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I. GENERAL INFORMATION

A. Executive Summary

General Information

The Consolidated Plan for Housing and Community Development is a requirement of the 1990 National Affordable Housing Act and the Community Development Plan, for the U.S. Department of Housing and Urban Development (HUD). The plan is required of entitlement communities, which receive Community Development Block Grant (CDBG) funds under HUD's housing and service programs related to the needs of low and moderate-income persons. Once developed, the Consolidated Plan identifies a community's housing, homeless, community development and non-homeless special needs and establishes strategies to address those needs.

The Consolidated Plan is the City's guide for the provision of decent housing, a suitable living environment and economic opportunities for its citizens, specifically those of low and moderate-income. The CDBG program can fund a host of activities to help low-income people and neighborhoods, such as housing rehabilitation, public facilities, code enforcement activities, transitional housing, community services and infrastructure.

The Consolidated Plan is required to be developed and submitted to HUD at least every five years, but may be developed and submitted for a three-year period, if deemed appropriate by the grant recipient. The City of Oak Ridge chose to develop a Consolidated Plan for the three-year period of July 1, 2011 through June 30, 2014, or for the federal fiscal years of 2011, 2012 and 2013. This decision was based on the belief that the City's housing and community development needs will be better identified after complete 2010 Census data is available.

The City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 was developed after holding three public meetings to obtain comments and recommendations from citizens, non-profit agencies, faith-based organizations and city staff. Data and information from the 2000 U.S. Census, American Community Survey and HUD is used.

The City of Oak Ridge must develop and submit three Annual Action Plans under the CDBG Consolidated Plan 2011 – 2013. Each Annual Action Plan must describe how the City of Oak Ridge intends to invest the CDBG entitlement funds for the upcoming program year. The first Annual Action Plan for the City of Oak Ridge Consolidated Plan 2011 – 2013 will be for Program Year (PY) 2011 / Fiscal Year (FY) 2012 and can be found in Section VI of this document.

Major Components of the Consolidated Plan

The City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 contains several major components:

- A Citizen Participation Plan which includes a local Relocation Policy
- An analysis of housing, homeless, chronic homelessness, community development and non-homeless special needs
- A housing market analysis
- Strategies for monitoring the CDBG program, fair housing issues, lead-based paint hazards and anti-poverty
- A description of the community's priority needs
- Strategies to address the priority needs
- A listing of projects that will receive funding each year to implement the strategies

Organization and Preparation of the Consolidated Plan

The City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 consists of seven sections and includes the HUD required documentation and tables. The sections of the Consolidated Plan are listed below with a brief description of the information provided in each section.

- **General Information**
  This section contains the Consolidated Plan's executive summary, strategic plan, geographic information, management of the process, Citizen Participation Plan including a local Relocation Policy, institutional structure and the required strategies for monitoring, fair housing, lead-based paint hazards and anti-poverty. The section concludes with the priority needs analysis and strategies.

- **Housing**
  This section provides information and data pertaining to the City's housing needs, priority housing needs, HUD Table 2A, a housing market analysis, barriers to affordable housing and specific housing objectives. The section also includes the needs of public housing and the public housing strategy from information provided by the Oak Ridge Housing Authority.

- **Homeless**
  This section provides information concerning the City's homeless needs, priority homeless needs, homeless inventory, and specific homeless needs objectives and discussion of chronic homelessness. The section includes HUD Table 1A with data from a point-in-time inventory completed by agencies that serve the homeless and near-homeless population within the city limits of Oak Ridge.

- **Community Development**
  This section provides information pertaining to the City's community development needs, community development needs analysis, HUD Table 2B, priority community development needs and specific community development objectives.

- **Non-Homeless Special Needs**
  This section provides information concerning the City's non-homeless special needs analysis and the specific special needs objectives.

- **Annual Action Plan for PY2011/FY2012**
  This section contains the entire City of Oak Ridge Annual Action Plan for PY2011/FY2012, which is the first annual action plan for this Consolidated Plan. The Annual Action Plan for PY2011/FY2012 provides information, including HUD Table 3 for each of the projects to be funded with CDBG entitlement funds during the period of July 1, 2011 through June 30, 2012. This section also includes the HUD required certifications.

- **Appendix**
  The appendix contains information referenced in the Consolidated Plan and the Annual Action Plan. The appendix is organized into sections that include public meetings information, public hearings information, fair housing initiatives, maps, Oak Ridge City Council documents and other administrative information.

Coordination of resources and compilation of data for the Consolidated Plan was accomplished through a multi-faceted process combining public meetings, staff and the organization's expertise.

The development of the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 is a significant project, requiring the support and effort of city staff in all departments. Kahla Gentry, Senior Planner, Community Development Department was tasked with collecting the data, documenting the process and creating the document. Several City employees provided research information, historical and statistical data. The effort and support of these employees is appreciated and without their assistance this document would not be possible.

The 30-day comment period for the City of Oak Ridge Consolidated Plan 2011 – 2013 and the PY2011/FY2012 Annual Action Plan will begin on Tuesday April 1, 2011 and end on Wednesday April 30, 2011. A public hearing was held on Monday April 11, 2011 at 7:00 p.m. during the City of Oak Ridge Council meeting at the Oak Ridge Municipal Building. There were no comments received during the 30-day comment period or the public hearing.

Copies of the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 and the PY2011/FY2012 Annual Action Plan are available by contacting Kahla Gentry, kgentry@cortn.org, 865-425-3580, and are available for review at the following locations:

City Clerk's Office
Community Development Department
Public Library

Or online at www.cortn.org CDBG Icon

B. Strategic Plan

General Information

Beginning in 1995, the U.S. Department of Housing and Urban Development (HUD) required local communities to prepare a Consolidated Plan in order to receive Community Development Block Grant (CDBG) funds. Consolidated Plans are required to be prepared every three to five years with updates to the plan (Annual Action Plan) required annually.

The purpose of the Consolidated Plan is:

- To identify the jurisdiction's housing and community development needs, priorities, goals and strategies; and
- To stipulate how funds will be allocated to housing and community development activities.

The City of Oak Ridge Consolidated Plan details the investment priorities for the CDBG entitlement funds for the three-year period of July 1, 2011 through June 30, 2014. The following three national goals guide the use of CDBG resources:

Provide decent housing;
Provide a suitable living environment; and
Expand economic opportunities.

The City of Oak Ridge plans to provide financial assistance with CDBG funding to support housing and community development initiatives citywide. During the three-year period of the Consolidated Plan, the following three areas will continue to receive support from CDBG funding:

Debt repayment for the Scarboro Community Center expansion project
Code Enforcement activities
Priority for housing assistance within the Highland View Redevelopment Area

Housing - Highland View Neighborhood

The Highland View neighborhood is located in the central city area of Oak Ridge (Census Tracts 205 and 204), with a vast majority of the housing built prior to 1950 and includes approximately 50% rental housing. The area surrounding Highland View once contained a thriving commercial/residential district adjacent to downtown Oak Ridge. During the last four decades, the area has declined, leaving empty and dilapidated buildings to serve as a blighted area in the center of Oak Ridge.

The City of Oak Ridge applied for and received a HUD Economic Development Initiative (EDI) Planning Grant from the 2003 omnibus spending bill (Resolution 8-96-03). A portion of this grant was utilized for planning for the redevelopment of deteriorating housing in the central city area. The Oak Ridge City Council awarded (Resolution 12-134-03) a professional services agreement with Knoxville's Community Development Corporation (KCDC) to provide consultation to the City for the preparation of a redevelopment plan.

In accordance with State law, the redevelopment or urban renewal plan prepared by KCDC included the following items:

- A project boundary and a description of the existing conditions
- Planning analysis, including existing and proposed land uses
- Redevelopment objectives
- General financing plan
- Land acquisition and relocation plan
- Procedures for amending the plan
- Public Hearing to determine the necessity for the adoption of the plan

As part of the consulting agreement and in accordance with applicable State laws regulating redevelopment and urban renewal plans, KCDC and the City conducted public meetings to determine the necessity for adoption of a redevelopment and urban renewal plan. Public input sessions were held on February 10, 2004, February 17, 2004 and March 2, 2004. A formal public hearing was held on April 13, 2004.

As a result of the public input sessions and the public hearing, KCDC developed the Highland View Redevelopment and Urban Renewal Plan, which was approved by Oak Ridge City Council on May 17, 2004 (Resolution 5-74-04), and includes the following primary objectives:

- To facilitate redevelopment of existing land uses
- To provide various financial means to rehabilitate owner-occupied homes
- To provide adequate parking, promote vehicular and pedestrian circulation, and improve traffic flow within the redevelopment district and between the district and surrounding areas
- To eliminate conditions of blight and blighting influences as well as incompatible or inappropriate land uses
- To acquire Applewood Apartments in order to provide land for single family development
- To create an "identity" by developing entryways into the community
- To create a range of housing opportunities and choices through non-profit organizations and private developers
- Continue existing commercial and retail uses in the Grove Center commercial area
- Provide tax incentives, grants, loans, free labor and materials or other low-cost financing options for rehabilitation and new construction
- Ensure that new homes are affordable, blend with existing housing in the community, and are visitable.

