Washington County Consolidated Plan
Anti-Poverty Strategy Work Group
April 29, 2009

Agenda

1. Overview of anti-poverty strategy

2. Goals for this group
   - Identify areas of potential impact
   - Identify goals within selected areas
   - Identify strategies to reach goals
   - Support implementation of strategies
   Draft by end of May

3. Review analysis of qualitative and quantitative data

4. Overall Framework

5. Identify areas of potential impact

6. Identify goals within selected impact areas

7. Identify potential strategies – Who else do we need at the table?

8. Set Date/Time for next meeting

Hand outs
Qualitative Data Summary
Issues of Poverty Document
Additional Data
Six National Goals – 3 levels of impact
Community Matrix

Client interviews and Focus Group
Summary of Major Findings

40 One-on-one interviews conducted by Portland State University students with Community Action Energy and Emergency Rent and Housing and Homeless Services clients and residents of Washington County Department of Housing affordable housing complexes
1 focus group conducted with 7 Spanish Speaking Head-Start parents

Client Identified Needs

1. Frustration with social service system: While individual services are helpful in reducing causes or conditions of poverty, the system as a whole appears difficult to access and navigate. Clients would like to see increased co-location, coordination and transparency. Clients find system to be categorical rather than comprehensive requiring them to interact with multiple service systems in order to meet their needs. *Navigational Assistance*
2. Perverse reward system: Abrupt cut-of from services and fear of failure serve as disincentives to increase self sufficiency. Families felt as though they are better-off keeping their benefits. The inability to build or hold assets while receiving assistance perpetuates poverty. *Future Particularly Unpredictable*
3. Strengthen Safety Net: Housing and health care most needed. Desire for more on demand short-term services with simple applications to facilitate access and help people through a rough spot. Need more clarity around what services are available and how to access them. Increase outreach so that people know about services when they need them. Extended hours to accommodate work schedules. Combine services with housing.
4. Housing support: Wait for sec. 8 voucher 1- 3 years and process was paper intensive and burdensome. Once a family receives the voucher, it is difficult to find housing. Time and inspection requirements are burdensome for families. Multiple application fees drain family budget. Difficult to find available units that will accept voucher – ADA accessible units also difficult to find. Short-term rental subsidies when not connected to employment supports to assist with increasing income can result in families losing housing.
5. Transportation: Lack of dense, frequent public transportation network limits opportunities for employment, housing and involvement in community activities. Need for more flexibility in transportation options.
6. Health Care: Need for better healthcare a major concern. Public health care programs not accessible to adults who do not have disabilities. Prescriptions and over the counter medications are unaffordable. Taking time off to care for sick children place employment at risk and for parents, without paid sick leave, eats into family budget. Mental health care is particularly difficult to access. Bureaucracy and paperwork are barriers to timely coverage. Long waits, inattentive providers and lack of sensitivity to needs also mentioned.
7. Barriers to employment: transportation, presence of disability in household, lack of documentation, lack of opportunities, lack of affordable child care

→ Communication

Client Identified Values
1. Co-located, coordinated and comprehensive services
2. Service enriched housing - resident services viewed as valuable in fostering sense of community, supporting children and parents and providing essential services.
3. Case management/ individualized support services
4. Housing, employment and school stability
5. Educational/Enrichment opportunities for adults and children- ESL, life skills, homework support, quality schools, quality child care

Current services that were identified as being received:

TANF, Disability Benefits, food stamps, energy assistance, housing assistance, case management, after-school programs, free meals, free food, Social security, veterans benefits, mental health services, unemployment benefits, child support, OHP, weatherization, medical transport, Adelante Mujeres, home cleaning help, Hope Spring, library, substance abuse counseling, free clothes for work, free furniture, parks & Rec scholarships, tuition reimbursement, housing deposits, Head Start, Virginia Garcia, Goodwill, employment office, Washington County Health Department, WIC, Library, Centro Cultural, Mexican Consulate, St. Matthew's Church, Salvation Army

