



# 2008/2009 Program Year Action Plan

The CPMP Annual Action Plan includes the [SF 424](#) and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

## Narrative Responses

### GENERAL

#### **Executive Summary**

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

Program Year 1 Action Plan Executive Summary:

In 1982, the Macomb County Board of Commissioners authorized Macomb County's participation as an Urban County in the Community Development Block Grant (CDBG) Program funded by the United States Department of Housing and Urban Development (HUD). The Urban County consists of 21 municipalities which have entered into cooperative agreements with the County to receive CDBG funding. Since its inception, over \$42 million in CDBG has been distributed to these communities. In 1992 Macomb County became a Participating Jurisdiction (PJ) for HUD's HOME Program, and in 2004 it received its first American Dream Down-payment Initiative (ADDI) Program allocations. In 2006 the Urban County joined with the Cities of Roseville and Sterling Heights, and with the Charter Township of Clinton, to form the Macomb HOME Consortium (hereafter Consortium), enabling those communities to benefit from the program as well. (See **Attachment A** for maps of the Consortium and the Urban County jurisdictions.)

The County's housing rehabilitation program is primarily funded through the HOME Program, and has assisted over 1,220 homeowners repair their homes. Twenty-one developmentally disabled individuals now live independently due to County/CHDO HOME Program collaboration, and Solid Ground Inc. is in the final stages of providing transitional housing for 14 families with as many as 43 family members, the only provider to assist intact families in Macomb County. Down-payment assistance, provided through the American Dream Down-payment Initiative (ADDI) has been enabled 26 individuals to purchase homes. CDBG funds have been used to develop, expand, or improve senior centers, park facilities, streets and sidewalks, water and sewer facilities; and to provide essential services for lower-income, homeless and at-risk populations, thereby measurably improving the quality of life.

In 2008, the Urban County will receive \$1,655,870 in CDBG funds, while the Macomb HOME Consortium will receive \$1,350,493 in HOME, and \$13,939 in ADDI funding. The Urban County expects to generate \$32,023 in CDBG and \$140,000 in HOME

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program income for a combined total of \$3,020,302. This does not include an estimated \$131,541 in funds reallocated from previous years or other non-Federal contributions. When the total of all leveraged funds is added, the 3 grants will leverage a total of \$17,608,641 for housing and community development activities. For more detail, please refer to the SF 424, to pp. 5-6 of this document, and to the Projects File, which accompanies this document.

The Macomb County Department of Planning and Economic Development (DPED), through its Community Development Services arm (CDS), is responsible for administration of all Programs, including lead responsibilities for the Consortium.

In order to qualify, recipient jurisdictions must prepare a Three to Five Year Strategic (or Consolidated) Plan, and a series of Annual Plans detailing the implementation of Consolidated Plan goals and objectives. Both the Consolidated and Annual Plans set forth programs, projects and activities (established with citizen, stakeholder and local municipal input) to address local needs. The Consortium's Consolidated Plan is effective from July 1, 2006 through June 30, 2009. This Annual Plan, effective between July 1, 2008 and June 30, 2009, is the third and final increment of the 2006 Consolidated Plan. It focuses on the Urban County's CDBG Program and the HOME Consortium's HOME and ADDI programs. The CDBG Annual Plans prepared by the other Consortium members have been, or will be, submitted separately.

The CDBG, HOME and ADDI Programs have clearly defined objectives. The County's CDBG, and the Consortium's HOME and ADDI Programs have, through the consolidated planning process, been established to achieve Program mandates, and established 7 priority objectives as follows:

Priority #1 – Housing: The Consortium, and its members, may assist homeowners, and those who want to become homeowners, through housing repair, home maintenance and chore services, limited new construction, and down-payment assistance for first-time homebuyers.

Programs of rental assistance may include acquisition and (when necessary), minor repair, Housing Choice Voucher assistance (implemented by public housing commissions and the Michigan State Housing Development Authority [MSHDA], and the Macomb Continuum of Care, hereafter CoC,), and possibly the development of new, or rehabilitation of substandard, rental units. The Consortium does not intend to provide tenant-based rental assistance during the life of the Consolidated Plan.

Priority #2 – Create and Maintain Public Facilities and Infrastructure: Community and stakeholder feedback indicates a need for public works and infrastructure throughout the County. The second priority is therefore to maintain existing, and create new, public facilities and infrastructure in lower-income (LI) or blighted areas.

Priority #3 – Homeless Prevention and Services: Homelessness is becoming an increasingly large concern in Macomb County. Programs are therefore required to assist the homeless and prevent homelessness among at-risk populations, including those with special needs. Homeless Prevention and Services has therefore become the third priority objective.

Priority #4 – Expand the Availability of Public Services: Community and stakeholder feedback indicate a strong need for expanded and improved human services. The

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County will therefore provide and expand human services to LI people, particularly those with special needs and those at-risk of homelessness.

Priority #5 – Develop Effective Planning and Management Capacity: There is a need to develop the capacity required to address ever-changing conditions in the County. Funds will be spent to undertake essential planning, and to invest in the development of strategic resources.

Priority #6 – Encourage Business Retention and Attract New Businesses to Macomb County, in order to provide jobs to all residents, but particularly those from lower-income households.

Priority #7 – Address Foreclosures in Macomb County. There were a total of 5,489 foreclosures in Macomb County during 2007 compared with 2,089 in 2006 (see attached map). This 163% increase, compared to a 50% increase nationally, is heartrending for the families affected, problematic for the lending community, and reduces tax revenues and increases the demands for services at the municipal level. It must, and will, be addressed. The Consolidated Plan is therefore amended to add this Priority Objective.

