

7 OUTCOME MEASURES

THE 2005 CONSOLIDATED PLAN HAS BEEN PREPARED BY THE FIVE COUNTY ASSOCIATION OF GOVERNMENTS TO DOCUMENT THE HOUSING, COMMUNITY, AND ECONOMIC DEVELOPMENT NEEDS OF SOUTHWESTERN UTAH. THIS CHAPTER OUTLINES STRATEGIES, PRIORITIES, GOALS AND OUTCOME MEASURES FOR SPECIAL NEEDS, HOUSING, COMMUNITY AND ECONOMIC DEVELOPMENT.

STRATEGY AND OUTCOME MEASURES

The region's Consolidated Planning process is directed by the Five County Association of Government's Steering Committee. The purposes of the Association are identified in its Articles of Association:

"Therefore, we the representatives of local government of Beaver, Garfield, Iron, Kane, and Washington Counties in the State of Utah, hereby join together in a voluntary organization. . . for the purpose of meeting at regular intervals to discuss and study area wide problems of common interest and concern, and to develop action recommendations for ratification and implementation by member governments in the area served by the region."

The Consolidated Planning Process, under the direction and guidance of the Steering Committee involves local governments and citizens in identifying needs and developing solutions to problems. The consolidated planning process establishes priorities, goals, and outcome measures for special needs, housing, community and economic development and other related purposes.

PRIORITIES

A decade of employing the Consolidated Planning Process, combined with recent advisory committee discussions and public participation, has identified several priorities for housing, economic and community development and other efforts, that will be implemented over the course of the next five years.

Five County regional priorities recognize the need to promote fair housing through diversity of race, ethnicity, income level, gender, and/or disability status within area communities. These priorities and resulting goals work towards accommodating a continuum of housing types and income levels that are developed in collaboration with a full range of citizens, community organizations, businesses, and government entities. These strategies focus on enhancing the quality of life for all residents and visitors.

In allocating limited public resources, the Five County region may consider the following options in guiding determinations of greatest needs. Projects receiving federal funds and state matching funds should meet at least one, and preferably several, of the following priorities:

Housing for the Homeless, Low Income Households, and those with Special Needs. Encourage development of a range of housing types for all income levels, but will target funds to serve the homeless, low-income households and those with special needs.

Maintain and Revitalize Neighborhoods and Housing in Communities.

Extensive stock of older housing should be maintained through rehabilitation instead of replacement. Much of this housing is located in previously developed areas that may have infrastructure repair/improvement needs and new construction in-fill needs in order to maintain and revitalize neighborhoods. Give priority to projects that seek to maintain and revitalize such areas through housing rehabilitation, as well as infrastructure improvements and new construction in previously developed areas.

Building the Capacity of Community-Based Organizations and Local Governments.

Give priority in funding projects that build capacity through training and technical assistance. Training and technical assistance for existing community-based organizations is critical to the completion and ongoing success of both housing and community development programs. Building the capacity of developers and other organizations must also include collaboration with government entities and service providers.

Creative Leverage of Resources for Community Development and Housing.

Projects that identify and use multiple funding sources, especially private funding and creative public resources, will be given priority. These creative public resources include county housing trust funds and mechanisms such as Federal Housing Administration insured financing. Housing projects that provide access and availability of adequate consumer choice in supportive services connected to housing projects (permanent supportive housing) are another means of demonstrating creative leverage.

Use of New Technologies and Innovations in Housing Construction and Rehabilitation.

The housing industry has many new technologies that can both improve the long term affordability of housing, and improve the access and use of the existing stock of housing. Association staff will facilitate efforts to apply these new technologies if they improve the long term cost and affordability of housing.

Promote Economic Opportunities.

Regional officials recognize that a core cause of housing and community development challenges can often be traced back to lack of income or lack of economic opportunities at both the household and community levels. Using community development and housing resources to promote economic opportunities can help make significant gains in overcoming the problems of poverty and disadvantaged areas.

RATING AND RANKING

Community and Economic Development Prioritization.