To begin the implementation of the plan, Oak Ridge City Council established a steering committee that included seven individuals living in the Highland View area (homeowners and tenants) and was charged with making recommendations to City Council on the following:

- Compile qualifications needed to be considered by Council to serve on an advisory board
- Conduct a comprehensive review of TCA 13-20-201 by clearly defining blight, and creating a matrix chart for use by the advisory board and city staff for future plan implementation
- Review and make recommendations for possible amendments to the City Property Maintenance Code.

The work of the steering committee was completed and with the February 7, 2005 approval of City Council (Resolution 2-17-05) the Highland View Redevelopment Advisory Board (HVRAB) was established. The initial HVRAB members were elected during the March 21, 2005 Oak Ridge City Council meeting. The HVRAB is led by Mayor Tom Beehan with staff assistance from Tim Ward, Community Development Department, Tim Cochran, Community Development Department and Kahla Gentry, Senior Planner.

A second HUD Economic Development Initiative (EDI) grant was received by the City of Oak Ridge in 2010 for $237,500 for redevelopment of the Highland View neighborhood.

The defined boundaries of the Highland View Redevelopment and Urban Renewal Plan include a major portion of one of the Oak Ridge CDBG Target Areas. As stated previously, it is planned that during the three-year period of the Consolidated Plan, the Highland View Redevelopment Area will be given priority for housing assistance. Included in the PY2011/FY2012 Annual Action Plan, it is recommended to allocate an estimated $66,000 in funding for activities within the Highland View Redevelopment Area, not including the amount for the Code Enforcement services.

Homeless, Chronic Homelessness and Special Needs

Help for the homeless and special needs populations, especially the elderly, will be provided throughout the city as funds permit. As stated in the U.S. Code Title 42, Chapter 119, Subchapter I, Section 11302, in general, the term "homeless" includes:

- an individual who lacks a fixed, regular, and adequate nighttime residence; and
- an individual who has a primary nighttime residence that is
  (a) a supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);
  (b) an institution that provides a temporary residence for individuals intended to be institutionalized; or
  (c) a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

Discussions concerning homelessness within the city limits of Oak Ridge were held with Sandi Shaver and Sharon Stratton with Ridgeview Psychiatric Hospital, Alan Massengill, Oak Ridge Police Deputy Chief, and Liz Herbes, Social Services Director for Aid to Distressed Families of Appalachian Counties (ADFAC). After discussing homelessness, it was concluded that Oak Ridge has an increasing number of individuals who are precariously housed. The Anderson County Homeless Point in Time Count held on January 27, 2011 did identify 11 homeless persons as chronically homeless in Anderson County. The community seeks to prevent homelessness in Oak Ridge through the following programs:

- ADFAC homeless prevention program has been successful in assisting residents before they become homeless. This program receives funding from the general fund and the Emergency Shelter Grant set-aside allocation from the City of Oak Ridge.
- The Tennessee Valley Coalition to End Homelessness has funding through September 2011 for the Homelessness Prevention and Rapid Rehousing Program, which provides rental and utility assistance.
- The Oak Ridge Police Department and the Oak Ridge Ministerial Association partnership provide vouchers to assist transient families or individuals in need of assistance to reach their final destination. These vouchers provide an overnight stay in a local motel, food at a local restaurant and a tank of gas.
- East Tennessee Family Services operates a domestic violence shelter in Oak Ridge.
- Hope of East Tennessee, Inc. operates eight (two houses and six apartments) transitional housing facilities for homeless individuals that are struggling with their sobriety, or have just left an alcohol/drug treatment facility. The organization is helping to provide a secure environment and assisting with the clients to maintain sobriety and move toward independent living.
- Ridgeview Psychiatric Hospital and Services, Inc.is a regional mental health facility located in Oak Ridge, addressing the needs of the mentally ill and dually diagnosed homeless individuals. The organization operates a transitional housing facility and provides a case manager to develop goals and foster self-sufficiency. City of Oak Ridge CDBG entitlement funds have assisted with this program.

The elderly population is identified as a special needs population in Oak Ridge. According to the 2006-2008 American Community Survey, the median age of Oak Ridge residents was 43.7 years, with approximately 19.1% of the residents being 65 years and older. Many of our senior citizens are original "Oak Ridgers" who settled here during the Manhattan Project. These residents typically are very independent and self-reliant. As with the nationwide trend, the extended families of these citizens do not generally live in the same town or geographic area. In order to assist the elderly population, the City of Oak Ridge and their partners will be required to use creativity and innovation to make long-distance relatives aware of housing and community programs available to our senior citizens.

The Emory Valley Center located in Oak Ridge provides a wide variety of supports and services for the developmentally disabled including: Supported Living, Residential Habilitation, Semi-Independent Living, Facility Based and Community Based Day Services, Supported Employment, Case Management, Personal Assistance, Nursing Services, Early Intervention Services, Family Support Services and Transportation.

Community Development

The Scarboro Community Center expansion was completed in December 2003. The expansion project included the addition of a gym, meeting rooms and computer lab, increasing the facility by 10,681 square feet to a total of 17,437 square feet. The cost of the expansion is being financed with CDBG funds for fifteen years. The three-year Consolidated Plan will include years ten, eleven and twelve of the debt payment

Strategies

Given its limited resources, the City of Oak Ridge will use innovative approaches and cooperative partnerships with other public agencies and private organizations to meet its housing and community development goals and objectives. In accordance with the Highland View Redevelopment and Urban Renewal Plan, the City will prioritize CDBG funds for housing needs.

C. Geographic Information

Location

The City of Oak Ridge is located in the eastern part of the State of Tennessee, approximately 22 miles northwest of Knoxville. The City occupies a southern portion of Anderson County and an eastern portion of Roane County. Nearly ninety percent of the City's taxable parcels are located in Anderson County, while only about ten percent of the parcels are in Roane County. Oak Ridge is approximately ninety-two (92) square miles in area and includes the plant and facilities of the U.S. Department of Energy (DOE). Residential, commercial and municipal owned portions of the City make up nearly thirty (30) square miles. The remaining area of the City is owned by the DOE. The population of Oak Ridge according to 2010 US Census is 29,330, an increase of 1,943 over the 2000 census population.

History

The City of Oak Ridge has a unique history. This area was selected by the United States government in 1942 as the location for its production plants for uranium 235, a component of the first atomic bomb. Constructed by the U.S. Corps of Engineers as part of the secret World War II "Manhattan Project", the early task of the plant was the separation of fissionable uranium-235 from the more stable uranium-238 by an electro-magnetic process. Some 80,000 workers were hired for emergency construction of the laboratories and offices in the then 56,000-acre site.

The original townsite was built during World War II to house and furnish necessary facilities for the employees of the uranium plants. This project was transferred to the Atomic Energy Commission in 1947, and contractors under the control of the Atomic Energy Commission operated the community.

In 1955 Congress passed Public Law 221, which allowed the Atomic Energy Commission to sell the homes and land to the residents, and to give the City all municipal facilities if it voted to incorporate. By 1959, all housing had been sold, and residents voted overwhelmingly in favor of incorporation under a modified city manager-council form of government.

Education

The City school system operates schools covering grades kindergarten through 12, with an approximate enrollment of 4,727 students and a professional teaching staff of 427. The City school system includes one high school, two middle schools, four elementary schools and one pre-school. The primary and secondary schools are among the finest in Tennessee and the nation. In August of 2004, the Oak Ridge residents voted overwhelmingly to increase the local sales tax and dedicated the revenue to a $55,000,000 renovation to Oak Ridge High School which was completed by in 2008.

In the fall of 1999, a new approximately 100,000 square foot branch campus for Roane State Community College opened which offers an extensive curriculum. Enrollment has consistently exceeded projections. The college also provides space and administrative support for the Oak Ridge Institute for Continued Learning (ORICL), a program that provides courses for residents of Oak Ridge, and the surrounding area, of all backgrounds and educational levels. The program is designed to respond to the interests of the members, who may take courses and join in other activities. The ORICL program is very popular with the retired residents of Oak Ridge.

Economy

Since the 1940's, the nuclear industry has been the largest employer for the City. Today, the DOE, working through its primary subcontractors, B&W Y-12, LLC and UT-Battelle, occupies approximately 33,117 acres within the City limits, within 250 buildings and approximately 8,800 employees in engineering, skilled and semi-skilled crafts, technicians and administrative support. B&W Y-12, LLC operates the Y-12 weapons plant facilities and UT-Battelle operates the Oak Ridge National Laboratory.