## **General Questions**

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.

The pattern of development in Macomb County is diverse, with older development and population centers generally, but not always, found in the south. The frequency and intensity of development generally and gradually diminishes as one proceeds north, particularly in the northeastern and north central parts of the County, where, except for several small cities, the area is still largely rural.

Population income levels also vary by area. Incomes tend to be lower in the older, more southerly, areas, and in some of the older cities and villages. Incomes tend to be higher in the more recently developed areas. In the latter, however, one still finds scattered homes or small concentrations of lower income (LI) people. A map (**see Attachment B**) identifies these LI areas. The County will direct assistance into these areas to the extent possible. Other activities which target a specific LI population, or which directly assist LI people may be undertaken throughout the Urban County.

The number and proportion of Macomb County minority residents is growing as shown in the following table. 1990 data are added to provide baseline data.

Year of Estimate	White	African-American	Asian	Hispanic (any Race)
1990 <sup>1</sup>	95.8%	1.4%	1.2%	1.1%
2000	93%	<3%	2.5%	1.5%
2006 <sup>2</sup> (est.)	88.3%	6%	3.3%	2.0%

In 1990 almost 96% of the County's population was non-minority. In 2000, almost 93% was non-minority, with less than 3% being African-American, 1.5% being Hispanic, and the remainder being Asian or Middle Eastern. Although small, these figures were roughly double those identified in 1990. Further increases have occurred since 2000, as borne out by the 2006 American Community Survey. Two communities, New Haven and Mt. Clemens, have substantial minority populations, at 25% of the total, with the African-American or Hispanic populations of 19%. No other community had a combined minority population exceeding 10% of the total in 2006. The number of foreign-born residents, currently 9.6% of the population, is substantial. Clearly, the trend points to an increasingly diverse population. This will most likely continue.

There is often a correlation between race and income, with racial minorities having lower incomes, a phenomenon reflected in the two communities. The County has targeted and leveraged, and will continue, to the extent possible, target and leverage HUD formula resources in these and other LI areas.

As a result, activities are located in LI areas (i.e. census tracts and block groups). Communities with significant minority concentrations have also targeted funding into their LI (and minority) neighborhoods. The sheer number of activities prohibits identification on a map, and the reader is referred to the Projects file for a description and location (by census tract and block group) where possible. S/he is also referred to **Attachment B**, which identifies eligible CDBG assistance areas.

Macomb County has a strong tradition of home rule, and therefore allocates as much CDBG funding as possible to member communities. They, in turn, have identified activities and assistance areas, based on citizen input informed by statute and regulation, to address local needs and priorities

2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) during the next year and the rationale for assigning the priorities.

The Urban County is not an EMSA and does not receive HOPWA funding. This question is therefore not applicable to either the Urban County or to the Macomb HOME Consortium.

3. Describe actions that will take place during the next year to address obstacles to meeting underserved needs.

<sup>1</sup> Source: 1990 and 2000 U.S. Census

<sup>2</sup> Source: 2006 American Community Survey, U.S. Census

The County and Consortium have developed, and will continue to develop, partnerships with other municipalities, private non-profit organizations, and private institutions to extend the scope, reach, and effectiveness of its programs. Building on previous collaboration with MCCSA (Chore Services, Weatherization, and ADDI), and the CoC, (Multi-Purpose Facility committee), the County/Consortium is implementing programs through the County's Human Service Coordinating Body (to explore the potential for service coordination), and the Macomb Entitlement Cities and the Southeast Michigan Urban County Collaborative (to explore mutual housing concerns and opportunities). Last year, the number of active partnerships with non-profit organizations and other stakeholders increased, with the result that new activities are included in the 2008 CDBG program, with nascent ideas for future activities under consideration.

4. Identify the federal, state, and local resources expected-to-be-made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the strategic plan.

As noted, Macomb County will receive \$3,020,302 in 2008 Federal grant funds. This includes \$1,655,870 (CDBG), \$1,350,495 (HOME Consortium, of which the County share is \$640,030), plus \$13,939 (ADDI). The County expects to receive \$32,032 and \$140,000 respectively in CDBG and HOME program income, plus \$131,541 in carry over CDBG funds from prior years to address the priority needs identified in the Consolidated Plan. As mentioned there is significant leverage for various community and housing projects. The exact amount of accompanying private and non-Federal public resources is difficult to estimate, given the large number of proposed projects, and the large number of stakeholders involved. The numbers below should therefore be treated as estimates. Specifics are provided in the Projects Tables in this Plan.

**Public Facilities and Improvements:**

Number of Projects: 20	
CDBG Funding:	\$ 819,299
Reallocated CDBG	\$ 131,541
Other Funding:	<u>\$1,334,987</u> (\$794,987 Projects, \$540,000 R/LEMSC)
<b>Total Resources:</b>	<b>\$2,264,286</b>

**Public Services<sup>3</sup>:**

Number of Activities: 22	
CDBG Funding:	\$ 178,346
HOME Funding:	\$ 0
Other Funding:	<u>\$ 3,787,209</u> (Summation of Non-Profit Funding excepting R/LEMS)
<b>Available Resources:</b>	<b>\$ 3,965,555</b>

**Housing Programs:** (HOME plus County CDBG emergency repair)

Number of Projects: TBD	
CDBG:	\$ 32,023 (Emergency Repairs – Program Income)
HOME:	<u>\$1,794,354</u> (\$1,350,495 HOME + \$140,000 PI + \$303,861 Match)
<b>Available Resources:</b>	<b>\$1,826,377</b>

<sup>3</sup> Includes homeless services, comprehensive planning, and services to special needs populations.