Increased demand for Temporary Assistance for Needy Families (TANF) since January 2008		
Jan 2009 – Total number of families	22,601	
Increase in families over Jan 2008	3,595	
Percent increase statewide Jan 2009 over Jan 2008	18.9	
Greatest regional increases TANF		
Washington County		36 percent increase
Clackamas County	25.5 percent increase	
Salem area (Marion, Yamhill, Polk Counties)	24.3 percent increase	
Increased demand for food stamps since January 2008		
Jan 2009 – Total number of people	535,000	
Increase in people over Jan 2008	77,929	
Percent increase statewide Jan 2008 over Jan 2007	17	
Greatest regional increases food stamps		
Central Oregon (Bend, Prineville, Madras)	27 percent increase	
North Coast (Tillamook, Astoria, St. Helens)	20.4 percent increase	
Medford	19.3 percent increase	
Clackamas	19.0 percent increase	

Six National Anti-Poverty Goals

Goal 1: Low-income people become more self-sufficient (Family Goal)
Goal 2: The conditions in which low-income people live are improved. (Community Goal)
Goal 3: Low-income people own a take in their community
Goal 4: Partnerships among supporters and providers of services to low-income people are achieved. (Agency Goal)
Goal 5: Agencies increase their capacity to achieve results (Agency Goal)
Goal 6: Low-income people especially vulnerable populations, achieve their potential by strengthening families and other supportive systems. (Family Goal)

Movement towards achievement of a goal can be measured on a scale.

Family level scales measure changes one family at a time. The dimensions for change may include status of employment, education for adults and children, family functioning, income and health.

Agency level scales measure changes in a single agency or program within an agency. The dimensions of change may include client satisfaction, cultural sensitivity and competency, funds development and fiscal or administrative health.

Community scales measure change in community systems or conditions. The dimensions for change include public policy, equity, civic capital (or civic engagement), service and support systems and economic opportunity.

Several scales used together form a matrix.

Interventions, Strategies, and Activities produce change in:

Unit of measure	One client or family at a time	A community condition or system	An agency or program
Scale Level	Family Level Scale measures change in levels of	Community Level Scale measures change in levels of	Agency Level Scale measures change in levels of *capacity*
Dimensions of change	- income - education - family functioning - transportation - employment - housing - basic needs - community involvement - substance abuse - child care - health	- public policy - equity - civic capital - service & support systems - economic opportunity	- goverance - collaboration & partnerships - compliance - cultural sensitivity - workforce environment - planning, measurement, and evaluation - communications - information management
Duration of change	endures beyond the agency's investment	endures beyond the agency's investment	stops when agency's investment stops
Aggregation level	agency or program	agency or state	state or agency
Scale Thresholds	- Thriving - Safe - Stable - Vulnerable - In Crisis	- Thriving - Safe - Stable - Vulnerable - In Crisis	- Thriving - Safe - Stable - Vulnerable - In Crisis
National Goals	**1 & 6** 1. Low-income people become more self-sufficient. 6. Low-income people, especially vulnerable populations, achieve their potential by strengthening family and other supportive systems.	**2 & 3** 2. The conditions in which low-income people are improved. 3. Low-income people own a stake in their community.	**4 & 5** 4. Partnerships among supporters and providers of services to low-income people are achieved. 5. Agencies increase their capacity to achieve results.

*Note to Introductory Table: This table contrasts the differences in scales which measure outcome for families, the community and individual agencies. The working paper which follows discusses ONLY community scales, community level outcomes, and strategies to effect community level change. For a more detailed discussion on the relationship between community and family scales, see the explanatory section on page 17.

Qualitative Data Summary
Washington County Consolidated Plan

Handwritten annotations at top: Co-locating: Employment, Timeline of Interviews, Rose CDC

Client Identified Needs

Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	Goal 6
Low income people become More Self sufficient	The conditions in which low-income people live are improved	Low-Income People Own a Stake in Their Community	Partnerships among supporters and providers of services to low income people are achieved	Agencies increase their capacity to achieve results	Low-income people, especially vulnerable populations achieve their potential by strengthening family and other supportive systems
Access to Services Transportation Education ESL Early Childhood ED Early Intervention ED Health Care Employment Assist. · Cash Assistance Basic Needs Assist. **Barriers to Services** Transportation Identification Documentation Navigation Assistance	**Housing** Application fees Criminal Record Criminal activity of other tenants Lack of Energy Efficiency **Transportation** Reliance on public transportation limits options. Personal transportation costly. Lack of Affordable transportation options. **Child Care** Reliance on informal networks for childcare **Health Care** Lack of access High Costs	**Barriers to Community Participation** High cost for team sports. Reliance on public transportation. **Lack of Consumer Involvement** Lack of autonomy, flexibility and diminished self-efficacy. Lack of transparency in system.	**Lack of Clarity in Service Provision** Categorical rather than comprehensive assistance provided. Challenge of multiple eligibility requirements in numerous benefit systems.	**Access to Agency Services** Challenge of accessing services at multiple locations.	**Lack of Comprehensive Service Information** ADA Housing Relocation Assistance