Construction was completed during 2007 of the Spallation Neutron Source (SNS) at DOE's Oak Ridge National Laboratory. SNS is an accelerator-based neutron source, when at full power; this one-of-a-kind facility will provide the most intense pulsed neutron beams in the world for scientific research and industrial development. Along with its sister facility in Oak Ridge, the High Flux Isotope Reactor, SNS makes Oak Ridge a mecca for neutron-scattering research which is used for making a variety of materials stronger, lighter and cheaper. This includes things like medicine, food, electronics, and cars and airplanes, which have all been improved by neutron-scattering research. The SNS expects up to 3,000 scientists to visit each year for varying periods of time, and numerous small industries to be spun off from the experiments and findings.

The retail development within the city limits of Oak Ridge is very limited. The mall has been sold to a private developer who plans to renovate the facility, but continues to delay the project. The Turkey Creek retail development in west Knoxville has contributed to a negative impact for retail opportunity in Oak Ridge. City staff and officials continue to work on ways to provide more retail opportunities to Oak Ridge residents.

Several new housing developments have been initiated in recent years but due to the current economic climate new housing construction is very slow. New residential subdivisions include Groves Park Commons – 94 platted lots, Rarity Oaks – 90 platted lots, Crossroads at Wolf Creek – 176 platted lots, Clark's Preserve – 39 platted lots. Condominiums, townhouses and detached units for persons 55 years + are being built at Centennial Bluff. Centennial Village Apartments, which are currently under construction, will have 252 apartment units. Three new Low-Income Tax Credit projects have been completed in Oak Ridge: Hillside Apartments with 20 units, Royce Circle Apartments with 52 units and Hallmark Apartments with 72 units.

Demographics

The Oak Ridge National Lab attracts scientists from all over the world. According to the 2010 U.S. Census, the population of the City of Oak Ridge is 83.9% White, 8.1% African-American, 2.5% Asian, and 4.6% Hispanic.

According to the 2000 U.S. Census, the median age of Oak Ridge residents is 43.4 years. School age children (nursery school through grade 12) make up 19.7% of the population, and people age 65 and older make up 21.1%.

Most Oak Ridge residents, 89.3%, are a least a high school graduate with 37.9% having a bachelor's degree or higher. Currently 58.2% of the population is in the labor force, with 55.1% employed and 3.2% unemployed.

The 2000 U.S. Census shows the median family income in Oak Ridge is $57,087, with a median household income of $41,950. The average family size is 2.83. Families below poverty level are 8%, with individuals below poverty level at 10.9%. The 2006-2008 American Community Survey (ACS) estimate shows the median family income in Oak Ridge is $62,480, with a median household income of $45,667. The ACS shows 10.8 % of families are below poverty level, with individuals below poverty level at 14.9%.

The 2000 U.S. Census shows the total number of housing units in Oak Ridge is 13,417. Of these, 89.9% are occupied, with owner-occupied at 68.4% and renter-occupied at 31.6%. Vacant housing makes up 10.1%. Most of the housing stock, 54%, was built before 1960.

D. Management of Process

General Information

The City of Oak Ridge is the lead agency and local jurisdiction responsible for overseeing the development of the Consolidated Plan and administering the funds of the CDBG entitlement programs for which the plan is required to be prepared. The City is governed by a modified City Manager-Council form of government. The governing body of the City is a seven member City Council, which elects one of its members as Mayor to serve as the ceremonial head of the City and presiding officer of the City Council. The City Manager and City Attorney are appointed by the City Council.

Development of the Consolidated Plan

The development of this Consolidated Plan began with three public meetings. Notice was published in "*The Oak Ridger"* and *"The Observer"* inviting the public to attend the three public meetings held on September 28, October 5, and October 12, 2010. The persons attending at least one of the three public meetings for the development of the Consolidated Plan included:

City of Oak Ridge Staff Members	Other Participants
Susan Fallon, Public Works Department Kahla Gentry, Community Development Department Athanasia Senecal, Community Development Department	Erin Horeni, Habitat for Humanity

Consultation

Preparation of the Consolidated Plan involved consultation with public and private agencies that provide assisted housing, health services and social services, including providers to children, elderly people, people with disabilities and their families, and homeless people. Some of the agencies are:

- Aid for Distressed Families of Appalachian Counties, Inc. (ADFAC)
- Hope of East Tennessee
- East Tennessee Family Services
- Ridgeview Psychiatric Hospital and Services, Inc.
- Oak Ridge Neighborhood Watch Captains
- Oak Ridge Housing Authority (ORHA)
- Tennessee Valley Coalition to End Homelessness
- League of Women Voters

Coordination of resources and compilation of data for the Consolidated Plan was accomplished through a multi-faceted process combined of public meetings, staff and organization's expertise. People and organizations throughout the City of Oak Ridge were sought out for their participation.

E. Citizen Participation Plan

Introduction

The City of Oak Ridge is an entitlement jurisdiction receiving Community Development Block Grant (CDBG) funds directly from the U.S. Department of Housing and Urban Development (HUD). Pursuant to the CDBG program regulations, the City is required to prepare a Consolidated Plan at least every five years, or the City may choose to prepare a three-year plan. The City is also required to prepare one-year Annual Action Plans of the Consolidated Plan and a Consolidated Annual Performance Evaluation Report (CAPER).

This Citizen Participation Plan (CPP) sets forth the City of Oak Ridge's policies and procedures for citizen participation in the development of the CDBG Consolidated Plan, Annual Action Plans, including any subsequent amendment(s) and the CAPER. The CPP provides an opportunity for nonprofit service agencies and the community to work in partnership with the City to identify needs and allocate the CDBG funds. The CPP will aim to ensure the participation of all citizens.

The development of the three-year Consolidated Plan and the one-year Annual Action Plans include the involvement of the Senior Planner, CDBG Staff Committee, City Manager and City Council with their responsibilities listed below.

The City of Oak Ridge currently employs Kahla Gentry, Senior Planner, with having the responsibility of CDBG program administration. This staff member documents the CDBG Staff Committee recommendations, tracks CDBG expenditures and serves as the City's contact person for the CDBG program.

The CDBG Staff Committee is comprised of the City's CDBG program administrator and representatives from various City departments. This group will serve in an advisory manner to the City Manager and City Council concerning the planning, implementing and assessing of CDBG programs/activities through the following tasks:

- Collecting citizen input concerning neighborhood/community needs;
- Preparing an annual program model for recommendation by the City Manager for City Council's review and approval;
- Disseminating information during the CDBG subrecipient application process;
- Providing project funding recommendations to the City Manager for City Council's review and approval;
- Reviewing project/program progress.

The City Manager will receive information from the CDBG Staff Committee and provide CDBG program and funding recommendations for City Council's review and approval.

The City Council is responsible for executing the procedures established in the CPP. The City Council makes the final determination about the priority of various community needs each year when allocating CDBG funds through the approval of the one-year Annual Action Plan.

The City of Oak Ridge staff and officials recognize that CDBG entitlement funds are tax money returned to the City to be used primarily to benefit extremely low, low and moderate-income residents. City staff and officials are stewards of this public money and will openly discuss all records, except for those confidential records protecting a household's privacy. The City of Oak Ridge presents the following CPP, in accordance with 24 CFR Parts 91, et.al.

Participation

The City of Oak Ridge will provide for and encourage citizen participation in the development of priority housing and community development needs eligible for funding by the U.S. Department of Housing and Urban Development (HUD) Community Development Block Grant (CDBG) entitlement program. The City will encourage citizen participation in the development of the Consolidated Plan, the one-year Annual Action Plans, including the method of entitlement fund distribution and any amendments, and the Consolidated Annual Performance Evaluation Report (CAPER).

The City will especially encourage the participation of low-to-moderate income persons, advocates for those with physical and/or mental disabilities, the elderly, and others with special needs. In addition, the City will encourage the participation of officials from the Oak Ridge Housing Authority (ORHA) and representatives of the homeless. The City will encourage the participation of those deemed to be prospective beneficiaries of projects funded by the CDBG program, and those residents in areas and neighborhoods to be served by the entitlement funds.

Access to Information

The previously cited citizens, public agencies, and other interested parties, including those citizens directly affected, will be provided adequate information on the CDBG program, including the anticipated amount of CDBG funds that will be available for the current fiscal year, and the range of activities that the City may undertake with the funds. They also will be provided the opportunity to review and submit comments on any of the identified housing and community development needs, the amount of funds expected to be received, and the activities proposed to be undertaken to assist with the identified needs.