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**ADDI Assistance:**

Number of Projects: 2

ADDI Funding: \$ 13,939

Other Funding: \$ 200,000<sup>4</sup>**Available Resources: \$ 213,939**

<b>Rental Assistance:</b>	<b>Budget</b>	<b># Units</b>
LRPH/Section 8 Assistance	\$ 6,714,012	1,285
MSHDA Assistance	<u>\$ 1,400,000</u>	<u>900</u>
<b>Available Resources</b>	<b>\$8,114,012</b>	<b>2,185<sup>5</sup></b>

**Homeless Assistance:**

HUD SuperNOFA \$ 771,396

MSHDA Homeless Ass't \$ 203,301**Available Resources \$ 974,697****Total Available Resources: \$16,475,700****Managing the Process**

1. Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.

The Macomb County Board of Commissioners designated DPED/CDS as the lead agency for developing this Plan. Its staff is competent and experienced, with a proven record of management performance for 25 years. DPED/CDS was also designated as lead agency for the Macomb HOME Consortium.

2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.

This Annual Plan was developed as follows:

- The County held a workshop for 21 local communities on December 6, 2007. Program requirements were explained and the communities were provided with paper and e-versions of all documents and support material required for successful completion of project applications.
- Each community held its own public hearing to encourage citizen and stakeholder views and comments on community needs and activities.
- Local applications were developed and submitted to the County by February 29.
- Staff reviewed the applications. Simultaneously, the narratives support data for the Annual Plan were developed.
- The County's Proposed Statement, including the Consolidated Plan, the Annual Plan with proposed CDBG, HOME and ADDI activities, was announced in a Notice of Proposed Final Plan, along with a Public Hearing Notice, in the Macomb Daily. The documents were made available to the public on line and at the DEPD offices.
- On May 5, 2008 the last public hearing occurred to solicit citizen comment.

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<sup>4</sup> Based on average leverage of \$100,000 x 2 household assisted

<sup>5</sup> Includes assistance from MSHDA, Clinton Twp., Eastpointe, Mt. Clemens, New Haven, Roseville, and Sterling Heights Housing Commissions. Other affordable privately rental housing and public housing not located in urban county jurisdiction not included.

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- On May 6, 2008, after the public hearing, the Planning Committee of the Board of Commissioners approved the Plan, followed by the Full Board on May 15, 2008.
  - The Plan was submitted for HUD review on May 16, 2008.
3. Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.

The County will continue to: 1) evaluate the housing and service needs within its jurisdiction, 2) evaluate the capability of housing and service delivery systems, and 3) develop partnerships with public and private health and social service agencies, including the County's Health Plan which provides assistance to indigent individuals (please see Question #4 on page 4 of this Plan). It has, moreover, established Focus Macomb, a body to improve the business climate, infrastructure and quality of life in Macomb County. The County has also begun to work with the Macomb Asset Building Coalition, the United Way, Michigan State University Extension Service, Lighthouse of Oakland County and other entities to address the serious foreclosure situation in the County. This process, begun in 2007, will continue.

## **Citizen Participation**

1. Provide a summary of the citizen participation process.

Please refer to the immediately preceding Question #2.

2. Provide a summary of citizen comments or views on the plan.

One resident commented about a proposed repaving of a senior center in Chesterfield Township. This matter is under review at this time, and appropriate actions will be taken based on the outcome.

3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.

Please refer to the Strategic Plan narrative, pp.5 - 6 of the Consolidated Plan.

4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

All comments received were fully considered and adopted, if and when appropriate, into the Consolidated Plan.

\*Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

## **Institutional Structure**

Describe actions that will take place during the next year to develop institutional structure.

Macomb County has the capacity to implement its housing and community development programs. It has established effective relationships with 21 local communities participating in the program (and with non-participant communities as

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well), with non-profit housing providers, with the State and neighboring jurisdictions, and with professional associations. Its staff is qualified and capable, and committed to providing effective customer service, and will be informed by the following:

#### Management Capacity

- The County is experienced in HOME and ADDI program administration, and is working with its Consortium partners to implement these programs.
- Program monitoring and evaluation is critical for ensuring compliance with program rules and requirements, and for ensuring program effectiveness. Procedures have been, and will be, evaluated and enhanced by the County.
- New programs and initiatives will be considered, developed, and implemented, if feasible and in keeping with the priority objectives of this Plan.

#### Program Administration

- Previously restricted use of CDBG for emergency rehabilitation, due to funding limitations, has become even more pronounced. The County will therefore use HOME funds for virtually all repairs in 2008.
- The County will continue its W/MBE contracting outreach effort.
- The County will continue to implement recommendations contained in the 2004 Analysis of Impediments to Fair Housing, to enhance its ability to address obstacles identified.

CHDO Capacity Development - There are three CHDO's qualified to partner with the Consortium in its HOME Program. The Consortium will continue to identify and strengthen CHDO relationships and capacity. It may award CHDO operating costs to Solid Ground to help pay for operational costs necessary for its transitional housing mission.

Expanding the Network of Partners - The Consortium has strengthened, and established new, relationships with partners and potential partners. Recent examples include the Macomb Entitlement Cities collaborative to identify issues of mutual concern and to promote shared housing implementation strategies), further collaboration with the CoC (to develop and implement the County's homeless strategy), the United Way, and the Southeast Michigan Urban County Collaborative. These will continue. Finally, efforts to work with lenders to provide homeownership opportunities continue.

