

**CLACKAMAS COUNTY**  
**Department of Health, Housing and Human Services**

**HOME - ARP Allocation Plan**

**Substantial Amendment to the FY21-22 Annual Action Plan**



**JANUARY 2023 DRAFT**

**CLACKAMAS COUNTY BOARD OF COMMISSIONERS**

Chair: Tootie Smith

Commissioner: Paul Savas

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County Administrator  
Gary Schmidt

**DEPARTMENT OF HEALTH, HOUSING AND HUMAN SERVICES**

Director of Health, Housing and Human Services  
Rodney A. Cook

2051 Kaen Road  
Oregon City, Oregon  
(503) 655-8591

[www.clackamas.us/](http://www.clackamas.us/)

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## Background

Clackamas County is an urban and rural county within the Portland/Vancouver metropolitan statistical area (figure 1). The US Census Bureau estimates a population size of 422,537 as of July 1, 2021, with the majority of those residing in the urban area adjacent to Multnomah County (to the north) and Washington County (to the west). It encompasses 1,879 square miles.

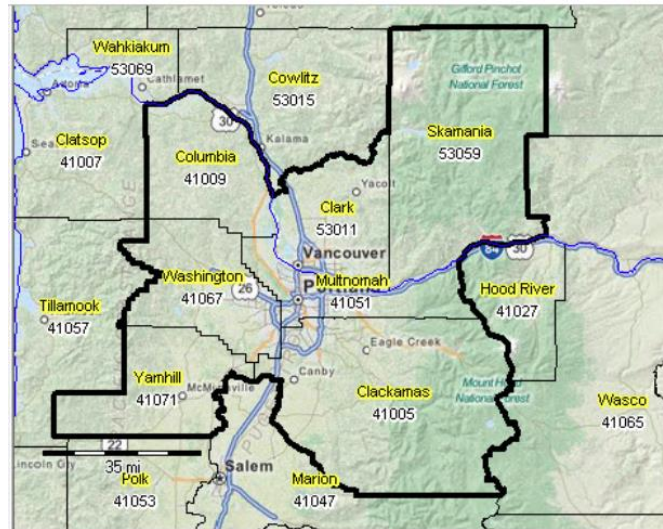


Figure 1: Portland/Vancouver Metropolitan Statistical Area

The Clackamas County Department of Health, Housing and Human Services (H3S) includes:

- A public housing authority,
- A housing and community development division,
- A public health division,
- A social services division,
- A prevention and workforce services division
- A behavioral health division, and
- A primary care division.

H3S is often a convener of agencies to apply for funding, build facilities and provide services to vulnerable populations. In some cases, the county provides the services, and in other cases, non-profit agencies provide the housing or services.

The 2020 COVID19 Pandemic created a rapid increase in homelessness and put thousands more people at risk of homelessness in Clackamas County and the Portland Metro area. Federal and state-funded rent assistance programs were overwhelmed with requests for assistance. Clackamas County operated an extensive hotel voucher program and also provided non-congregate shelter to homeless individuals and families.

Local Metro Bond funds for affordable housing development and homeless services are just beginning to make an impact on the number of homeless persons in Clackamas County, however rental housing, which is already high cost, has become even more unattainable for low-income families due to escalating rent increases.

Clackamas County was notified by the U.S. Department of Housing and Urban Development (HUD) on April 28, 2021 that the allocation for HOME American Rescue Plan (HOME-ARP) was

\$3,649,508. In September 2022, County staff began the consultation process to develop an allocation plan for these HOME-ARP funds to submit to HUD.