Anti-displacement/Relocation – Federal and/or State Funding

In the event that any residential displacement and relocation must take place in order to carry out a CDBG program activity, or any project the utilizes federal and/or state funding, the City of Oak Ridge ensures that it will develop an Anti-displacement and Relocation Plan in connection with that project as applicable per Federal regulations. This will include compliance with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations of 49 CFR part 24.

Anti-displacement/Relocation – Local Funding

The following policy may be utilized for any residential displacement and relocation of Oak Ridge residents if the project utilizes local funds only.

CITY OF OAK RIDGE, TENNESSEE
LOCAL RELOCATION ASSISTANCE POLICY

Purpose

The City of Oak Ridge Relocation Assistance Policy for has been developed to assist residents living in rental units within the city limits with assistance to move from their rental units due to redevelopment efforts. This policy is to be considered a local policy and will be utilized in the event no Federal or State funding is involved in the project that causes residents to be relocated.

Definitions

1. *City refers to the City of Oak Ridge.*
2. *Authorized Administrator is any private or governmental agency, which administers the relocation policy to eligible clients living within the city limits.*

3. *Bona fide Resident is a person, eighteen years of age or older who is listed on the City of Oak Ridge utility records with corresponding proof of a valid lease and has been living in the affected rental unit for one year prior to the notice to vacate the unit.*

4. *Displacement is when tenants are forced to move from their rental units because of action taken by the City.*

5. *Eligible Tenant is a tenant that applies for assistance who meets the eligibility requirements.*

6. *Relocation Assistance is money and/or other support to help displaced tenants find a new place to live.*

Displacement

Displacement occurs when tenants are forced to move from their rental units because of action taken by the City. The reasons to order a tenant to move include but may not be limited to the following:

1. *The building is to be boarded up and/or torn down with government approval.*
2. *The landlord is ordered by the housing and/or building inspector to make repairs that cannot be made unless the tenants move.*
3. *The landlord has allowed more people to live in a unit than the law allows, or the landlord has made a separate apartment out of a part of the building, such as an attic or a basement, that is not legal to rent.*
4. *The building is being taken over by the City to be used to build a school playground, a highway, a neighborhood renewal program, or some other public project.*
5. *The landlord is not allowed to rent the apartment because of zoning laws.*

Relocation Assistance

Relocation assistance is money and/or other support services to help displaced tenants find a new place to live. Tenants that are displaced may or may not receive relocation assistance. Monetary relocation assistance shall be limited to $500 per Eligible Tenant. Available relocation assistance shall be limited to the following:

1. *Money for temporary housing until the tenant finds a permanent home, if the City and/or the Authorized Administrator forces the tenant to move out immediately because of an emergency. This is limited to $500 per Eligible Tenant.*
2. *A payment to assist with the Eligible Tenant's actual moving costs. This is limited to $500 per Eligible Tenant and requires receipts for the actual moving costs.*
3. *A dislocation payment to the Eligible Tenant's dislocation, which includes an allowance of $200 and a fixed moving payment of $300. The payment does not require receipts.*
4. *Help by the City, Authorized Administrator and other partners to locate a new, affordable place for the Eligible Tenant to live.*

Eligibility

Eligible Tenants are applicants that request relocation assistance and meet the following minimum requirements:

1. *Bona-fide resident of Oak Ridge which requires the following:*
   a. *Eighteen years of age or older*
   b. *Listed on the City of Oak Ridge utility records for the affected unit being vacated*

c. Utility account with the City of Oak Ridge shall be in good standing with any past-due balances being paid in full by the date of application for relocation assistance

d. Proof of a written lease for the unit being vacated with the name listed on the lease being the same name as listed on the City of Oak Ridge utility records

e. Lived in the affected rental unit for 12 months consecutively and prior to the date of notice to vacate

2. Proof of legal residence within the United States of America.

3. If a tenant has been convicted for drug and/or alcohol violations within the previous twelve months (12) from the date of notice to vacate, they must provide proof they are currently or have been receiving treatment for this condition.

Authorized Administrator

The Relocation Assistance Policy for the City of Oak Ridge allows the City to contract with a qualified agency to administer the relocation policy. This qualified agency will be the Authorized Administrator of the policy. With approval and assistance by the City, the Authorized Administrator will be responsible for determining Displacement has occurred, determining tenant Eligibility and providing Relocation Assistance.

Plan Publication

Summaries and/or complete copies of the Consolidated Plan, Annual Action Plans, substantial amendment(s) to either document and the CAPER will be available free to the public, upon written request to the CDBG program administrator.

The City of Oak Ridge will utilize the following procedures to ensure that all citizens will have a chance to review and comment on the Consolidated Plan and the one-year Annual Action Plans:

- Publish a notice of the 30-day public comment period and public hearing on the draft Consolidated Plan and/or the proposed Annual Action Plan in a local newspaper. The notices will include a summary of the draft Consolidated Plan and/or the proposed Annual Action Plan that describes the plan and a list of the locations where copies of the plan may be examined. The notice will be published at least 14 days prior to the public hearing.
- The draft Consolidated Plan and/or the proposed Annual Action Plan will be available for public review on the City's website www.cortn.org CDBG icon and at the following locations:

City Clerk's Office
Community Development Department
Public Library

Public Hearings

The City of Oak Ridge will schedule and hold at least four (4) Public Hearings each year to solicit citizen comments on the Consolidated Plan, Annual Action Plans and CAPER. Although held at different stages of the program year, these public hearings will address housing and community development needs, proposed activities to assist with the needs, and program performance. These hearings will be held at times and locations that are convenient to both potential and actual beneficiaries. The hearings will be scheduled separately from the City Council meetings that require approval of CDBG activities.

Generally, the schedule for the Public Hearings will be:

Needs Assessment	October
Consolidated Plan and/or Annual Action Plan	March or April
CAPER	September

Notice of Public Hearings

Adequate advance notice of each public hearing will be provided to all of Oak Ridge's citizens. At least two (2) weeks prior to a public hearing a notice will be published in a local newspaper. The notice will include sufficient information on the hearing, including the purpose, date, time, and location. A notice will be displayed in a public area within the following city facilities:

Municipal Building Courtroom	Public Library
Recreation Center	Senior Center
Scarboro Community Center	

Access to Meetings

All meetings and public hearings related to the CDBG program will be held in locations accessible to those with physical disabilities and upon notice and in compliance with the American with Disabilities Act, the City will attempt to provide for individuals needing special accommodations (including auxiliary communicative aids and services) during the hearings.

Public Comments

In preparing the Consolidated Plan, Annual Action Plans and CAPER, the City of Oak Ridge will consider the views of its citizens, public agencies and all other interested parties. Public comments will be accepted for at least 30 days for the Consolidated Plan and/or Annual Action Plans prior to submission of the documents to HUD for review and approval. All citizen comments provided to the City either orally or in writing will be considered prior to City Council approving the Consolidated Plan and/or Annual Action Plans.

Public comments will be accepted for at least 15 days for the CAPER prior to submission of the document to HUD. A summary of these citizen comments will be included in the CAPER prior to submitting the document to HUD.

If a major project, such as the construction or expansion of a public facility, utilizes CDBG funds, additional public meetings will be held along with the acceptance of public comments, specific to the project.

All Oak Ridge City Council agendas include the opportunity for citizen comments that are not related to an agenda item. Citizens could use this forum to express their comments concerning the City's CDBG program. All Oak Ridge City Council members have email addresses that are accessible from the City's website at www.cortn.org.

Substantial Amendments

Once approved by City Council and HUD, the City of Oak Ridge may amend the Consolidated Plan and one-year Annual Action Plans if the need arises. Any amendments to the Consolidated Plan and/or Annual Action Plans shall include a 30-day public comment period. The City will give citizens reasonable notice and an opportunity to comment on the proposed amendment. All citizen comments provided to the City either orally or in writing will be considered prior to City Council approving the amendment(s). A summary of these citizen comments and the City's decision and reasoning with respect to their acceptance will be included with the substantial amendment(s) document prior to submission to HUD.

The City of Oak Ridge will amend the approved Consolidated Plan whenever a decision is made to propose a substantial change in funding priorities and/or a substantial change in the method of the distribution of funds. A "substantial change" is defined as a change equal to or in excess of 50% of the City's CDBG entitlement funds for the current program year.
The City of Oak Ridge will amend an approved one-year Annual Action Plan whenever one of the following decisions is made:

- to carry out an activity that was not included or approved in the one-year Annual Action Plan;
- to cancel an activity, prior to the end of the plan year, that was included and approved in the one-year Annual Action Plan;
- to increase or decrease the amount to be expended on a particular activity from the amount stated in the one-year Annual Action Plan by more than 50%;
- to change the purpose, scope, specific location or beneficiaries of an activity that was included and approved in the one-year Annual Action Plan.