Sub-recipient Monitoring - The County and the Consortium will monitor sub-recipients and CHDO's in 2008.

### **Monitoring**

Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

DPED/CDS administers the County's CDBG Program, and the HOME, and ADDI Programs on behalf of the Macomb HOME Consortium. It works with citizens, local communities, County Departments and other partners to prepare and implement activities and programs that meet Federal and local objectives. Specific projects, progress and accomplishments are routinely tracked and reported annually to citizens and other stakeholders. In the CDBG Program, local communities select activities to address needs, and the County assures eligibility and compliance with the National

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Objectives. A public notice stating that a Proposed Statement of Community Development Objectives and Projected Use of Funds was developed and published in the Macomb Daily on March 27, 2008. Citizens were invited to view the full document on line. Each project is assessed under NEPA, with contract conditions cleared before fund obligation. In construction projects, the County ensures Labor Compliance Standards conformance through guidance provided to local communities and by requiring a Pre-Construction Conference with the contractor to review all requirements and documentation federally funded projects. Womens and Minority Businesses are invited to submit bids for all construction contracts.

The County reimburses communities for work performed, and only after invoices, certified payrolls and approvals have been received and reviewed. Staff visits completed projects on a selective basis, works with selected sub-recipients, and with each new agency to discuss project design, income certification, billing procedures and annual reporting requirements. This approach has ensured fund expenditure in compliance with Program requirements.

Macomb County erased a spending shortfall that arose in 2006 and again in 2007, with the result that it now has less than one year of grant funds on hand. We continue, however, to monitor the small number of remaining older projects (greater than 2 years), and appropriate actions will be taken to ensure that all funds have been spent and projects completed in a timely manner.

The County is also aware of its responsibility to ensure HOME Program compliance by the Macomb Home Consortium. As lead agency, it 1) assists members with questions and concerns, 2) ensures program compliance, 3) monitors progress through project approval and IDIS operations, 4) monitors projects on site, and 5) tracks progress at Consortium meetings. Consortium members have gained extensive program knowledge during the past year, and have made considerable contributions to program design and operations.

In 2008, the County will monitor high-risk CDBG projects and activities, as described below, taking especial care to evaluate HQS and tenant eligibility monitoring of rental units acquired by Springhill Housing Corporation. The Solid Ground transitional housing project is a major focus of sub-recipient monitoring at the current time, given the size of the project and its overall importance to the Consortium's housing efforts.

The County rehab staff monitors the performance of its rehabilitation contracts and contractors, through review of procurement and contracting work, through serial work inspections, and through surveying the owner-recipients of rehabilitation assistance. In so doing, staff has improved product quality over time.

## **Lead-based Paint**

Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income, and moderate-income families, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

The County and the Consortium adhere to the Lead Safe Housing Rule (LSHR). Their rehabilitation inspectors are trained, certified, and inspect each property for

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deteriorated paint. They issue pamphlets concerning the hazards of lead-based paint to each rehabilitation applicant. They use State-licensed risk assessors to identify LBP hazards in properties being considered for rehabilitation assistance. Inspection results are used to develop effective treatments, and ensure clearance when the work is completed. This process ensures the identification and removal of lead hazards. The County, and the Consortium will, moreover, ensure compliance in CHDO-administered programs. Technical Assistance is provided to CHDO's when necessary. No other actions are necessary, or planned.

## HOUSING

### Specific Housing Objectives

\*Please also refer to the Housing Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.

Housing priorities, identified in the Consolidated Plan, are based on the following rationale: Owners who need housing assistance outnumber renters. Renter assistance is currently available through several Federal and State subsidy programs, including LRPB and Housing Choice Vouchers. These target households with incomes  $\leq 50\%$  of MFI. There are (outside of CDBG and HOME) few counterpart programs for homeowners. The level of assistance possible through the HOME and CDBG programs indicates best use if targeted to current homeowners for housing repair and maintenance, and for providing homebuyer assistance. The specific order of priority follows:

- a. Homeowner rehabilitation.
- b. Homebuyer assistance.
- c. Home maintenance and chore services.
- d. Rental assistance, particularly for those with special needs, primarily through housing acquisition, couple with minor repair, if needed.
- e. Other rental assistance including acquisition and minor repairs, and new construction.
- f. Rental rehabilitation or development, if appropriate and feasible.

The Consortium does not intend to fund Tenant-Based Rental Assistance.

2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

The Consortium's HOME allocation will be used in three ways. First, the County expects to rehabilitate up to 34 owner-occupied single-family homes to Section 8 HQS and State Residential Housing Code standards. Second, 15% will be reserved for CHDO activities in conformance with identified priority objectives. Third, 10% of the Consortium's base-grant, plus program income, is reserved for administration. Finally, an estimated \$32,032 in anticipated CDBG program income will provide emergency home repairs for residents of the Urban county.

Federal and State resources for LRP and Section 8 Housing Choice Voucher assistance were identified on page 5 above. We expect that the same number of households will benefit as in the past. In conformance with Federal mandate, many will have incomes  $\leq$  30% MFI, and most  $\leq$  50% MFI. Very few are expected to have incomes above that level. These were identified in the response to Question 4, on pp. 4-5 above.

The County, the Consortium, and other partners will seek opportunities to obtain additional housing as they materialize, provided that they are consistent with Consolidated Plan priorities.

### Needs of Public Housing

1. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.