### HOME-ARP Consultation Process

In September 2022, Clackamas County staff conducted phone, email, and virtual conversations with the agencies listed in Table 1 below regarding the current system of services and facilities for the qualifying populations, as well as the gaps in available affordable housing units, public facilities and available homeless services:

Agency/Org. Consulted	Agency/Org Type	Consultation Method	Feedback
Housing Authority of Clackamas County	Public Housing Authority	Public meeting or online discussion	Supportive of facilities and new units
Clackamas County Continuum of Care	Homeless Services	Survey email request	Supportive of facilities and new units
Clackamas County Social Services	Veterans and Homeless services provider	Phone and online discussion	Supportive of facilities and new units. Rent assistance
Clackamas Women’s Services	Domestic Violence Service Provider	Survey email request	Supportive of facilities and new units
Northwest Housing Alternatives	Homeless Services Provider	Survey email request	Provide more Supportive of facilities and new units
Northwest Family Services	Homeless Services Provider	Survey email request	Provide more supportive services, facilities, new units
Greater New Hope Family Services	Homeless Services Provider	Housing First Aid Diversion Training	Provide more supportive services, facilities, new units
Impact NW	Homeless Services Provider	Housing First Aid Diversion Training	Provide more supportive services, facilities, new units
El Programa Hispano Católico	Homeless Services Provider	Housing First Aid Diversion Training	More supportive services, facilities, new units
Clackamas County Disability Services Advisory Council (DSAC)	State council of advocates committee	Phone and online discussion	Provide more affordable, accessible new housing units
Clackamas County Developmental Disabilities Program	Services for disabled adults	Phone and online discussion	Provide more supportive services, facilities
Fair Housing Council of Oregon	Fair Housing Rights, civil rights, rights of persons with disabilities	Survey email request	No Response
Central City Concern	Homeless Housing and Services Provider	Housing First Aid Diversion Training	Provide more supportive services, facilities, new units
Bridges to Change	Homeless Housing and Services Provider	Housing First Aid Diversion Training	Provide more supportive services, facilities, new units
Father’s Heart	Homeless Housing and Services Provider	Housing First Aid Diversion Training	Provide more supportive services, facilities, new units

Table 1: HOME-ARP Consulting Agencies/Organizations

## Public Participation

Clackamas County's method for accomplishing broad and far-reaching public participation and input on the HOME-ARP Plan is a multi-faceted process that began in January 2023:

- The HOME-ARP Plan draft was posted on the County website with a link to comment
- Housing and Homeless Services partners were asked to share the draft and specifically request input from members of qualifying populations
  - A Public Hearing was scheduled for **date**\_\_\_\_\_. A public notice of the hearing with a request for participation was issued via the County Facebook, Twitter, NextDoor, etc.
    - **Add Public Notice of Public Hearing here.....**
- The HOME-ARP Plan draft was sent via direct emails to homeless Continuum of Care (CoC) members and participating agencies requesting input and comments.
- The Plan draft was also sent to the Community Development Community Participation email distribution list for input and comments.

Clackamas County has been working to address homelessness in a variety of ways including expanding current services, building new housing units, and expanding current homeless facilities. There have been other efforts made to broaden public participation and input on these and other potential solutions, which include:

### Project Turnkey

In September 2022, Clackamas County received a Project Turnkey grant commitment for the purchase of a hotel or motel to establish transitional housing for people experiencing homelessness. Community members and businesses in the areas where hotel purchases were considered were invited to contact the county to share their comments through January 31, 2023 via a County message line for Project Turnkey: 503-655-TKEY (8539), and also through an online web survey: <https://www.surveymonkey.com/r/N3BR3CX>.

Project Turnkey is a proposed transitional housing community that will be a crucial part of the path forward for those trying to exit homelessness in Clackamas County. The county has a severe shortage of affordable housing and is urgently creating new housing placements and affordable apartments. This transitional housing option will be critical to connecting people back to these new housing solutions.

Once Project Turnkey is operational, households will be placed in private rooms while permanent housing is found for them. During this time, they will receive other services and resources to help stabilize their situation. On-site staff will ensure that participants are connected to what they need and that the transitional community remains a positive presence in the neighborhood.

At the Dec. 8, 2022 weekly business meeting, the Board of County Commissioners approved a purchase and sale agreement with the owners of the Quality Inn located at 9717 SE Sunnyside Road in Clackamas (see [video](#) and [corresponding packet](#)). Clackamas County has 75 days to conduct due diligence on the site, and Project Turnkey 2.0 funding will be awarded at closing,

following a determination of site suitability and quality. The closing of this transaction will be contingent on final written approval of the Board.

