to reach 146 youth from LMI families; and
- Partnered with the Maslow Project to provide outreach and supportive services to 241 homeless youth attending schools in Grants Pass.

### **Actions taken to develop institutional structure. 91.220(k); 91.320(j)**

The Program Year 2016-17 Action Plan included the following activities aimed to develop and improve institutional structures:

- City staff participated in several webinars and other online trainings provided by HUD necessary to implement and develop CDBG programming;
- City staff kept local elected officials apprised of CDBG program activities throughout the Program Year; and
- City staff continued collaboration with local stakeholders and advocacy groups during the Program Year.

### **Actions taken to enhance coordination between public and private housing and social service agencies. 91.220(k); 91.320(j)**

The City has established relationships with local housing and social service agencies that were maintained during the Program Year. Specifically, the City undertook the following actions:

- Participated in an ad hoc group of local affordable housing providers and advocates with the goal of connecting viable projects to possible funding sources;
- Attended monthly meetings of the Josephine County Housing and Community Development Council, the PHA that serves the needs of community members with its Section 8, VASH, and other HUD-based housing assistance programs; and
- Established a standing Housing Advisory Committee, consisting of housing stakeholders and backed with City staff, to assist the City Council in making policy changes that will address the community's affordable housing crisis.

### **Identify actions taken to overcome the effects of any impediments identified in the jurisdictions analysis of impediments to fair housing choice. 91.520(a)**

During PY 2015-16 the City engaged a qualified consultant to assist in data collection, public outreach and involvement, analysis, and recommendations to overcome institutional barriers to fair housing choice. The City Council reviewed the final product and approved its adoption. By and large, very few impediments to fair housing choice were identified, and most impediments might be resolved through continued outreach and education, particularly to the rental community, which is where the majority of impediments were observed. Public sector impediments identified included a difficulty siting publicly-assisted housing developments, the need for ongoing outreach and education on the subject of fair housing laws, and a possible inconsistency in zoning codes and definitions relating to "family".

During PY 2016-17, the City Council established a Housing Advisory committee, which is engaging the local housing development community, and providing needed educational opportunities that will seek to address the above referenced deficiencies in fair housing.

### **CR-40 - Monitoring 91.220 and 91.230**

**Describe the standards and procedures used to monitor activities carried out in furtherance of the plan and used to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

The City, with input from HUD, developed a CDBG grant recipient agreement in accordance with applicable federal requirements for the 2015-16 program year. This agreement structure set up the programmatic requirements and delivery expectations of the City's block grant program, and established a quarterly reporting and reimbursement process that will allowed City program managers early opportunities to work with grant recipients should programmatic issues occur.

In September, 2017, HUD staff conducted an on-site monitoring of City CDBG programs from PYs 2015-16 and 2016-17 to determine performance and compliance with applicable federal regulations. HUD staff identified two findings and three concerns, which the City has addressed. Additionally, City staff observed proper monitoring techniques that will be utilized while conducting programmatic reviews of CDBG subrecipients.

No minority-owned businesses were identified in the 2016 Program Year. Recipient agreements require good-faith efforts to provide minority and women-owned businesses an opportunity to participate in the performance of the contract.

### **Citizen Participation Plan 91.105(d); 91.115(d)**

**Describe the efforts to provide citizens with reasonable notice and an opportunity to comment on performance reports.**

The City published a notice in the *Grants Pass Daily Courier* advertising a combined public meeting scheduled on April 17, 2017 for the purpose of soliciting input from the general public and CDBG stakeholders on the City's PY 2016-17 activities. The same notice was posted on the City's website and public notice display board, and also emailed directly to agencies and interested parties. This meeting also solicited comments to draft the PY 2017-18 Action Plan. Several comments were received regarding community priorities for the PY 17-18 Action Plan but no comments were received regarding PY 2016-17 activities.

Notice announcing the public comment period of the draft CAPER was published on June 7, 2018 for the comment period beginning on June 14. The draft CAPER was

made available for review in print at the Grants Pass Public Library and Grants Pass City Hall, and electronically on the City's website.

### **CR-45 - CDBG 91.520(c)**

**Specify the nature of, and reasons for, any changes in the jurisdiction's program objectives and indications of how the jurisdiction would change its programs as a result of its experiences.**

Grants Pass, like many other smaller CDBG grantees, sees the most efficient method of implementing program objectives via programmatic partnerships stymied by regulatory caps on the use of CDBG funds for public service activities. Annual CDBG allocations are not large enough to conduct many brick-and-mortar projects and, without a community-based development organization active in Grants Pass, use of CDBG funds to develop new units of affordable housing is particularly difficult. Demand for CDBG funds for public service activities, such as emergency housing and homeless support, far outpaces the 15% cap imposed by HUD regulations.

**Does this Jurisdiction have any open Brownfields Economic Development Initiative (BEDI) grants?**

No.

**[BEDI grantees] Describe accomplishments and program outcomes during the last year.**

Not applicable.