The Five County Association of Governments has established a formal Rating and Ranking process to determine the highest priorities of community and economic development project applications in a given funding year. That process is reviewed on an annual basis and the criteria are approved by the Steering Committee before the start of the next funding cycle. While the primary focus over the history of the program has been on traditional “brick and mortar” projects and infrastructure, there have been numerous non-traditional projects such as first-time home buyers assistance, meals on wheels delivery vehicles and sewer

connection fee assistance. The process enables the flexibility to adapt to changing circumstances and needs while still addressing one of the three Congressionally mandated National Objectives of the HUD/CDBG programs:

Benefit Low- and Moderate-Income Persons

Under this objective, CDBG-assisted activities benefit low and moderate-income persons.

Elimination of Slum and Blight

These are activities that help to prevent or eliminate slums and blighted conditions.

Urgent Need

Use of this category is extremely rare. It is designed only for activities that alleviate emergency conditions.

MONITORING

The Five County Association of Government’s Community Development staff will rely on the state of Utah Division of Housing and Community Development (UDHCD) to provide the Association with programmatic information and statistical data on CDBG projects which have recently been “closed-out” by their Division.

The Association of Government’s Steering Committee, each year acting in its role as the CDBG Rating and Ranking Committee, prioritizes projects for funding. Following that regional prioritization of projects, the state of Utah, through the UDHCD, enters into a contractual arrangement between the local governmental entity. The Grantee may have applied on behalf of an eligible sub-grantee. The Association is not a party to the CDBG contract between UDHCD and the local entity. During the course of implementation of the CDBG funded project, the local Grantee is required to submit to the UDHCD status/progress reports in conjunction with requests for project funds. The Association is not privy to those status/progress reports.

The Association itself is routinely a Grantee, directly receiving CDBG funding, and as such is required as previously explained, to include status/progress reports with each request for funds that the Association sends to UDHCD for processing.

By the UDHCD providing copies of each Grantee’s “Close-out packet”, the Association staff will utilize the information contained in the “Close-out Packet”; which includes project information, demographic and other financial and statistical data which the Association staff will analyze and interpret to determine the relative success or failure of the project originally prioritized by the regional Rating and Ranking Committee.

Each project success will be reviewed to determine that the project recently completed has met, and to the extent accomplished, one or more of the Primary Outcome Measures identified in this Consolidated Plan. If there was a project failure, the staff will look back at the Primary Outcome Measures and determine whether the failure was either a result of “setting the bar too high”, i.e. an insurmountable physical environment, political, or financial obstacle, or caused by other identifiable and quantifiable reasons that led to the project failing.

The intent is to identify those elements of funded projects that quantify and accurately reflect the general long-term goals and shorter-term action strategies identified in the Consolidated Plan for this region and that they are being adequately and appropriately addressed.

GOALS AND OUTCOME MEASURES

The following nine goals constitute the foundation for regional programs and actions to be pursued in the coming five years. This five year strategy provides direction in the form of goals and outcome measures that will be tracked to determine performance during the five year period. Outcome measures may be added and/or modified when the Plan is updated annually.

The five year strategy includes common measures applicable to more than one type of activity and activity-specific measures included under each goal statement. All applicable common measures will be tracked and reported by grantees. Among the activity-specific measures, there are primary measures on which all grantees will be required to report, and optional measures that will be tracked based upon the goals of local grantees.

Examples of Common Measures of Successful Outcomes

- Private dollars leveraged (including loans/mortgages)
- Persons/households benefitted by activity and by income level
- Dollars expended per activity
- Diversion from institutions (e.g., nursing homes) or more restrictive placements (e.g., group homes)
- Increased value of homes and/or equity of households assisted
- Tax base increases
- Employment of people at living wage incomes (living wage income is a measure of self-sufficiency)
- Number of new business starts and expansions

Goal: Improve the Quality of Housing Stock through Rehabilitation

Poor quality of some of the housing stock is generally identified as one of Utah’s housing problems. Census data does not contain sufficient information needed to fully analyze this problem; however, the Census contains information about some of the most severe problems such as the lack of a kitchen or bath. Homes with complete kitchens and baths may still have major structural problems such as faulty roofs, bad wiring, plumbing problems, defective heating/cooling systems, etc. Because of that lack of information, Community and Economic Development Division staff undertook a Housing Stock Condition Study in southwestern Utah in 2004. The results of that study are provided in the Housing section of this plan. While the number of deteriorated and dilapidated homes is relatively small, it is nonetheless a problem that needs to be addressed.