Clackamas County will continue to conduct community engagement activities, including contacting adjacent property owners and making public presentations to interested stakeholder groups.

### **County survey receives more than 3,600 responses**

During May 2021, in anticipation of allocating ARPA funds, Clackamas County invited residents to participate in a community survey to gauge how Clackamas County residents valued a variety of potential uses of ARPA funding.

More than 3,600 people took the English-language survey, which was the second-highest survey response rate in county history. Spanish-language and Russian-language versions of the survey were also offered and dozens of community members submitted responses.

More than 50% of respondents stated that investments that support local businesses, support local nonprofits, and enhance broadband access were “valuable” or “somewhat valuable.” The survey results are just one of many resources Clackamas County Commissioners can use when making decisions about how best to invest critical funds.

### **Clackamas County Supportive Housing Services (SHS) Community Engagement**

Beginning in October 2022, Clackamas County Supportive Housing Services (SHS) staff have held several events to engage the public and service providers to increase the capacity of agencies to provide services to homeless persons. These include:

- **Housing First Aid/Diversion Trainings**

On November 15 and 16, 2022, SHS staff provided networking opportunities and case manager training on several topics including: Client Choice and Empowerment, Conflict Resolution Theory applied to housing solutions, Maximizing Community Resources, Housing First Aid, and Mental Health First Aid.

- **Built for Zero/By-Name List**

The Supportive Housing Services Team is working with Built for Zero to develop a comprehensive list of all people experiencing homelessness in Clackamas County. The list is designed to be updated in real time with information to identify them by name, track their homeless history, health, and housing needs, which allows for better connection to needed services through weekly case conferencing of providers.

Case conferencing began a few weeks ago, and so far, the group has met several times. In addition to matching persons to housing services, case conferencing facilitates the identification of crisis needs, which can be addressed more quickly through collaboration between system partners. Partnerships include but are not limited to: Clackamas Women’s Services, housing providers, street outreach and drop-in service providers, Corrections, Oregon State Department of Human Services (DHS).

**Summarization of the comments and recommendations received through the public participation process: *How did comments/recommendations influence the Allocation Plan?***

**Full list of comments are included in Attachment A**

More here once we receive the public comment from...the public hearing, the Turnkey message line and web comment link.

Community members are very concerned about the rising number of homeless persons in every community as well as the increasing cost of renting apartments and housing to purchase. Community members want cities and counties to provide more services, facilities, and affordable housing to “get people off the streets”.

Homeless services providers are engaging with County SHS staff to expand and strengthen all services and housing options for persons experiencing homelessness in Clackamas County and the Portland Metro Region.

All comments will be accepted and are included in Attachment A.

**Needs Assessment and Gaps Analysis**

HOME-ARP Qualifying Populations include:

- Persons who are homeless;
- Persons at-risk of homelessness;
- Persons fleeing, or attempting to flee, domestic violence, sexual assault, stalking, or human trafficking;
- Other populations where providing supportive services and/or assistance would prevent homelessness or would serve those with the greatest risk of housing instability;
- Veterans and families that include a veteran family member that meet one of the preceding criteria.

The unmet housing and service needs of qualifying populations are described below using data reported in Clackamas County’s 2022-2026 Consolidated Plan.

Based on the Clackamas County Coordinated Housing Access data, as of January 2022, one thousand three hundred and thirty one (1,331) households totaling 1,908 people were homeless and in need of housing assistance. One thousand fifty one (1,051) were in Adult only Households.

**Veterans:** Seventy-nine of the homeless households had a veteran. Twenty-nine (37%) were chronically homeless; thirty-four (43%) were homeless and another sixteen (20%) were at-risk of becoming homeless.

**Families with Children:** A total of 225 families with children were counted as homeless. The average household size was 2.92, which equals 657 persons in families with children – 42% of those households were chronically homelessness (95 households), 28% (63 households) were homeless and another 30% (67 households) were in danger of becoming homeless.