Performance Reports

The City of Oak Ridge will submit a Consolidated Annual Performance Evaluation Report (CAPER) to HUD on the City's CDBG funded projects outlined in each one-year Annual Action Plan. Like the Consolidated Plan and the Annual Action Plans, citizens will be provided with an opportunity to comment on the CAPER. Prior to submission of the CAPER to HUD, all citizens will be provided a fifteen (15) day comment period. Any citizen comments provided either orally or in writing to the City will be considered prior to submission of the report and a summary of the citizen comments will be included with the report.

Plan Availability and Access to Records

The City of Oak Ridge Consolidated Plan, Annual Action Plans, substantial amendment(s) to either document, and the CAPER will be made available to the public when they are developed and during the public comment periods. Once submitted and/or approved by City Council and HUD, the documents will be available on the City's website, www.cortn.org CDBG icon and to any interested party, upon written request to:

City of Oak Ridge
Municipal Building
Community Development Department
200 S. Tulane Avenue
Oak Ridge, TN 37830
Kahla Gentry, Senior Planner
kgentry@cortn.org

Technical Assistance

When needed, the City of Oak Ridge will offer technical assistance directly to groups representing low-to-moderate income persons, neighborhood organizations, and community service organizations. The City may also refer these groups to a competent local organization that can provide such assistance. The City's technical assistance contact for the CDBG entitlement program is:

Kahla Gentry, Senior Planner
Community Development Department
865-425-3580
kgentry@cortn.org

Complaints

Written complaints from citizens with respect to the Consolidated Plan, one-year Annual Action Plans, any amendments, and the CAPER will be responded to by the City within thirty (30) days, if practicable.

F. Institutional Structure

General Information

A requirement of the Consolidated Plan is to describe the organizations that assist the City of Oak Ridge to provide the housing and community development-related programs. Institutional structure is defined as the private, public and non-profit organizations through which a jurisdiction will carry out the Consolidated Plan activities. City of Oak Ridge staff and officials, non-profit organizations, businesses, faith-based organizations, neighborhood groups and citizens are all vital partners in the housing and community development delivery system.

City of Oak Ridge Staff and Officials

The City of Oak Ridge utilizes a committee approach instead of assigning one staff member and/or one department with total responsibility for the CDBG program. In September 2001, the Oak Ridge City Manager established a CDBG staff committee to assist the Grants Planner, a position funded 50% with CDBG entitlement funds, with the evaluation of the existing program. Beginning in FY2004 (July 1, 2003 through June 30, 2004), the Grants Planner position was eliminated from the City's budget and the CDBG grant administration duties were assigned to the Contracts/Grants Coordinator, a position funded partially with CDBG entitlement funds. Beginning in FY2010 (July 1, 2009 through June 30, 2010) the CDBG grant administration duties were assigned to the Senior Planner. Also during FY2004 the City hired an employee in the Code Enforcement Division, a position funded 100% with CDBG entitlement funds. The CDBG staff committee currently is comprised of the Director of Community Development, Contracts/Grants Coordinator, City Attorney, Code Enforcement Division Manager, and Community Development Specialist along with the Senior Planner. The CDBG staff committee reviews the program activities and makes recommendations concerning the program to the City Manager for his evaluation and recommendation to City Council.

The three-year CDBG Consolidated Plan 2011 – 2013 is the compilation of effort by city staff, officials, non-profit agencies and residents. The Senior Planner was tasked with the responsibility of conducting the public meetings, collecting the data, documenting the process and creating the document.

Housing and Community Development Partners

The City of Oak Ridge utilizes CDBG entitlement funds, Emergency Shelter Grant (ESG) set-aside funds and city general fund dollars to assist with the three national goals of the CDBG program to provide decent housing, create a suitable living environment and expand economic opportunities. Leadership begins with the City's elected officials with the approval of the Consolidated Plan strategies and Annual Action Plan activities and contracts.

The effective program delivery would not be possible, however, without the efforts of Federal, State and local partners. The City of Oak Ridge staff and officials rely on the area non-profit organizations, state and federal officials to provide insight into the needs of the residents.

The non-profit organizations are vital partners for the delivery of services and programs for Oak Ridge residents. These organizations work well together and do not hesitate to seek guidance from each other thus forming a valuable network of resources for the residents of Oak Ridge.

The Knoxville HUD office provides advice and assistance with statutory and regulatory requirements, technical assistance and training for the CDBG entitlement program for City of Oak Ridge staff and officials. The HUD office also helps with marketing and outreach efforts to promote community development and affordable housing for the region.

Residents of the City of Oak Ridge appreciate the dedicated service and support of their state and federal elected officials which includes:

John Ragan, State Representative Julia Hurley, State Representative Randy McNally, State Senator Ken Yager, State Senator	Chuck Fleischmann, U.S. Representative Lamar Alexander, U.S. Senator Bob Corker, U.S. Senator

Faith-Based Organizations

An executive order titled Equal Protection of the Laws for Faith-based and Community Organizations was signed by President George W. Bush on December 12, 2002. The significance of faith based organizations (FBOs) in the United States is exemplified by President Bush's creation of the Office of Faith-Based and Community Initiatives. This initiative expands the role of FBOs by requiring Cabinet agencies to create their own Center for Faith-Based and Community Initiatives to work in tandem with the White House OFBCI, to make federal grants available to Faith-Based and Community Initiatives nationwide

Historically, there has been recognition and value given to the contributions of FBOs in providing social services such as providing food, clothing, and shelter to individuals and families in need. However, more recently FBOs such as Habitat for Humanity have assisted with the provision of homeownership opportunities.

The Oak Ridge Ministerial Association is a FBO that provides assistance to Oak Ridge residents with homeless prevention activities.

G. Monitoring

General Information

A requirement of the Consolidated Plan is to provide information on how the City of Oak Ridge monitors all projects funded with CDBG entitlement funds and the procedures utilized to ensure progress on the Consolidated Plan strategies and objectives. As a recipient of CDBG entitlement funds, the City of Oak Ridge is required to follow the applicable laws and regulations of the program.

The City of Oak Ridge staff and officials view monitoring as an opportunity to provide ongoing technical assistance and support to help its subrecipient partners reach project goals, reach Consolidated Plan goals, and improve services for the residents. The open and consistent communication of City of Oak Ridge staff and officials, subrecipient partners and citizens is vital for a successful CDBG program.

The Senior Planner for the City of Oak Ridge serves as the staff contact for the types of monitoring necessary to ensure the success of the Consolidated Plan projects and activities.

Project Monitoring

Desk monitoring, performance reports and onsite reviews are the three methods utilized for monitoring the projects funded by CDBG entitlement funds. These three methods combine to provide a clear and timely picture of each funded CDBG activity's progress.

Desk monitoring requires the complete and accurate documentation regarding client eligibility, property eligibility, appropriate funding levels for the activity and the compliance with all program requirements (i.e. environmental review). Utilizing the subrecipient agreements, the City of Oak Ridge requires this documentation by each subrecipient be available to the City upon request.

Performance reports are required on a periodic basis for all CDBG entitlement funded projects. These reports consist of monthly activity reports for the Code Enforcement Inspector and quarterly reports from the subrecipients. The City of Oak Ridge requires performance reports to review the progress of the activities and to better ensure timeliness with IDIS (HUD computerized data system) input.

The City of Oak Ridge Senior Planner shall, as appropriate, conduct annual onsite reviews of activities to assess the capabilities of subrecipients and to review case files. Each year, the Senior Planner will "hand deliver" the agreements with each subrecipient, which ensures at least one onsite visit each year.

The City of Oak Ridge has additional monitoring procedures included in each subrecipient agreement that requires the subrecipient to provide the following assurances:

- Ensure consistency with primary objective—not less than 70 percent of CDBG funds used during the program year must be for activities that benefit low- and moderate-income persons
- Ensure each activity meets the criteria for one or more of the national objectives
- Compliance with all other regulatory eligibility requirements for each activity
- Compliance with all other applicable laws and program requirements
- Ensure production and accountability
- Evaluate organizational performance
- Evaluate each activity utilizing specific performance measurement(s) and program objectives

Consolidated Plan Monitoring

The three-year CDBG Consolidated Plan was developed utilizing input from the public meetings and the strategies and objectives of the Highland View Redevelopment and Urban Renewal Plan.

The City of Oak Ridge staff and officials understand that monitoring the Consolidated Plan and the annual activities must be carried out regularly to ensure that statutory and regulatory requirements are met and that, where appropriate, information submitted to HUD is correct and complete.

The City of Oak Ridge Senior Planner has the responsibility for the preparation and timely submission of the documentation and reports as required by HUD, including the Annual Action Plans and the Consolidated Annual Performance and Evaluation Report (CAPER). These responsibilities are included with the performance measures for the Senior Planner's annual performance evaluation.