Provider Identified Needs

Goal 1 Low-income People Become More Self Sufficient	Goal 2 The conditions in which low-income people live are improved	Goal 3 Low-Income People Own a Stake in Their Community	Goal 4 Partnerships among supporters and providers of services to low income people are achieved	Goal 5 Agencies increase their capacity to achieve results	Goal 6 Low-income people, especially vulnerable populations achieve their potential by strengthening family and other supportive systems
Access to Services Lack of affordable housing education/awareness. Lack of local support and resources to support mentally ill. Lack of services and housing systems that work in languages other than English. Limited transportation services. Lack of affordable healthcare. Lack of centralized food distribution center	**Transportation** Lack of adequate transportation services, especially for elderly & special needs	**Public Safety** Need for outreach in prison, pre-release transition services, effective treatment for offenders, & clean and sober housing and services.	**Systemic Issues** Lack of efficient processes. Fragmented resources to support the linkage of housing and supportive services Lack of Government commitment and will for affordable housing. Piecemeal funding and duplicative reporting systems Growing population with needs but resources not growing at same rate Volunteer recruitment and retention down in hard economic times. Fragmentation: clients lead complicated lives with inter-related needs, but services are provided in silos.	**Economic Threats** Lack of Federal funds for services due to budget cuts. Rapidly & radically changing housing development finance system (equity & lending)	**Non-English Speaking Population** Human service needs of a growing population of documented non-citizens and undocumented residents. Very challenging to effectively serve deep needs of immigrant population
Economic Threats Lack of job growth Need for more living wage jobs with benefits			**Development Challenges** Very few affordable housing developers Lack of available land for development.		**Prevention vs. Crisis Response** Very difficult to provide prevention & early intervention services while demand for immediate services is increasing and $$ is decreasing.

Prioritized Client Needs

Navigational assistance for access to services.

Improved access to organized information about available services

Need for comprehensive service provision

Need for maintenance of benefits and support during transitions (moves, divorces, employment changes, etc)

Strengthen critical safety net services: Housing, Health Care, and Transportation

Provide on-site residential services

Development of One- Stop Service Centers

Prioritized Provider Needs

Lack of local (non-pass-thru) money / Lack of local political champion

Partnerships (business community, services, faith, community) and volunteer development and training

Coordination of processes/coordination across agencies is currently ineffective.

Linking services and housing (including risk mitigation pool.)

Needs of low income residents are invisible to many. Lack of public awareness and concern, and tendency to blame the vicitim. Results: neighborhood resistance to programs & facilities, lack of public/political interest in government addressing these needs, and a disconnect with the private sector and employers.

Need for dissemination of information about programs/approaches that work.