**Racial data:** 2022 housing waitlist data is used to identify the number of homeless persons, both sheltered and unsheltered. Of those on the waitlist:

- 78% identify as white

- 7% identify as multiple races
- 5% identify as Black/African American
- 3% identify as Native American or Alaska Native
- 6% had missing data or refused to answer
- 1% identify as Native Hawaiian or Pacific Islanders
- 0.5% identify as Asian.

The combined data of several recent homeless reports (Supported Housing Services Annual Report, Homeless Count, and Coordinated Housing Access Report) indicates the following trends:

- Adult Only Households are significantly more unlikely to be unsheltered. However, the current inventory in Clackamas County has little capacity for Adult Only Households.
- There has been a dramatic increase in need for Youth Households under the age of 25, perhaps because of increased outreach services targeting youth.
- The number of unsheltered Veterans has decreased significantly, likely resulting from the availability of veteran-specific resources. *Veterans served in Veterans Village Transitional Facility remain on the CHA waitlist.*
- The population within the Urban Growth Boundary (UGB) in need of services is over five (5) times greater than the population outside of the UGB. Clackamas County communities inside the UGB include Lake Oswego, Milwaukie, West Linn, Oregon City, Gladstone, and Happy Valley. The top five communities outside the UGB includes Molalla (reporting 25 homeless persons), Canby (24), Sandy (19), Estacada (10) and Boring (10) (see Figure 2).

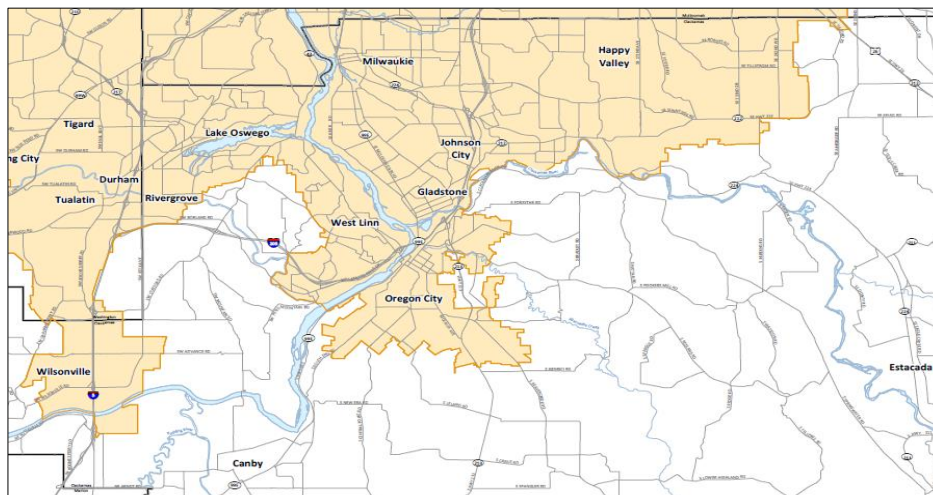


Figure 2: Clackamas County Urban Growth Boundary (Metro Data Resource Center)

### **Fleeing or attempting to Flee Domestic Violence**

Of the 1,331 households counted in the most recent CHA Waitlist analysis, 31% (412 households) reported that they were survivors of domestic violence. Nearly half of those survivors (47% or 194 households) were also experiencing chronic homelessness.

Clackamas County’s Continuum of Care (CoC) ensures that survivors of domestic violence, dating violence, sexual assault, or stalking have access to all of the housing and services available within the CoC’s geographic area, not just those run by victim service organizations. All survivors of



Domestic Violence, Dating Violence, Sexual Assault, and Stalking are enrolled to all housing waiting lists for which they are eligible. As housing slots open, survivors are housed directly into CoC programs or other housing options from DV or mainstream waitlists.

### Other At-Risk Populations

Characteristics of housing instability and risk of homelessness are complex and multidimensional, however the most common problem for low-income renters and owners is cost burden – most are paying more than 50% of household income to housing costs.

- 5,239 of Renter households with incomes below 30% of the Area Median Income (AMI) are paying more than 50% of their incomes for housing. Of all low-income households, 9,751 of Renters are paying more than 50% of their income.
- 4,046 of Owner households with incomes below 30% of AMI. Of all low-income Owner households 9,221 are paying more than 50% of their income for housing needs.