Low cost rental housing is provided through a variety of means. There are seven Public Housing commissions in Macomb County, assisting a combined portfolio of roughly 1,300 households. Six of them, listed below, are located within the jurisdiction of the Urban County or the Macomb HOME Consortium:

Clinton Township HC	100 LRP	21 Section 8 Vouchers
Eastpointe HC	164 LRP	131 Section 8 Vouchers
Mount Clemens HC	288 LRP	0 Section 8 Vouchers
New Haven HC	88 LRP	0 Section 8 Vouchers
Roseville HC	102 LRP	309 Section 8 Vouchers
Sterling Heights HC	153 LRP	41 Section 8 Vouchers
Macomb CoC	<u>0</u> LRP	<u>89</u> S8
	795	591

In addition, MSHDA provided 900 Section 8 Vouchers in Macomb County in 2007. There are, moreover, an undetermined number of families with Vouchers issued by housing commissions outside Macomb County, and who have exercised Voucher portability to obtain housing within the County. The 5 Year Agency Plans (attached to the Consolidated Plan) from these Agencies emphasize preservation and maintenance of existing units.

Finally, the CoC received an allocation of Housing Choice Vouchers to assist the homeless and those at risk of becoming homeless. As of April 15, 2008 89 HARP Vouchers were issued to homeless families in Macomb County. This is a substantial increase over the number issued in 2007. More authority is available and we expect that more vouchers will be issued before year's end.

The County lacks sufficient resources to help any of the Macomb County housing commissions to repair and modernize their units. There are no troubled public housing commissions in the County, as defined by HUD's Office of Public and Indian Housing. None of the housing commissions within the jurisdiction of the Urban County are undertaking resident initiatives.

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Although there is no County housing commission, the existing network of housing commissions and privately owned affordable rental developments, has proven effective in providing decent and affordable housing for LI renter households.

2. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.

Fortunately none of the housing commissions in Macomb County has been designated as being troubled by HUD, and no action by the County or its Consortium partners is necessary.

## **Barriers to Affordable Housing**

Describe the actions that will take place during the next year to remove barriers to affordable housing.

The County has a variety of housing types and cost levels. There are few direct County controls over municipal decision making. The County therefore advises local communities concerning policies, land use controls, zoning ordinances, and other municipal actions that can promote affordable housing. One example of how the County promotes affordability involves a study of the special needs of elderly residents. The County has a rapidly aging population, and significant additional growth is expected by 2030. In order to plan for this remarkable change, the study identified special elderly needs, with an eye towards helping retain mobility and independence. The results will be shared with local governments so that they can plan for change by factoring design considerations into local ordinances.

The MHC partners with non-profit housing providers to increase the supply of decent and affordable housing, currently through programs of acquisition; acquisition, repair and resale; new single-family development, and specialized rental activities. The MHC is striving to identify other partners to expand affordable housing throughout Macomb County.

The County will promote its CDBG and HOME housing repair programs, and continue to help LMI homeowners seeking home repair assistance. It will continue its ADDI homebuyer assistance program, which is administered by the Macomb County Community Services Agency. It will continue to develop partnerships to promote new home development in depressed and distressed neighborhoods. This is essential for long-term community viability. It will, finally, support, to the extent possible, reasonable proposals for affordable housing.

## **HOME/ American Dream Down payment Initiative (ADDI)**

### General Background and Special Information

Since 1992, Macomb County (and now the Consortium) have received \$10,853,693 in HOME funds, including the \$1,350,493 becoming available in 2008. The County's share is roughly \$640,000, with a 15% set-aside for CHDO's and 10% for program administration. The remainder will be used for housing rehabilitation. A breakdown

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of the Consortium's activities can be found on the projects file attached to this document. No significant infusions of outside funding, apart from Match are expected. The Program should generate \$140,000 in program income this year.

#### *Program Administration*

The Urban County will use roughly \$113,726 allocated for HOME administration (10% of the base grant, including a small amount reserved for administrative costs incurred by its Consortium partners).

#### *Affirmative Marketing*

The County affirmatively markets the Program where possible, displaying the Equal Housing Opportunity logo, slogan and statement in its advertising. Any other any other owner using Consortium HOME funds for more than 5 units of rental housing must certify to the following conditions regarding the solicitation of tenants.

- use the Equal Opportunity logo, slogan or statement regarding affirmative marketing policy in all advertising;
- where appropriate to advertise, use media, including minority outlets likely to reach persons least likely to apply for the housing;
- display the Fair Housing Poster in the rental or sales office;
- where there is a project sign, display the Equal Housing Opportunity logo; and
- notify the County when vacant rehabilitated units become available.

The County will then monitor rental projects to assure compliance with affirmative marketing requirements. In the event of non-compliance, the County reminds the owner of fair housing laws and his contractual obligations, and works with him to rectify the problem. Should that fail, the County is ready to initiate appropriate action to ensure compliance.

As mentioned, the County will affirmatively market its program where appropriate. To date, there are two projects potentially subject to the Affirmative Marketing requirements, Solid Ground and Springhill Housing Corp. The latter entity has rented units to 21 developmentally-disable individuals, who have been identified by ARC of Macomb County. ARC selects prospective candidates based on their abilities and needs and matches them to offerings from the County CHDO. The former will soon open 14 units of transitional housing with 43 beds for homeless families. Both Springhill Housing and Solid Ground provide special needs housing and neither therefore affirmatively markets their properties in the manner envisioned above.

#### *W/MBE Contracting*

The County employs licensed and insured contractors in its rehabilitation program which has been particularly successful in adding several female-owned businesses to its list of contractors. More importantly, a significant number and share of dollars awarded has gone to them.