	Thresholds	Public Policy – both formal written policies and unstated norms	Equity – economic and social distribution of power, opportunity and access	Civic Capital – volunteer, social and recreational, religious & citizenship activities	Service & Support Systems – all social and human services, public safety, health, education, child care, housing, infrastructure, etc.	Economic Opportunity- business climate, labor market, economic base
Dimensions						
1	**Thriving**	Innovative public policy – affirmatively seeks new ways to promote the economic development and well-being of low-income residents	Celebration of differences Equal treatment and opportunity in both economic and social transactions	Low-income and minority residents have strong sense of community and belonging. Investment in the social and political well-being of the community.	Comprehensive and integrated services – virtually seamless. Collaboration and synergy. Community wide strategic planning, responsive and strongly consumer driven.	Economy is vibrant. Broadly diversified economic base, high employment and all sectors of the economy benefit equally.
2	**Safe**	Public policy is supportive of the needs and aspirations of low-income people. Proactive, systematic removal of barriers	Affirmation of rights and values of others despite differences	Low-income people and issues are part of community dialog. Vibrant civic life, high level of involvement in community	Service and support programs have strong preventive orientation. Most essential services are available to those who need them.	Economy emerging. Plans for appropriate development of business and industry.
3	**Stable**	Public Policy is reactive to the needs of low-income people.	Awareness of differences Tolerance	Participation in civic affairs, identifiable leadership within community	Services are available and generally comprehensive, but are reactive. Focus on evident, current needs. Communication among providers	Economy is stagnant. Shared goals for economic growth and inclusion being discussed.
4	**Vulnerable**	No (unenforced) public policy intended to support the needs and aspirations of low-income persons	Diverse populations are generally isolated from each other. Uninformed and complacent about lack of interaction.	Awareness of need to work toward common good, "token" participation, some level of civic life	Some services are responsive to focused needs. Services and resources are limited and not comprehensive. Competition among providers.	Economy contracting. Unemployment higher than state & national average and concentrated in minority populations.
5	**In-Crisis**	Public Policy is hostile with respect to conditions and needs of low-income persons. Policies make it difficult for low-income persons to live in and contribute to the community.	Fear and conflict characterize interactions among diverse populations. Open hostility is common.	Marginalization – physical and social isolation, no identifiable leadership, no involvement in policy making	Public and social services are non-responsive to community needs. Ineffective/inadequate services, minimal planning,	Economy collapsed. Unemployment high and rising.

(handwritten notes) Strategic co location — Commission on Children & families from clients perspective 10%

Table 10
Services and Support Systems Scale with Housing Subscale

(1) Community Scale Thresholds	(2) Services and Support Systems Scale Descriptors	(3) Services and Support Systems Scale	(4) Housing Subscale
Thriving 5	Comprehensive and Interrelated	Community services of all kinds are both comprehensive and integrated into a virtually seamless system. Collaboration and synergy are the norms. Social services are based on a "wellness" model and are participant driven. A strong community-wide set of strategic planning processes assures that public and community services are responsive and will grow and develop in accord with community needs. Community is committed to providing resources sufficient to assure quality and comprehensiveness of, and full access to, community, public and educational services.	*Affordable housing development is integrated with other systems including education, social services and transportation. Most housing initiatives involve multiple players. Development of affordable housing is targeted to clearly identified community needs. It is needs driven, not driven by available categorical public funding opportunities. Housing planning process is comprehensive and reflects both vertical and horizontal integration.*
Safe 4	Preventive	Service and support programs have a strong preventive orientation. Most essential community and social services are available to those who need them. Service providers are committed to collaboration and are in the process of developing an integrated approach to provision of community services. Planning involves all segments of the community. Commitment of resources is adequate to assure continued availability of services that meet needs for both basic and early intervention services, as well as for strong public and education services.	*The community has a long range plan for affordable housing and strategies to meet its goals and objectives. Most low-income households needing housing have multiple choices in terms of price, size and location. Housing developers are pursuing collaborative projects, such as mixed income developments. Planning for affordable housing includes intended beneficiaries throughout the process. There is a wide range of financing available for affordable housing development, including private and local, state and federal funding.*
Stable 3	Comprehensive but Reactive	Public and social services available in the community are generally comprehensive, but are primarily reactive in their responses to community needs. Planning tends to be very limited in strategic outlook and occurs principally within programmatic boundaries. Focus is on evident current needs. Clients (customers) are seldom brought into the planning process. Providers of public and social services are communicating and considering the value of collaboration. Resources are adequate for the most immediate basic needs.	*While there is significant growth in the development of affordable housing in the community, it is not proactive in nature but generally in response to existing problems. Low and moderate income households are rarely consulted in the development of housing plans. Developers of affordable housing meet regularly to share information and are discussing processes to collaborate on development activities. While often not well matched to household needs, most low-income families are able to locate housing.*
Vulnerable 2	Responsive but not Comprehensive	Some key public and social services exist and are responsive to needs to which they are focused but the range of community services and resources is limited but not comprehensive. There is no effort to plan collaboratively and comprehensively for a broad range of community needs. Fragmentation of services and community resources is common. Resources are strained and directed principally to maintenance of effort. Competition is the most common characteristic of relationship between service providers.	***The community continues to experience growth in the development of affordable housing but local data indicate that the lowest vacancy rate is in housing for low to moderate income households. Participants in agency's self-sufficiency programs experience considerable difficulty in obtaining adequate housing. Housing related problems are the second most frequent barrier to participant success. While the local government has a housing development plan, it is primarily used to satisfy federal requirements and does not guide most housing development activity or policies and initiatives by local organizations or local government. There is little coordination between local housing developers or between housing development and other human services activities.***
In Crisis 1	Non-Responsive	Public and social services are non-responsive to community needs. "Turf" boundaries are very strong and planning is minimal or non-existent. Even emergency services are inadequate in comparison with the intensity of need. Resources are barely adequate to maintain even the most minimal configuration of community services. Most public and social services are ineffective.	*Available affordable housing stock is significantly below identified needs. Homelessness and overcrowding are common. There is significant competition between for-profit, non-profit and governmental housing developers.*