The combined total of low income Renters and Owners paying more than 50% of their income for housing is 18,972 households. All these households are at risk of homelessness whenever an unexpected expense or loss of income occurs (see Table 2).

	Renter				Owner			
	0-30% AMI	>30-50% AMI	>50-80% AMI	Total	0-30% AMI	>30-50% AMI	>50-80% AMI	Total
<b>NUMBER OF HOUSEHOLDS</b>								
<b>Small Related</b>	1,587	1,103	365	3,055	864	834	738	2,436
<b>Large Related</b>	285	183	0	468	224	129	145	498
<b>Elderly</b>	1,773	1,195	539	3,507	2,041	1,385	1,176	4,602
<b>Other</b>	1,594	958	169	2,721	917	383	385	1,685
<b>Total need by income</b>	5,239	3,439	1,073	9,751	4,046	2,731	2,444	9,221

Table 2: Households Paying More Than 50% of Income on Housing (2013-2017 CHA)

Other homeless and/or at-risk populations include those with untreated mental health and/or addiction issues. Based on the latest information in the Homeless Management Information System (HMIS), at entry, 612 homeless people needing housing had a mental health disorder, 119 people reported an alcohol and drug disorder.

### Current Housing Resources and Services

There are a number of resources currently available to assist qualifying populations, including congregate and non-congregate shelter units, supportive services, Tenant-Based Rent Assistance, and affordable and permanent supportive housing.

- **Clackamas County Supportive Housing Services**

The focus of Clackamas County Supportive Housing Services (SHS) activities during the 2021-2022 program year was developing an internal service and contracting system, and building the capacity of external service providers. SHS confronted an unprecedented challenge of expanding a limited infrastructure and capacity in a very short time to meet the growing demands for housing and homeless services. In the first year, the county, through SHS committed \$10.8 million for the

launch of new programs and services across many programmatic areas.

Components of this work included stabilizing two high-performing shelter programs and initiation of permanent supportive housing services. Several procurements for new services were launched during the second year of the program, totaling approximately \$7.5 million. These procurements resulted in 14 contracts – the largest investment in housing and homeless services in the history of Clackamas County.

- **Clackamas County Continuum of Care**

CoC coordinates the distribution of \$4 million in federal funding annually to support over 1,300 emergency shelter, transitional, and permanent supportive housing beds. CoC funded inventory of year-round beds for homeless persons includes 120 extreme weather beds for climate emergencies, 72 beds for households without children, 168 beds for households with children – a total of 240 Emergency Shelter beds. Transitional housing and interim housing funded by CoC includes 33 beds for families with children, 47 beds for adult only households – totaling 80 Transitional beds.

- **Clackamas County Social Services Division**

Social Services Division housing programs and services receive COVID CARES Act federal and state homeless services grants. The Social Services' Rent Assistance Team spent nearly \$14 million in federal and state rent assistance funding to stabilize housing for 1,420 Clackamas County households. Most of these services and rent assistance COVID CARES Act funds were one-time funds that are no longer available.

- **Non-Profit Housing and Supportive Services**

Clackamas Women's Services (CWS), Northwest Family Services (NWFS), and Immigrant and Refugee Community Organization (IRCO) operate transitional housing facilities that serve people experiencing homelessness due sexual assault, domestic violence, stalking, the sex industry, and elder abuse. Based on recent homeless Continuum of Care data, there are currently 63 beds available for households with no children, and 227 beds for households with children – a total of 290 beds for persons fleeing domestic violence.

- **Housing Authority of Clackamas County**

The Housing Authority recently completed the remodel of an elder care facility to become 47 studio units for persons who are homeless and disabled. The Tukwila Springs apartments provide secure permanent housing as well as supportive services on-site, including nutrition, health care, dental, and mental health services.

### **Gaps in Housing, Shelter, and Services**

Clackamas County waitlist and homeless count numbers demonstrate that the number of homeless persons is more than twice the number of available beds and services in Clackamas County. Of the one thousand nine hundred and eight (1,908) homeless persons counted in the Coordinated Housing Access waitlist, 98 are in temporary emergency shelter beds until other transitional and/or permanent housing can be found. Most emergency shelter beds are for adults.