Primary Measure: Number of homes with code violations that are rehabilitated or replaced.

Optional Measures:

Energy cost savings provided because of weatherization programs assisted in maintaining homes

Waiting list reductions

Number of households that have completed lead based paint abatement.

of Dollars spent on lead paint abatement work.

Obstacles to Implementation:

Funding

Education/Awareness

Goal: Enhancing Community Health, Safety and Quality by Preserving Neighborhoods and Communities

Maintain and revitalize neighborhoods that have been in decline or are deteriorated. These efforts may include a variety of activities including housing rehabilitation, stabilizing infrastructure, curbs and other street improvements, and recreational facility improvements.

Primary Measure: Increase quality of the neighborhood/community

Optional Measures:

Non-assisted homes repaired (percentage of home improved without assistance)

Reduced code violations (percentage reduction of violations reported annually)

Building permits (percentage increase in building permit values)

Housing values increased (local market analyses/property reassessments)

Foreclosure rates decrease

Community clean-up/improvement projects (hours of volunteer work/homes helped)

Community Health Statistics

Obstacles to Implementation:

Funding

Apathy

Goal: Provision of Supportive Services for Permanent Housing

Encourage developers to provide “service-enriched” housing that will help the homeless, very low income residents and those with special needs maintain or achieve greater personal, social, and economic independence and an enhanced quality of life. Support services help meet an array of needs for individuals and families placed in housing. Regional service providers, in collaboration with the Southwest Continuum of Care, have recognized the need to educate families and individuals about the importance of maintaining a job, budgeting finances, and properly maintaining a home.

Primary Measure: Cost savings of maintenance and operating costs achieved via supportive services including improved rent collection, reduced turnover and reduced eviction costs, etc.

Optional Measures:

People/households moved to higher level of self-sufficiency
 Number of people with access to needed support services (includes transportation)
 Partnerships established with service agencies such as county Care and Share organizations
 New services funded with CDBG or local resources
 Improved financial status of residents via counseling, credit repair, or energy education
 Reduced crime rates
 Number of housing projects with service coordinators or service management agreements

Obstacles to Implementation:

Funding
 NIMBYism (Not In My Back Yard)
 Difficulty attracting contractors

Goal: Improve Rental Housing Opportunities

Census data indicates that renters have more housing problems than homeowners. When renters are compared to homeowners of the same household type and income level, the percentage of renters with housing problems is higher than owners. Several rental needs, such as multiple bedroom units and preservation of the existing rental housing stock, are critical. Although there are federal and state resources currently used for rental housing, the region will continue to encourage opportunities to develop both permanent supportive rental housing and affordable rental housing.

Primary Measure: Number of affordable units developed for the homeless, very low-income households and those with special needs.

Optional Measures:

Affordability for extremely low-income households (30% or less)
 Affordability for assisted living units
 Improved tenant usage:
 Vacancies rate of assisted rental stock
 Turnover rates decrease
 Actual median family income of tenants based on survey, not on rents charged
 Number of affordable units not receiving ongoing rental assistance, i.e., without Section 8
 Percentage of units that are market rate
 De-concentration of assisted housing units
 Promoting self-sufficiency:
 Percentage of renters that become homeowners

Percentage of former homeless or transitional housing residents now tenants/renters
 Accessible units provided for beyond minimum requirement
 Number of units developed
 Preservation of existing affordable rental units
 Code compliance of rental units via rehabilitation
 Wait list reductions

Obstacles to Implementation:

Funding
 Disinterested landlords
 Lack of Economic Development

Goal: Assist Families and Individuals to Become Home Buyers

Homeowners, even low-income owners, tend to maintain their homes and neighborhoods, thus, providing stability to the neighborhood. Homeowners also contribute more to the tax base of a local government. In most of the region, once down payment and closing costs are covered, home ownership can be more affordable than renting. While every household might not be suited for home ownership, many households may solve long-term housing problems, build equity, and adopt an enhanced sense of belonging to a community - if they are able to purchase their first home.