Notes to Table 10:

Columns (1) and (2) contain the thresholds and descriptors that were first presented Table 1. Column (3) repeats the scale for the Services and Support Systems Dimension first presented in narrative form in Table 8. Column (4) is how the local CAA applied the indicators and descriptors of the Services and Support Systems Dimension to its specific goal and strategy of increasing the affordable housing stock. The descriptors in the block for "Vulnerable" on the Community Scale (or "Responsive but not Comprehensive" on the Services and Support Systems Dimension) are in bold type to indicate where the CAA placed its community at the time it initially reported the project.

Table 11
Public Policy Scale with Housing Policy Subscale

(1) Community Scale Thresholds	(2) Pubic Policy Scale Descriptors	(3) Public Policy Scale	(4) *Housing Policy Subscale*
Thriving 5	Innovative	Public policy affecting the community is innovative in its values, premises and strategies regarding the condition and needs of low income persons. Affirmatively seeks new ways to promote the economic development and well-being of low income residents and their full inclusion in the life of the community.	*Low-income needs are fully integrated into community housing planning and development systems. Land use planning and zoning policies require that developers provide set asides for affordable housing and/or employment generating activities as a condition for the approval of new development.*
Safe 4	Supportive	Public policy is supportive with respect to the needs and aspirations of low income residents. Generally is proactive and systematic in identifying and eliminating barriers to improvement in economic and social status.	*There is a comprehensive plan to develop affordable housing consistent with identified needs. The local government actively seeks private, federal and state resources for housing development. The land use planning and zoning process is proactive in ensuring that sufficient sites are designated for future development.*
Stable 3	Reactive or Selective	Public policy is reactive in its approaches to responding to the needs of low income persons. When issues are forcefully brought to the attention of policy makers, it is usually possible to achieve a case-by-case policy outcome that is favorable with respect to issues and problems of low income residents.	*While the local government has a plan to develop low-income housing, its goals are not pursued proactively. When low-income advocates and supportive groups press for housing initiatives, however, the local government tends to respond positively. The land use planning and zoning process is even-handed and treats all petitioners consistently without respect to socio-economic status.*
Vulnerable 2	None or Unenforced	There is no public policy intended to support the needs and aspirations of low income persons, or any such policy that does exist is unenforced. There is little or no awareness or concern or acceptance of public responsibility for supporting improvement of the economic and social conditions of the poor.	*There is no comprehensive community policy to develop affordable housing. The only planning that occurs is to satisfy federal requirements to obtain grant funds. Land use planning and zoning decisions are generally based on the relative power and influence of the petitioners.*
In Crisis 1	Hostile	Public policy is hostile with respect to conditions and needs of low income persons. Policies are intended to make it difficult for low income persons to live in the community or to play a meaningful and contributing role in the life of the community.	*Public policy actively discourages the development of affordable housing through lot size and other restrictions that put most housing beyond the reach of low income families. The community has no plan for the development of affordable housing and does not seek or accept federal or state funds for housing initiatives.*

Notes to Table 11:

Columns (1) and (2) contains the thresholds and descriptors that were first presented in Table 1. Column (3) repeats the scale for the Public Policy Dimension first presented in narrative form in Table 5. Column (4) is how the local CAA applied the indicators and descriptors of the Public Policy Dimension as the potential outcomes of its goal and strategy were broadened to include producing a change in public policy regarding affordable housing. The descriptors in the block for "Vulnerable" on the Community Scale (or "None or Unenforced" on the Public Policy Dimension) are in bold type to indicate where the CAA placed its community when it reported on the project following the reversal of its zoning request.