Clackamas Women’s Services and Northwest Family Services are the two domestic violence service providers in our Continuum that provide housing to people experiencing homelessness due sexual assault, domestic violence, stalking, the sex industry and elder abuse. The number of shelter beds available for women and children is 290.

There are 40 year-round beds for Transitional Housing and 410 beds for rapid rehousing.

***Identify the characteristics of housing associated with instability and an increased risk of homelessness if the PJ will include such conditions in its definition of “other populations” as established in the HOME-ARP Notice:***

The characteristics of housing associated with instability and risk of homelessness are multi-layered, however the most common problem for low-income renters and homeowners is the cost burden of paying more than 50% of household income to housing costs. For persons fleeing or attempting to flee domestic violence, sexual assault, stalking, and human trafficking, there are few safe housing alternatives. Affordable housing options that include supportive services must also be available to facilitate stability for persons experiencing mental health and/or addiction issues, persons with disabilities, or other crises affecting their ability to be housed.

***Identify Priority Needs for Qualifying Populations***

Priority needs for qualifying populations include:

- Permanent, affordable housing with integrated supportive services.
- Permanent, affordable housing.
- Emergency shelter and transitional housing with integrated supportive services to stabilize before permanent placement (those who are homeless, those fleeing/attempting to flee domestic violence and related, those in need of support to prevent homelessness, veterans).

***Explain how the level of need and gaps in its shelter and housing inventory and service delivery systems based on the data presented in the plan were determined:***

The needs assessment and gaps in Clackamas County’s shelter and housing inventory was based on a review of the current Consolidated Plan data, the homeless Continuum of Care (CoC) bed inventory, the Homeless Point-In-Time Count and the Coordinated Housing Access (CHA) waitlist data. Service delivery system data was obtained through program reports from service providers.

## **HOME –ARP Activities**

***Describe the method for soliciting applications for funding and/or selecting developers, service providers, subrecipients and or contractors and whether the PJ will administer eligible activities directly:***

Clackamas County staff may solicit proposals for potential affordable housing developers or others to develop a variety of housing facilities. There are also a number of housing proposals already being considered by the County, including projects planned by the internal housing development office which is part of the Housing Authority of Clackamas County (HACC).

The County will use a variety of methods to solicit new and/or select proposed affordable housing projects to serve the HOME-ARP qualifying populations.

***If any portion of the PJ’s HOME-ARP administrative funds were provided to a subrecipient or contractor prior to HUD’s acceptance of the HOME-ARP allocation plan because the subrecipient or contractor is responsible for the administration of the PJ’s entire HOME-ARP grant, identifying the subrecipient or contractor and describe its role and responsibilities in administering all of the PJ’s HOME-ARP program.***

No portion of HOME-ARP administrative funds were provided to a sub-recipient or contractor.

**Use of HOME–ARP Funding**

	Funding Amount	Percent of Grant	Statutory Limit
Supportive Services	0		
Acquisition and Development of Non-Congregate Shelters	0		
Tenant Based Rental Assistance (TBRA)	0		
Development of Affordable Rental Housing	\$3,102,082		
Non-Profit Operating	0		5%
Non-Profit Capacity Building	0		5%
Administration and Planning	\$547,426	15%	15%
<b>Total HOME-ARP Allocation</b>	<b>\$3,649,508</b>		

***Additional Narrative, if applicable:***

Proposed projects for HOME-ARP funds include the development of affordable rental housing, including affordable housing situations that incorporate supportive services to facilitate stability for residents experiencing a variety of challenges.

***Describe how the characteristics of the shelter and housing inventory, service delivery system, and the needs identified in the gap analysis provided a rationale for the plan to fund eligible activities:***

The data gathered in the needs assessment/gap analysis clearly provide a rationale for the proposed projects in Clackamas County’s HOME-ARP Plan. The County has a growing vulnerable, low-income population that is paying more than 50% of their income for housing. The homeless population has also grown and COVID CARES Act funding was used to provide temporary housing to some households. However, most of this funding has been expended, and housing assistance still remains a critical need for this population.