Monitoring Strategy

The City of Oak Ridge will continue to refine monitoring procedures to ensure that projects have measurable outcomes in accordance with HUD requirements. This refinement will allow assessment of progress toward the specified goals and objectives of the projects, as well as ensuring long-term compliance with all applicable program regulations and statutes. Any proposed significant changes to the monitoring standards and procedures will be published in the applicable Annual Action Plan so that citizens and subrecipients may comment on the proposed changes.

H. Fair Housing

General Information

A requirement of the Consolidated Plan is for the City of Oak Ridge to update the Analysis of Impediments to Fair Housing (AI), if appropriate. HUD broadly defines fair housing choice as "the ability of persons with similar incomes to have the same housing choices regardless of race, color, religion, sex, age, national origin, familial status or disability." All state and local governments receiving federal funds from HUD are required to promote fair housing choice and to affirmatively further fair housing.

On April 21, 1969, the City of Oak Ridge adopted a Fair Housing Ordinance, which when adopted was one of the first of its kind in the State of Tennessee. The City of Oak Ridge continues to be committed to working with the public, private, and nonprofit partners in the community to ensure fair housing choice for all residents. This commitment includes incorporating fair housing strategies into the Consolidated Plan.

Analysis of Impediments to Fair Housing

The City of Oak Ridge completed and published a comprehensive report titled *Analysis of Impediments to Fair Housing (AI) in Oak Ridge* on June 27, 1994. A new updated AI was completed in March 2011. The report reviews fair housing choice and the status of impediments to such choice in the City of Oak Ridge. The AI included the following recommendations to be implemented by City of Oak Ridge staff and officials.

1. The City government should continue to support fair housing by proclaiming, "April is Fair Housing Month," by formal City Council action and by input to the media.
2. The City should continue to appoint members to the Board of Housing Code Appeals whereby charges of housing discrimination may be addressed.
3. The City should continue to address the issue of emergency housing in a fair manner through its social service programs, implementation of its relocation policy and through referrals to private, state and federal programs.
4. The City should support affordable housing programs with local housing providers and make applications for funding of rehabilitation grants and other housing assistance.
5. The City's housing-related staff should seek out further opportunities for training regarding fair housing.
6. The City should distribute fair housing information and encourage schools to educate children about fair housing.
7. The City staff should use non-traditional as well as traditional means, aimed to reach the lower-income, less-educated population, to make sure they are aware of fair housing laws and policies.
8. The City should have information on its website and utility bills that Fair Housing is the City's policy, with a telephone number for questions.
9. The City should support housing accessibility improvements.

The AI completed in June 1994 utilized housing data from the 1990 U.S. Census and due to the community's relatively slow rate of growth, the housing data reported in the 2000 U.S. Census did not drastically change. During the development of the three-year Consolidated Plan 2011 – 2013, Athanasia Lewis, Community Development Specialist, Community Development Department, City of Oak Ridge, reviewed the 1994 AI and provided a complete update.

Fair Housing Strategy

The City of Oak Ridge staff and officials will implement the recommendations of the March 2011 *Analysis of Impediments to Fair Housing in Oak Ridge* which include but are not limited to the following activities:

- Approve a City Council Proclamation for Fair Housing Month
- Issue a press release for Fair Housing Month
- Appointment of citizens to the Board of Housing Code Appeals
- Address emergency housing needs
- Support affordable housing programs
- Increase staff training of fair housing issues
- Utilize traditional and non-traditional means to educate citizens of the fair housing laws and policies
- Include a fair housing message on the City's web site and distribute fair housing information.

Any proposed significant changes to the fair housing strategy will be published in the applicable Annual Action Plan so that citizens and subrecipients may comment on the proposed changes.

I. Lead-based Paint

General Information

The Consolidated Plan requires that all CDBG entitlement communities address lead-based paint hazards, as defined in Section 1004 of the Residential Lead-Based Paint Hazard

Reduction Act of 1992. Nationally, childhood lead-based paint poisoning is a significant problem.

On September 15, 2000, HUD regulation (24 CFR Part 35) took effect that streamlined, modernized and consolidated all lead-based paint requirements in federally- assisted housing to ensure that children are adequately protected from lead poisoning. The regulation prescribes certain action by HUD grantees to identify, stabilize or remove lead-based paint hazards in any housing receiving HUD assistance.

Housing units built before 1978 are considered to be at risk of containing some amount of lead-based paint. The older the housing unit is, the more likely it will have lead-based paint and the amount of lead pigment in the paint tends to increase with the age of the housing unit. The scope of activities required by HUD to reduce lead-based paint hazards is dependent upon the type of housing impacted and the amount of federal assistance being provided. Housing rehabilitation activities using in excess of $25,000 of HUD funding require the highest level of treatment for lead-based paint hazards.

Common renovation activities like sanding, cutting, and demolition can create hazardous lead dust and chips by disturbing lead-based paint, which can be harmful to adults and children.

To protect against this risk, on April 22, 2008, EPA issued a rule requiring the use of lead-safe practices and other actions aimed at preventing lead poisoning. Under the rule, beginning April 22, 2010, contractors performing renovation, repair and painting projects that disturb lead-based paint in homes, child care facilities, and schools built before 1978 must be certified and must follow specific work practices to prevent lead contamination.

EPA requires that firms performing renovation, repair, and painting projects that disturb lead-based paint in pre-1978 homes, child care facilities and schools be certified by EPA and that they use certified renovators who are trained by EPA-approved training providers to follow lead-safe work practices. Individuals can become certified renovators by taking an eight-hour training course from an EPA-approved training provider

Analysis of Lead-Based Paint Hazards

According to the 2000 U.S. Census, a majority of Oak Ridge's housing stock, 9,692 units or 80%, was built prior to 1979, with 7,982 or 66% of the units built prior to 1970. Housing rehabilitation projects for these older homes are affected by the HUD and EPA requirements for the treatment of lead-based paint hazards.

The City of Oak Ridge includes a detailed and strict requirement in the CDBG subrecipient agreements pertaining to the treatment of lead-based paint. The article of the subrecipient agreement specifies the Lead-Based Paint Poisoning Prevention Act, the HUD Lead-Based Paint Regulations and EPAs Renovation, Repair and Painting Rule. The City of Oak Ridge also verifies from the subrecipients that information concerning lead-based paint hazards is provided to their clients.

Tim Cochran, Code Enforcement Inspector, Community Development Department, City of Oak Ridge is certified as an EPA Lead Risk Assessor and EPA Model Lead Abatement Contractor/Supervisor. He is certified to conduct all lead-based paint initial inspections, risk management programs/inspections and final clearance inspections.

Habitat for Humanity of Anderson County is now a certified renovator, as well as an EPA-accredited training provider. Habitat is one of only 3 EPA-accredited training providers in the state and the only non-profit organization accredited nationwide. Habitat is currently offering the training course contractors need in order to meet the EPA's requirements.

The City of Oak Ridge and partners will continue to address the hazards of lead-based paint in the activities receiving HUD funding, in compliance with the prescribed regulations and for the health, safety and welfare of our citizens.

J. Anti-poverty Strategy

General Information

The Consolidated Plan covers programs designed to help primarily low-income people and neighborhoods. It is a requirement to include an anti-poverty component. By funding activities with CDBG entitlement funds and the City's Emergency Shelter Grant set-aside funds, the City of Oak Ridge supports the overall anti-poverty strategy of moving low-income people to self-sufficiency. The City of Oak Ridge is committed to addressing the needs of its residents who live at or below the poverty level.

Analysis of Poverty in Oak Ridge

Poverty is defined as the condition of having insufficient resources or income. In its extreme form, poverty is a lack of basic human needs, such as food, clothing, housing, water and health services.

U.S. Census data from 2000 indicates that 2,947 (10.9%) of Oak Ridge residents, or 619 families (8%) were living in poverty. The 2005-2009 ACS estimates that 4,126 (15.3%) of Oak Ridge residents, or 795 families (11%) were living in poverty. The census data reported 13.5% of State of Tennessee residents and 12.4% of the United States population living in poverty.

Anti-Poverty Strategy

The City of Oak Ridge recognizes that it has little control or influence on the most critical factors related to poverty such as wages, family disruptions, health problems and mental illness, social responsibility and employment opportunities. The City's primary tools to address poverty are limited to tax policies, social service programs, housing assistance and economic development programs. When these are combined with the provision of life safety programs such as police and fire protection and the construction and maintenance of city streets, parks and utilities, they help create the kind of environment where citizens can concentrate on making a living.

Generally, the City, in conjunction with other public agencies and private organizations, will seek to provide very low- and low-income households with various opportunities to gain the knowledge, skills and motivation to become fully self-sufficient. Specifically, the City of Oak Ridge will continue to pursue resources and innovative partnerships to support the development of affordable housing, rental assistance, homeless prevention, emergency food and shelter, counseling, education, health services and transportation, all with the intent of providing the direction to build a community empowered to provide a good quality of life for all its citizens.