Efforts are also underway to attract W/MBE firms, including outreach through the Michigan Minority Business Development Council. In the past two years two comprehensive planning contracts were awarded to a minority Planning firm.

The level of participation by WBE firms has increased, but not enough to say that W/MBE objective have been attained. The County therefore continues its efforts to recruit more M/WBE vendors and contractors.

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1. Describe other forms of investment not described in § 92.205(b). [None.](#)
  2. If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.

[The Consortium will use ADDI funds for homebuyer assistance, and individual members may elect to implement homebuyer assistance activities, and the requirements at 92.254 will apply. If the homebuyer sells the property within the 5-year affordability period, the subsequent buyer must be low-income, as defined by regulation, and use the property as his/her principal residence, or the amount of HOME assistance will be recaptured. Once the homebuyer has owned the property for five years, there is no recapture. These provisions are outlined in program documents and in a separate mortgage applicable to the property.](#)

3. If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:

[The Consortium does not intend to refinance the existing debt on multi-family properties during 2008, and this section is not applicable.](#)

- a. Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.
  - b. Require a review of management practices to demonstrate that disinvestments in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.
  - c. State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.
  - d. Specify the required period of affordability, whether it is the minimum 15 years or longer.
  - e. Specify whether the investment of HOME funds may be jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e)(2) or a Federally designated Empowerment Zone or Enterprise Community.
  - f. State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.
4. If the PJ is going to receive American Dream Down payment Initiative (ADDI) funds, please complete the following narratives:

- a. Describe the planned use of the ADDI funds.

[The Consortium will use its ADDI funds for down-payment assistance to qualified homebuyers. MCCSA administers the program and follows a similar approach to its Individual Development Account \(IDA\) Program, with changes necessary for ADDI compliance. ADDI funds match the homebuyer's contributions at a 3:1 ratio. No rehabilitation is expected in ADDI projects.](#)

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At an average cost of \$7,500 per household, 2 homebuyers will be assisted with 2008. This will not have a significant impact on need, and the County's ADDI Performance Measure is therefore simply to ensure successful homeownership, increase family stability, and enhance individual expectations deriving from that stability, for families which could not otherwise have attained it.

- b. Describe the PJ's plan for conducting targeted outreach to residents and tenants of public housing and manufactured housing and to other families assisted by public housing agencies, for the purposes of ensuring that the ADDI funds are used to provide down payment assistance for such residents, tenants, and families.

The County has developed promotional information and marketed the ADDI Program through the County's 7 housing commissions and its mobile home communities. That material was also used for individual inquiries, and is routinely used by ADDI staff in meetings with potential homebuyers, and with community groups.

- c. Describe the actions to be taken to ensure the suitability of families receiving ADDI funds to undertake and maintain homeownership, such as provision of housing counseling to homebuyers.

Macomb County recognizes that homeownership is not desirable for every household, and has therefore crafted underwriting policies to carefully screen all applicants for credit-worthiness, as well as for income eligibility. All ADDI recipients, moreover, must complete an extensive homebuyer education and training program offered through the Michigan State University Extension Program. Failure by the enrollee to complete that curriculum results in termination from the ADDI program. The County has achieved an enviable record of promoting homeownership and success over the long-term.

## HOMELESS

### Specific Homeless Prevention Elements

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook.

1. Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento Homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction's plan for the investment and use of funds directed toward homelessness.

Neither the County nor its Consortium partners receive McKinney-Vento Homeless Assistance program funds to prevent homelessness. It does, however, work closely with the CoC and other partners, on an opportunistic basis. Several examples follow:

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- In 2006, MCREST, a CoC member, for example, received a \$20,000 grant from the Neighborhood Facilities Fund for consultant services to evaluate the need for and feasibility of a facility in the County. That study is now complete. Since then, MCREST received \$602,159 in HUD SuperNOFA funding and is working with the CoC, the Consortium, and other DPED staff to obtain more funding and bring the plan to fruition.
  - The County, the CoC and Turning Point developed an unsuccessful proposal for permanent housing assistance for battered women and their families and may, at some point, fully fund it on its own.
  - The Consortium awarded \$554,253 in HOME funds to Solid Ground, Inc. for the creation of 14 transitional housing units, containing 43 beds. This will be the only such facility, upon completion, to address the needs of intact homeless families in Macomb County.

Both the County and the Consortium are invested in furthering such partnerships.

The County, moreover, through its local communities, has provided CDBG assistance to agencies serving the homeless, special needs populations, and those at risk of homelessness. These agencies are effective in helping those in financial and other turmoil, remain in healthy living environments and off the streets. In 2008, CDBG funds are being provided to as follows:

- Community Assessment & Referral Education (CARE) – 3 communities have contributed \$1,165.00 to prevent and reduce the incidence of childhood trauma resulting from sexual and severe physical abuse, particularly the coordination, investigation, prosecution, and treatment of victims of child sexual and/or severe physical abuse.
- Care House – 5 communities contributed \$6,956 to address the needs of physically abused children, continuing the support provided in past years.
- Comprehensive Youth Services – 4 communities have contributed \$5,130 to hire a full-time case manager to help transitional housing residents achieve self-sufficiency. This person will assess individual client needs and coordinate his/her participation in other programs.
- Lighthouse Outreach – 1 community contributed \$6,650 to provide emergency financial and other services to prevent at-risk families from becoming homeless.
- MATTS (Macomb's Answer to Temporary Shelter) Salvation Army – was awarded \$1,840 to provide Emergency Shelter and related services to homeless individuals and families.
- Macomb Family Services - Senior Advocate Program – 2 communities contributed \$2,500 to provide food preparation, housecleaning and shopping assistance, helping elderly and disabled individuals remain in their homes.
- Macomb County Community Services Agency – 9 communities contributed \$28,770 for CHORE services (snow removal, lawn cutting, and minor home maintenance) to help elderly and disabled people remain in their homes.
- Macomb Warming Center – 2 communities contributed \$2,000 for emergency shelter and related services to homeless families and individuals.
- MCREST – 8 communities contributed \$21,410 for emergency shelter and related services to homeless individuals and families.
- Richmond/Lenox Senior Transport – 2 communities contributed \$3,100 to transport elderly and disabled individuals to medical, legal, nutritional, business errands. Four communities, moreover, contributed \$49,080 to pay down the balance of a multi-year fire facility construction project.