Clackamas County is now developing a Supportive Housing Services network of providers to coordinate local and federal funds to work with all HOME-ARP Qualifying Populations to provide resources, support, and secure permanent housing opportunities. The HOME-ARP funds will assist in those efforts by contributing to the development of new affordable housing units.

Clackamas County receives local tax bond funds for housing development and homeless services which are administered by the Supportive Housing Services (SHS) Team. The County's Social Services Division also has state homeless assistance funds to provide rent assistance and services. The Continuum of Care also provides Federal funding for homeless services and rent assistance for permanent supporting housing.

The County is engaging communities to expand the limited shelter capacity to provide entry points for homeless families and individuals to access permanent supportive housing units. It is also working with non-profit housing developers to secure more funds to produce more units for vulnerable populations. This HOME-ARP Plan focuses on production of more affordable housing.

### **HOME –ARP Production Housing Goals**

***Estimate the number of affordable rental housing units for qualifying populations that the PJ will produce or support with its HOME-ARP allocation:***

HOME-ARP funds will be used to create approximately 20 HOME-ARP units.

***Describe the specific affordable rental housing production goal that the PJ hopes to achieve and describe how it will address the PJ's priority needs:***

Production of new affordable housing units is the number 1 goal listed in Clackamas County's 2022-2026 Consolidated Plan. The proposed HOME-ARP funded 20 units of new, affordable rental housing will address priority needs for all HOME-ARP qualifying populations.

### **Preferences**

***Identify whether the PJ intends to give preference to one or more qualifying populations or a subpopulation within one or more qualifying populations for any eligible activity or project:***

The Continuum-of-Care Coordinated Housing Access referral system will serve all Qualifying populations with no preference given to one population over the other.

***If a preference was identified, explain how the use of a preference or method or prioritization will address the unmet need or gap in benefits and services received by individuals and families in the qualifying population or category of qualifying population, consistent with the PJ's needs assessment and gap analysis:***

Not Applicable

***If a preference was identified, describe how the PJ will use the HOME-ARP funds to address the unmet needs or gaps in benefits and services of other qualifying populations that are not included in the preference:***

Not Applicable

## Referral Methods

***Identify the referral methods that the PJ intends to use for its HOME-ARP projects and activities. PJ's may use multiple referral methods in its HOME-ARP program:***

Clackamas County will use its Coordinated Housing Access system (CHA) to refer qualifying populations to housing developed with HOME-ARP funding.

***If the PJ intends to use the coordinated entry (CE) process established by the CoC, describe whether all qualifying populations eligible for a project or activity will be included in the CE process, or the method by which all qualifying populations eligible for the project or activity will be covered:***

Per Clackamas County's Continuum of Care and Emergency Solutions Grant Policy Manual, Coordinated Housing Access (CHA) prioritizes people most in need with a scoring system that awards more points for vulnerability factors including length of time homeless and disability. An added vulnerability index for people who self-reported chronically homeless eligibility captures medical fragility. Chronically homeless persons are prioritized for Permanent Supportive Housing (PSH) beds in accordance with HUD guidance in CPD Notice 16-11. The determination will be documented in the client file.

Using factors to determine the level of vulnerability, all qualifying populations will be referred to housing created through HOME-ARP funding.

***If the PJ intends to use the CE process established by the CoC, describe the method of prioritization to be used by the CE:***

Clackamas County's Coordinated Housing Access (CHA) prioritizes people most in need with a scoring system that awards more points for vulnerability factors including length of time homeless and disability. An added vulnerability index for people who self-reported chronically homeless eligibility captures medical fragility. PSH referrals are prioritized by vulnerability, using HUD's Order and Priority, so that the most vulnerable people receive assistance first.

***If the PJ intends to use both a CE process established by the CoC and another referral method for a project or activity, describe any method of prioritization between the two referral methods, if any:***

Not Applicable.

**HOME –ARP Refinancing Guidelines - Not applicable.**

Clackamas County does not intend to use HOME-ARP funds to rehabilitate or refinance any properties.