K. Priority Needs Analysis and Strategies

General Information

A requirement of the Consolidated Plan process is the analysis of the housing and community development priority needs for the City of Oak Ridge and the development of priority strategies, objectives and performance measures to meet the needs. HUD also requires each CDBG entitlement recipient to develop strategies regarding specific issues.

The City of Oak Ridge will prepare three Annual Action Plans relative to this Consolidated Plan. Each Annual Action Plan will describe the activities for the coming program year to address the priority strategies of the City of Oak Ridge CDBG Consolidated Plan for 2011 – 2013. Additionally, each Consolidated Annual Performance and Evaluation Report (CAPER) will report the City's progress in addressing the strategies, objectives and actions of the three-year Consolidated Plan and the associated Annual Action Plan.

Strategies and Objectives

Utilizing the data gathered in the preparation of this document, the City of Oak Ridge has developed priority strategies, objectives and performance measurements to meet the needs described in the Housing, Homeless, Community Development and Non-Homeless Special Needs sections of the Consolidated Plan and in accordance with HUD requirements. The City of Oak Ridge will invest CDBG entitlement funds for the three-year period of July 1, 2011 through June 30, 2013 according to these strategies.

Housing Strategy

Strategy: Elimination of Blight or Deterioration. Promote Increased Homeownership and Preservation of Affordable Housing

Objectives:

1. Remove dilapidated housing
2. Continue code enforcement to address property maintenance issues.
3. Provide assistance to extremely low, low and moderate-income homeowners for housing rehabilitation.
4. Provide assistance to extremely low, low and moderate-income residents for the maintenance of their property.
5. Support housing counseling services for low and moderate-income residents.
6. Support affordable housing opportunities for first-time homebuyers.
7. Support affordable housing opportunities for extremely low and low-income renters.

Homeless Strategy

Strategy: Help Homeless Persons and Persons At-Risk of Becoming Homeless Obtain Affordable Housing

Objectives:

1. Support to organizations to provide transitional housing space for the homeless.
2. Support the operations of transitional housing providers.
3. Support case management, housing counseling and job training for homeless individuals and families.
4. Encourage the various homeless organizations to continue to coordinate their efforts and develop appropriate data.

Special Populations Strategy

Strategy: Assist in the Provision of Housing Options for Persons with Special Needs including the Elderly

Objectives:

1. Provide assistance for accessibility alterations for existing owner-occupied housing.

2. Provide assistance to special needs (including the elderly) residents with the maintenance of their property.
3. Support public facilities for people with special needs including the elderly.

Community Development Strategy

Strategy: Improve the Safety and Livability of Neighborhoods
Objectives:
1. Acquisition and demolition to remove dilapidated housing.
2. Provide code enforcement services to address property maintenance issues, especially in the Highland View Redevelopment Area and CDBG target areas.
3. Provide financial assistance for the improvement of public facilities.
4. Support infrastructure improvements that provide safety, accessibility and connectivity.

During the development of the Consolidated Plan, HUD requires that each CDBG entitlement community provide strategies pertaining to four specific areas. Consolidated Plan regulations require the City of Oak Ridge to address these strategies during the years covered by the Consolidated Plan, but they do not require CDBG funding of specific projects related to them. The strategies of the four specific areas listed below are included in their respective sections of the Consolidated Plan.

• Monitoring	• Fair Housing
• Lead-based Paint Hazards	• Anti-Poverty

Performance Measurement

Except for administrative activities, the Consolidated Plan activities must meet one of the three national goals of the CDBG program determined by HUD. The City of Oak Ridge is responsible for ensuring that Consolidated Plan activities meet these goals. Objectives will be measured by the proposed and actual accomplishments. Each year's Annual Action Plan will list the proposed measurements for each objective.

The performance measurement table below, Table I, K., #1, lists the projects to be funded for the three years of the Consolidated Plan. The table also summarizes the City of Oak Ridge's 3-year strategies and objectives in relation to the national goals for the Consolidated Plan. Funding for the debt repayment for the Scarboro Community Center Expansion Project and the provision of Code Enforcement Services will be allocated each year of the Consolidated Plan. Due to the variety of possible projects each year, specific projects are not listed in the table below, but the three-year Consolidated Plan requires the continued support of activities within the Highland View Redevelopment Area.

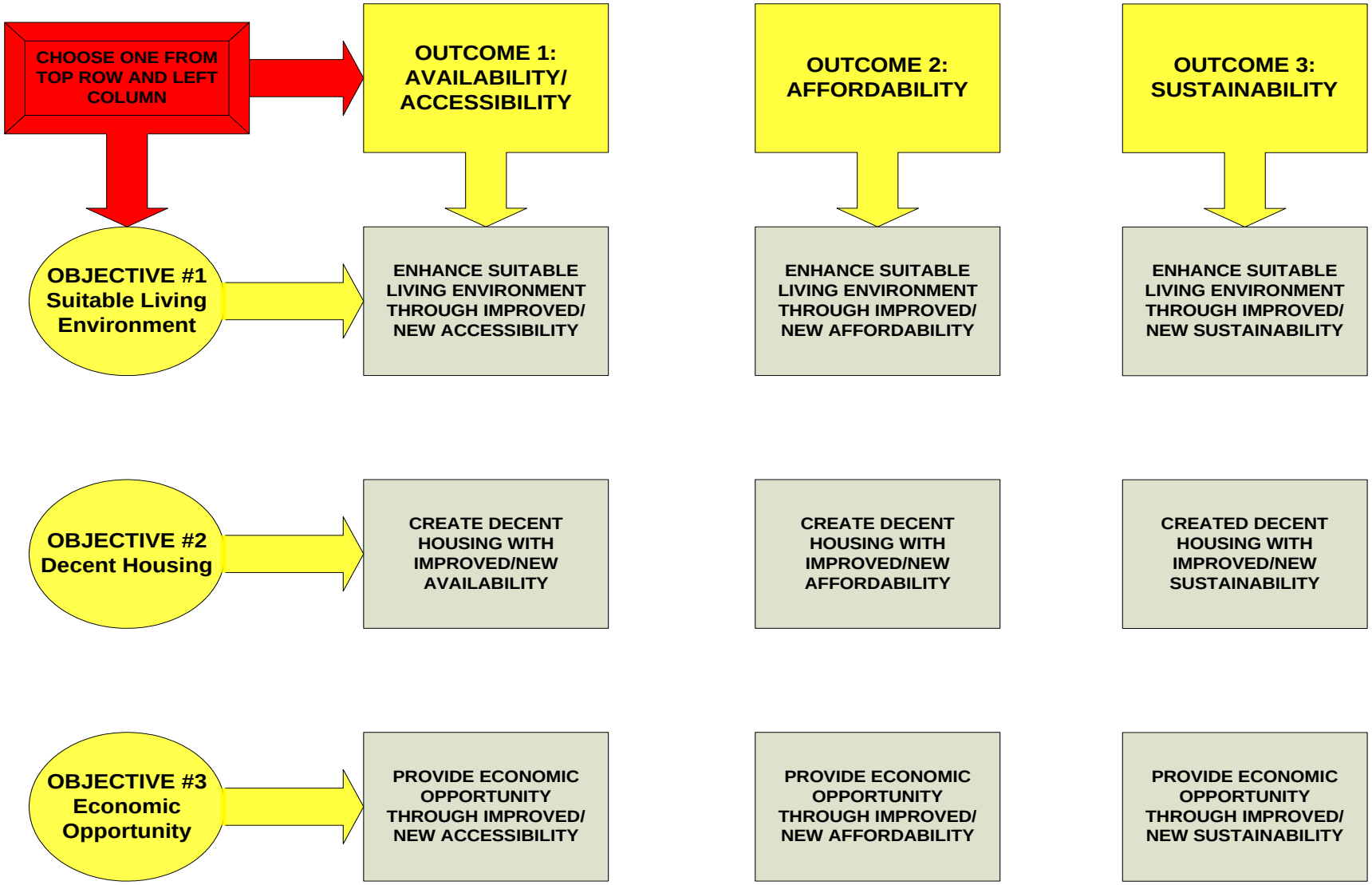
Included in the table below and in the HUD Table 3 for each project of the Annual Action Plan, is the HUD Program Outcome information. Each table includes the HUD Program Outcome based on the 2005 Outcome Framework, providing basic information about the project and the performance expected from the activity. The HUD Outcome Framework is a tool utilized to standardize and track the performance of CDBG projects from the local level. All the entitlement communities are required to utilize the Outcome Framework and report their results, allowing HUD to provide performance results on a national level.