Primary Measure: Number of successful home buyers assisted.

Optional Measures:

Percentage of buyers receiving home ownership counseling
 Mortgage delinquency rates decrease
 Educational benefits of stability in school population
 Participation in community organizations (number of volunteer hours, percent of population. involved)
 Voter participation rates(more homeowners than renters typically register to vote)

Obstacles to Implementation:

Funding
 Lack of general awareness of available programs

Goal: Use a Continuum of Care to Address the Economic, Social, and Health Problems of the Homeless

The state has developed a regional Continuum of Care that has been working towards identifying the number of homeless in the Southwest region and the housing and support services required to address the homeless. Subsidies and assistance for housing development programs can help many very low and low income people overcome their housing problems. However, for the homeless population with little to no income, physical or mental health problems, and/or a variety of addiction problems, housing may often be a secondary issue. These needs must be addressed through a continuum of care, not a segmented and categorical approach.

Primary Measures: Percentage of clients placed in permanent or interim housing
 Reduction in number of persons who are homeless

Optional Measures:

Recidivism rate reduced (percent of people returning for service within one year)
Percentage of people placed in employment
Percentage of people obtaining increased wages
Children placed in health care and education programs
Duration of stay in shelters and transitional facilities reduced (average days or months)
Cost per client or family

Obstacles to Implementation:

Institutional inertia
Lack of funds dedicated to building a Continuum of Care

Goal: Further Fair Housing and Address Community Opposition

The Five County region has an established network of state and local fair housing enforcement agencies and local advocacy organizations dedicated to promote fair housing opportunities.

Primary Measure: Percentage of fair housing complaints resolved

Optional Measures:

Number of educational sessions held and persons trained
NIMBYism and affordable housing complaints pursued
Percentage of households served in protected classes

Obstacles to Implementation:

Fear of retribution
NIMBYism (Not In My Back Yard)
Apathy

Goal: Creating Suitable Living Environments

Community Development Block Grant (CDBG) funds allocated to southwestern Utah have primarily addressed brick and mortar and utility infrastructure projects as the most pressing needs. Providing a cost-effective means to establish the base infrastructure allows private sector development to occur.

Primary Measure: Number of facilities built, number of persons benefitted by water systems upgrade, number of homeowners assisted, number of homes brought up to standards.

Optional Measures:

Improved quality and quantity of water
Community facilities now meet local needs
Percentage of low/moderate income households/families served
Reduced inflow and infiltration
Affordability of user fees
Projected savings of user fees because of assistance
Dollars spent on lateral installation and/or payment of tap-in fees
Reduced health risks
Public acceptance/use of new facilities

Obstacles to Implementation:

Funding

Goal: Providing Economic Opportunity

Several regional programs and activities enhance the economic condition of southwestern Utah. These include the regional Revolving Loan Fund as well as participation with county and state economic development professionals in addressing the economic vitality of the region.

Primary Measure: Number of new business attracted. Number of retained jobs.
Number of new industrial sites developed.

Optional Measures:

Roads and infrastructure expanded to accommodate new commercial growth
Increase in number of well educated/qualified job applicants
Increased job training opportunities through public/private programs
Increased cooperation between communities and the region addressing common goals

Obstacles to Implementation:

Funding
Competition from outside area

Annual Accomplishments Report - 2006

2006 Project Results

Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improved availability of senior services by greatly expanding the size and quality over that of the old inadequate facility that this facility replaced; b) improved the livability in the community for senior citizens by providing a new functional facility; and/or c) enhanced health and safety by demolishing and replacing the old senior citizens center which contained asbestos, mold, and numerous electrical, structural and functional deficiencies.	# of persons, including low-income persons, served = 196	Construction of Community Facilities	Beaver County (Milford Senior Citizens Center)
Suitable living environment	a) improved availability of senior services by greatly expanding the size and functionality of the existing facility; b) improved the livability in the community for senior citizens by expanding the existing facility; and/or c) enhanced health and safety by reconfiguring the kitchen and meals on wheels preparation areas.	# of persons, including low-income persons, served = 2,328	Construction of Community Facilities	Iron County (Cedar Senior Citizens Center Expansion)
Suitable living environment	a) improved availability of access by disabled adults at county owned facilities; b) improved the livability of disabled persons in the county by making county facilities more accessible; and/or c) enhanced health and safety of elderly and disabled persons by bringing county facilities up to accessibility codes. standards.	# of persons, including low-income persons, served = 13,688	Remove Barriers to Accessibility for Disabled Adults	Washington County (ADA Project)

2006 Project Results (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improved availability of the senior citizens center by developing functional adequate parking; b) promoted livability in the community by improving the senior citizens center; and/or c) enhanced health and safety by installing lighting in the parking lot and reconfiguring the kitchen area to provide a more functional and safe preparation area for meals on wheels trays.	# of persons, including low-income persons, served = 203	Construction of Community Facilities	Washington County (Enterprise Senior Citizens Center)
Suitable living environment	a) improved availability of planning assistance especially to smaller communities with limited resources; b) created affordability by helping communities plan for affordable housing and accommodating additional growth; c) enhanced health and safety by assisting communities in developing codes and ordinances; and/or d) provided economic opportunity by assisting communities in planning for commercial and industrial development.	# of persons, including low-income persons, served =	Facilitate local and Regional Planning	Five County AOG (Regional Planning and Admin.)
Suitable living environment	a) improved availability of housing for LMI families by providing down payment/closing cost assistance; b) promoted livability of housing for LMI families by rehabilitating existing housing stock; c) created affordability through the provision of financial assistance to LMI individuals; and/or d) enhanced health and safety through rehabilitation addressing health code and safety concerns.	# of persons, including low-income persons, served = 131 Households	Provide Housing Opportunities for Low-income Persons	Five County AOG (Technical Assistance for HOME; Down Payment/ Closing Cost Assistance and Emergency Home)

2006 Project Results (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) provided economic opportunity by retaining existing jobs and/or creating additional employment for LMI individuals.	# of persons, including low-income persons, served = minimum 1 job for \$30,000 loaned	Provide Economic Development Opportunities for Low-income Businesses and Persons	Five County AOG (Revolving Loan Fund)

<p align="center">Strategic Plan and Annual Report Annual Action Plan (AAP) 2006-2007 Planned Project Results</p>				
2006 Projects				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improve availability of emergency medical services in the service area; b) promote livability in the service area by providing a functional facility to house emergency medical vehicles and personnel and to provide for adequate training space; and/or c) enhance health and safety by providing a facility that currently does not exist in the service area.	# of persons, including low-income persons, served = 3,458	Construction of Community Facilities	Beaver County (SSD #1 Ambulance Garage)
Suitable living environment	a) improve availability of fire protection services in Alton; b) promote livability in Alton Town by providing a functional facility to house fire equipment and to provide for adequate training space; and/or c) enhance health and safety by providing a modern functional fire station in the town.	# of persons, including low-income persons, served = 134	Construction of Community Facilities	Alton Town (New Fire Station)
Suitable living environment	a) improve availability of culinary water throughout the community by expanding the storage and distribution network; b) create affordability by expanding the capacity of the culinary water system to serve residential development; c) promote livability in the community by providing for an effective functional culinary water system; and/or d) enhance health and safety by bringing the existing water system up to current standards.	# of persons, including low-income persons, served = 596	Culinary Water System Improvements	Orderville Town