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- Samaritan House – 5 communities contributed \$33,500 to provide emergency food and services to prevent at-risk families from becoming homeless.
  - St. Vincent de Paul – 3 communities contributed \$8,250 to provide emergency services to prevent at-risk families from becoming homeless.
  - Turning Point – 5 communities contributed \$8,250 to provide battered and abused women and their children with emergency shelter and supportive services.
  - Wigs 4 Kids – Two communities contributed a total of \$2,000 to assist lower income children facing serious illness problems, enhance their appearance and, consequently, their self-esteem.
  - Macomb CoC - The County committed \$21,550, and 3 communities allocated \$3,450 to support the strategic development of the CoC. The CoC obtained MSHDA and HUD SuperNOFA funding in 2006 and 2007, and will continue to develop and implement its strategy in 2008.
2. Homelessness—In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.

Consolidated Plan Priority established Objective 3 (Assist the Homeless, and Prevent Homelessness in At-Risk Populations) and Priority Objective 4 (Providing and Expanding Human Services to LI, Special Needs, and At-Risk People) in recognition of the serious and growing homeless problem in Macomb County. As described in Question #1 above, and Question #3 below, the County and the Consortium have supported activities to prevent and end homelessness. These long-standing programs will continue during 2008.

The County and the Consortium are also moving to address the serious foreclosure problems, which plague the region. The efforts taken to date include participation in a foreclosure summit and in subsequent meetings to address the issue. These efforts are, at this time, embryonic, but will develop with additional attention and effort.

3. Chronic homelessness—The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness by 2012. Again, please identify barriers to achieving this.

There are three major barriers to eliminating chronic homelessness by the target date.

- First, the economy of the Detroit region is undergoing a fundamental, and extremely painful, restructuring. This factor, described in the Consolidated Plan, is outside the control of this, or any partner, agency tasked with ending chronic homelessness.
- Second, there are insufficient funds from grants to address the problem in a significant manner. In 2006 and 2007, for example, the MHC obtained roughly \$1.5m in Federal and State assistance. Although significant, it will not be sufficient to solve chronic homelessness by 2012. Although the CoC will continue to apply for grant funding, and will sharpen its strategy and management skills, ultimate success still depends on factors largely outside of its control.

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- Third, the CoC faces institutional hurdles, i.e. forming effective partnerships with agencies and other potentially interested partners. It is, however, making remarkable progress by establishing relationships with the Urban County, the Consortium, and other stakeholders. To the extent that the CoC succeeds, it may be able to obtain, on an opportunistic basis, additional funding for its mission.
4. Homelessness Prevention—The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.

Please see Questions #1 and #2 above.

5. Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.

HUD advised its recipient communities that the discharge policy requirement applies to only ESG and HOPWA recipients. Since neither the Urban County of Macomb nor the Macomb HOME Consortium receives ESG/HOPWA funding, the requirement is not applicable.

## **Emergency Shelter Grants (ESG)**

(States only) Describe the process for awarding grants to State recipients, and a description of how the allocation will be made available to units of local government.

Neither the Urban County nor the Macomb HOME Consortium receives ESG funding. This question is therefore not applicable.

## **COMMUNITY DEVELOPMENT**

### **Community Development**

\*Please also refer to the Community Development Table in the Needs.xls workbook.

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.

Priority Objective #2 (see p. 2 above) was established in recognition of the need to develop and maintain necessary public facilities and other infrastructure, specifically focusing on the need in LI and blighted areas of the County.

Homeless Assistance and Prevention (Priority Objective #3) and Public Services activities (Priority Objective #4) have already been addressed (see Questions 1 and 2 on the immediately preceding page for detail).

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The 2006 Consolidated Plan did not identify economic development as a priority need, since a strong and effective business and economic development presence exists within DPED. This presence and DPED's capability to address economic development issues has been substantially increased pursuant to the Board of Commissioner's direction in 2006 and 2007. At least 4 new business development positions have been established, with two being filled from outside of the Department. DPED filled the other two positions by lateral transfer. This has resulted in a redoubled DPED effort to attract and retain businesses.

DPED has explored the feasibility of using CDBG funds, where appropriate to attract and retain business, with the following result: CDBG funds have been used for area and functional planning in commercial areas. CDBG funds could, moreover, be used to improve buildings and infrastructure in commercial areas, and DPED will explore the feasibility of other opportunities to achieve the Board of Commissioner's directive. This narrative therefore supports Priority #6 to the Consolidated Plan, Economic Development.

2. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

\*Note: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

The following narrative, contained in the 2006 Annual Plan, describes short-term (1-3 years) and long-term (3-5 years) objectives:

*Priority Objective #2 - Public Facilities and Infrastructure:* 42 projects will be completed over the life of the Consolidated Plan. These include: streets, sidewalks and public beautification, parking facilities, senior centers, parks, water, sewer and drainage facilities, and fire facilities. All will either be located in a LI or blighted area, or be designed to serve LI people. Long term, the County hopes to see at least 60 such projects completed, improving the lives of hundreds of LI County residents.

*Priority Objective's #3 and 4 - Homeless Prevention and Assistance, Maintain and Expand Essential Human Services:* Short-term, the County hopes to provide operational support to 3 homeless facilities, and to organizations providing emergency assistance to the homeless and those at-risk of becoming homeless. It will also provide assistance for senior services, youth services, health care, transportation, and other services required by LI people. This will alleviate distress among hundreds of Macomb County families. Long-term, it is working with the MHC to develop a multi-purpose center to address special problems among homeless persons who require permanent supportive housing assistance, and to provide an even higher level of service support.

*Priority Objective #6 -* The County will evaluate the feasibility of implementing activities to attract and/or retain businesses, particularly as they relate to

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providing jobs for persons coming from lower-income households. This will, at least in the short-term, be accomplished through traditional CDBG activities including general and functional planning (570.205), and improvements to buildings and infrastructure in commercial areas. It is possible, however, that other forms of special economic development assistance (570.203) may be forthcoming.

## **Antipoverty Strategy**

Describe the actions that will take place during the next year to reduce the number of poverty level families.

The County, as mentioned and consistent with Priority Objectives 3 and 4, promotes public services to address human service needs for LI persons. These promote positive life-styles which, in turn, increase chances for long-term emotional, familial, and employment stability. The CARE, Care House, Comprehensive Youth Services and Turning Point programs, in particular, help families and children resolve destructive relationship issues thereby fostering long-term growth. Similarly, MATTS, Macomb Warming Shelter, MCREST, Samaritan House, Solid Ground, Turning Point, Lighthouse Outreach, and the Society of St. Vincent de Paul help special needs populations overcome emergencies and other challenges, offering them positive alternatives. The County Health Plan, moreover, provides essential medical coverage to indigent people, who might not otherwise receive it. These soften the edge of poverty and can help families escape it.

DPED also works with MCCSA, and its CoC Coordinator, to provide ADDI homebuyer assistance for LI families. That program requires recipients to show good faith by saving for their home, and by completing homeownership courses. This encourages individual responsibility, which can in turn, foster the emotional and financial stability required for successful homeownership, and for the creation of wealth.

The County's CDBG program does not yet directly address unemployment and business development and job training, for the reasons already mentioned. This may, as just mentioned, change. Its Economic Development Division, however, will continue to offer and expand its business development assistance to businesses seeking to expand and/or locate to Macomb County, and provide advice to small business investors and owners, including many LI individuals establishing micro-enterprises. These efforts promote long-term employment. As indicated previously, the County is seeking ways to concentrate and combine resources for maximum effect on high priority needs. Staff will continue to search for new opportunities, and develop them once identified.

Finally, as previously mentioned, the County works with the State of Michigan's Michigan Works! Program to promote employment through matching job seekers with businesses in need of qualified workers; and with the MHC, which provides a host of services, including housing counseling for those in need.

## **NON-HOMELESS SPECIAL NEEDS HOUSING**

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## **Non-homeless Special Needs (91.220 (c) and (e))**

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.

The Urban County of Macomb and the CoC intend to address non-homeless special needs populations in accordance with Priority Objective #4, Providing and Expanding Essential Human Services and, to a lesser extent, through Priority Objective #1, Housing, as follows.

- The former priority will be met through the variety of services being undertaken in 2008 by the County. These include care of, and advocacy for abused children (Care House), battered spouses and their dependents (Turning Point), CHORE Services (MCCSA), Macomb Family Services, Senior Programs (multiple communities), and Emergency Assistance for Families in Crisis (Lighthouse Outreach, Macomb Family Services, and St. Vincent de Paul).
  - Housing needs will be met through ADA repairs to disabled homeowners as part of the County's housing rehabilitation program. It will also be met by the Consortium with HOME-acquisition assistance, subsequently rented at a discount to developmentally-disabled individuals.
  - Although not funded through CDBG, the County, through its Department of Community Mental Health (CMH), provides a significant degree of support to people with Severe Mental Illness, the developmentally- and physically-disabled, people who abuse substances, and persons affected by HIV/AIDS. Funding comes from the Federal and State governments. CMH, for example, provides supportive services to developmentally disabled residents of the Springhill Housing units, helping them live independently. Its partners, moreover, augment CMH funds with non-governmental resources. This will continue for the foreseeable future.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.

As mentioned, CMH receives Federal and State funding, and distributes those funds to partner organizations to provide essential supportive services. This arrangement has been successful and is expected to continue in the future.

## **Housing Opportunities for People with AIDS**

Neither the Macomb HOME Consortium, nor the Urban County, receives HOPWA funding. This section is therefore not applicable and is left blank.

\*Please also refer to the HOPWA Table in the Needs.xls workbook.

1. Provide a Brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.
2. Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for

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persons who are homeless.

3. Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The evaluation can address any related program adjustments or future plans.
4. Report on annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.
5. Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.
6. Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.
7. Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.
8. Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.
9. Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.

### **Specific HOPWA Objectives**

Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the Action Plan.

Neither the Macomb HOME Consortium, nor the Urban County of Macomb, receives HOPWA funding. This section is therefore not applicable and is left blank.

### **Other Narrative**

Include any Action Plan information that was not covered by a narrative in any other section. [None.](#)