2006 Project s (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improve availability of culinary water throughout the community by expanding the storage and distribution network; b) create affordability by expanding the capacity of the culinary water system to serve residential development; c) promote livability in the community by providing for an effective functional culinary water system; and/or d) enhance health and safety by bringing the existing water system up to current standards.	# of persons, including low-income persons, served = 136	Culinary Water System Improvements	Washington County (Gunlock SSD)
2007 Planned Projects				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) enhance health and safety by bringing senior citizens center kitchen into code compliance.	# of persons, including low-income persons, served = 459	Construction of Community Facilities	Beaver City (Kitchen Upgrade Beaver Senior Citizens Center)
Suitable living environment	a) improve availability of housing stock exclusively for LMI households; b) promote livability through the development of new quality housing units; c) create affordability by providing additional housing stock available to LMI families; and/or d) enhance health and safety through the construction of new housing units built to current code.	# of persons, including low-income persons, served = 5 households	Provide Housing Opportunities for Low-Income Persons	Beaver City (Housing Authority)

2007 Planned Projects (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improve availability of senior services by greatly expanding the size and quality over that of the existing inadequate facility; b) promote livability in the community through the provision of senior services at a new functional facility; and/or c) enhance health and safety by building a new facility meeting current health and safety codes.	# of persons, including low-income persons, served = 653	Construction of Community Facilities	Iron County (New Senior Citizens Center in Parowan)
Suitable living environment	a) improve availability by purchasing an existing multi-family apartment complex to retain it as affordable housing stock in the community; b) promote livability by rehabilitating existing units to provide a quality living environment for residents; c) create affordability by preventing this complex from becoming a market rate development; and/or d) enhance health and safety through rehabilitation that addresses health code and safety concerns.	# of persons, including low-income persons, served = 19 households	Provide Housing Opportunities for Low-Income Persons	Cedar City (Housing Authority)
Suitable living environment	a) improve availability of access to community facilities and schools; and/or b) enhance health and safety by replacing an inadequate and dangerous culvert with a properly designed crossing.	# of persons, including low-income persons, served = 596	Improve Transportation	Orderville Town (New Bridge Construction)

2007 Planned Projects (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improve availability of senior citizens center by providing adequate parking; b) promote livability in meals on wheels delivery area for homebound elderly and disabled persons; c) enhance health and safety by having a professionally designed and constructed parking lot at the facility; and/or d) enhance the health of home bound elderly and disabled persons in the service area through the provision of home delivered meals.	# of persons, including low-income persons, served = 2,689	Construction of Community Facility and Provision of Public Service to Low-income Persons	Washington County (Hurricane Senior Citizens Center)
Suitable living environment	a) improve availability of sewer treatment; b) create opportunity for affordable housing development by expanding capacity of sewer system; c) promote liveability in community by providing for an effective, functional sewer system; and/or d) enhance health and safety of community by developing a sewer treatment system that meets regulations.	# of persons, including low-income persons, served = 1,285	Sewer System Improvements (Expand treatment lagoon and add additional collection capacity)	Enterprise City
Suitable living environment	a) improve availability of planning assistance especially to smaller communities with limited resources; b) create affordability by helping communities plan for affordable housing and accommodating additional growth; c) enhance health and safety by assisting communities in developing codes and ordinances; and/or d) provide economic opportunity by assisting communities in planning for commercial and industrial development.	# of persons, including low-income persons, served =	Facilitate local and Regional Planning	Five County AOG (Regional Planning and Admin.)

2007 Planned Projects (Continued)				
Outcomes	Outputs	Indicators	Activities	Project
Suitable living environment	a) improve availability of housing for LMI families by providing down payment/closing cost assistance; b) promote livability of housing for LMI families by rehabilitating existing housing stock; c) create affordability through the provision of financial assistance to LMI individuals; and/or d) enhance health and safety through rehabilitation addressing health code and safety concerns.	# of persons, including low-income persons, served = 131 Households	Provide Housing Opportunities for Low-income Persons	Five County AOG (Technical Assistance for HOME; Down Payment/ Closing Cost Assistance and Emergency Home)
Suitable living environment	a) provide economic opportunity by retaining existing jobs and/or creating additional employment for LMI individuals.	# of persons, including low-income persons, served = minimum 1 job for \$30,000 loaned	Provide Economic Development Opportunities for Low-income Businesses and Persons	Five County AOG (Revolving Loan Fund)