HUD Table 3 for Consolidated Plan Projects

Table, General Information, I, K., #1

National Consolidated Plan Goals CDBG Objective	Oak Ridge Consolidated Plan Strategy	Oak Ridge Consolidated Plan Objective	CDBG Outcome	Proposed Actions	Proposed Accomplishment Data by CDBG Program Year
Objective 1 Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**CD-3** Provide financial assistance for the improvement of public facilities.	**Outcome 3** Sustainability	**2011: $95,000** Year 10 of 15 for SCC debt payment **2012: $95,000** Year11 of 15 for SCC debt payment **2013: $95,000** Year 12 of 15 for SCC debt payment	**Consolidated Plan: 3 Units** 2011: 1 Year 2012: 1 Year 2013: 1 Year
Objective 1 Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**CD-2** Provide code enforcement services to address property maintenance issues in the CDBG target areas.	**Outcome 3** Sustainability	**2011: $63,000** **2012: $TBD** **2013: $TBD**	**Consolidated Plan: 3 Units** 2011: 1 Year 2012: 1 Year 2013: 1 Year
Objective 1 Provide a Suitable Living Environment	**Housing** Elimination of blight or deterioration **Community Development:** Improve the Safety and Livability of Neighborhoods	**H-1** Remove dilapidated housing **CD-1** Acquisition and demolition of dilapidated housing	**Outcome 3** Sustainability	**2011: $76,000**	**Consolidated Plan Units TBD** 2011:2 2012:TBD 2013:TBD

THE OUTCOME FRAMEWORK*
MAKING THE LINK BETWEEN OBJECTIVES, OUTCOMES AND THE NINE OUTCOME STATEMENTS



*Framework provided by U.S. Department of Housing and Urban Development Office of Community Planning and Development, July 2005

II. HOUSING

A. Housing Needs

General Information

The following information and analysis of the housing needs in the City of Oak Ridge is based primarily on the 2000 U.S. Census data. Because the data is now ten years old, it may not precisely reflect current housing needs in the area. Information from the 2005-2009 American Community Survey (ACS) and estimates from HUD provide some indication of changes since the 2000 Census.

Household Characteristics

According to 2000 U.S. Census data, 27,387 persons reside within the city limits of Oak Ridge. The population consists of 11,832 households, representing 7,748 families. The general demographic characteristics of the residents include:

- Sex – 46.8% male and 53.2% female
- Race – 87% white, 8.2% black or African American, 2.1% Asian, 2.7% other
- Age – 74.4% over 21 years old, 21.1% over 65 years old, median age 43.4 years old
- Disabled – 14.3% under 65 years old, 38.7% over 65 years old
- Public School Enrollment – 4,727 for preschool through high school
- Average Household Size – 2.33 persons owner-occupied, 2.03 persons renter-occupied
- Type of Household – 63.8% families with children, 36.2% nonfamily
- Poverty Status by Families – 619 families (8%) with income below poverty level, 395 (63.8%) white families, 164 (26.5%) black or African American families
- Poverty Status by Person – 2,947 persons (10.7%) with income below poverty level, 36.3% under age 18, 53.4% age 18 to 64 years old, 10.3% age 65 years and older
- Income Source – 70.9% with earnings, 35.6% with Social Security, 3.6% with Supplemental Social Security, 3.5% with public assistance, 29.4% with retirement income
- Median Family Income (MFI) – total of $57,087 with 44.6% under $50,000, 55.4% over $50,000, 18.3% of families have income of $100,000 or more
- MFI by Race - $59,541 for white families and $31,087 for black or African American families
- Employment – 12,750 persons (58.2% of population) 16 years and older are employed, 46.6% in management or professional occupations, 13.6% in service occupations, 25.5% in sales and office occupations, 5.5% in construction occupations, 8.8% in production occupations
- Class of Workers – 74.2% private wage and salary workers, 19.9% government workers, 5.8% self-employed workers

Based upon data within the ACS it is expected that the 2010 Census will show an increase in the percent of non-family households from 36.2% to approximately 40.5%. It is expected that the 2010 Census will show an increase in the poverty rate from 8% for families to approximately 11% and from 10.9% for individuals to approximately 15.3%. 2010 Census data indicates that the Hispanic population in Oak Ridge is an increasing percentage of the total population from 1.9% in 2000 to 4.6% in 2010. Unemployment reached a high of 9.2% in June 2009 and has now come down to 7.4% reported by the U.S. Bureau of Labor Statistics in October 2010.

Housing Problems

Utilizing data from the 2000 U.S. Census, included on CHAS Table 1C provided by HUD with the jurisdiction as Oak Ridge (CDBG), Table, Housing II, A. #1, housing problems primarily existed in the low-income households (<80% MFI). The most frequently experienced housing

problem is lack of affordability, which is defined as the amount of household income spent on the cost of housing. It is commonly assumed that a maximum of 30% of gross household income should be spent on housing costs, including utilities. Households spending more than that amount are said to have a cost burden. Based upon data from the U.S. Census American Community Survey for 2005-2009, an estimated 24% of owners with mortgages, 13% of owners without mortgages and 42% of renters in Oak Ridge spent 30% or more of household income on housing.

Affordable housing and new competitively priced housing is a documented need for the City of Oak Ridge. Currently the city has improved lots available for housing development but little construction is occurring. New developments are stalled including Rarity Ridge, Rarity Oaks, Groves Park Commons, Clark's Preserve and Crossroads at Wolf Creek. The Housing Market Analysis section of this document details the issues related to housing cost. While affordability is a concern of households across all income levels, Oak Ridge households with very low- and low-incomes have the greatest housing problems.

- **Very Low-Income Households (Income of $28,544 or less, <50% MFI)**
  There are an estimated 2,162 very-low income households in the City of Oak Ridge and as expected, they most acutely experience housing problems. These households represent an estimated 18% of all households. Of the 2,162 households, 1,457 (67%) are renters and 1,189 (33%) are homeowners. Approximately 68.3% of the renters have housing problems and 53.3% of the homeowners have housing problems. The households with income of $20,000 or less, 55.9% of them spend more than 35% of their income for rent and/or mortgage. Elderly and small-related (two to four members) families comprise 63.4% of the very-low income households, with 57% as renters and 76.5% as homeowners. Based on the data for these households, no matter whether they are renters or owners, the highest priority need is affordability.

- **Low-Income Households (Income of $28,544 to $45,670, >50% to <80% MFI)**
  There are approximately 1,833 (16%) low-income households in the City of Oak Ridge. Approximately 812 (44%) are renters and 1,021 (56%) are homeowners. An estimated 555 of these households, 32.1% renters and 28.9% homeowners have housing problems. The households with income of $20,000 up to $35,000, 19.6% of them spend more than 35% of their income for rent and/or mortgage. The largest identified subgroup of renter households is small-related (33.6%) while the largest identified subgroup for homeowners is elderly (60.4%). The priority need of these residents (both renter and homeowner) is housing affordability, though to a lesser extent than for the very-low income households.

- **Moderate-Income Households (Income of $45,671 or more, >80% MFI)**
  There are approximately 7,837 (66%) households with income in excess of $45,671, with 1,423 (18.1%) as renters and 6,414 (81.9%) as homeowners. An estimated 478 of these households, 10.7% renters and 5% homeowners have housing problems. The homeowners with income of $50,000 or more, 4,370 households, 1.6% of them spend more than 35% of their income for mortgage. The largest identified subgroup, both renters and homeowners is small-related families comprising 46.9% of the households, with 45.8% as renters and 47.2% as homeowners. The elderly comprise 33.1% of these households, with 3.3% renters and 29.7% homeowners. Generally, this income group is not experiencing housing problems. Homeowners at the beginning moderate-income level would be able to take advantage of homeownership programs and all homeowners have been able to take advantage of the low interest rates during the last few years, which has apparently reduced the housing affordability problem for these residents.

CHAS Table 1C -All Households for Oak Ridge, TN 2000 U.S. Census
Table, Housing II, A., #1

Household by Type, Income, & Housing Problem	Renters					Owners					
	Elderly Households	Small Related	Large Related	All Other Households	Total Renters	Elderly Households	Small Related	Large Related	All Other Households	Total Owners	Total Households
	20%	40%	5%	35%	31%	41%	42%	6%	11%	69%	100%
Very Low Income (Household Income <=50% MFI)	294	538	94	531	1457 or 39%	395	145	14	151	705 or 9%	2162 or 18%
Household Income <=30% MFI	136	347	62	310	855 or 23%	187	44	10	93	334 or 4%	1189 or 10%
% With any housing problems	45.6	87	100	68.1	74.5	57.8	81.8	100	80.6	68.6	72.8
% Cost Burden >50% with other housing problems	5.9	1.2	22.6	1.3	3.5	0	0	100	10.8	6	4.2
% Cost Burden >30%,<=50% & other housing problems	0	1.2	48.4	0	4	0	0	0	0	0	2.9
% Cost Burden <=30% with other housing problems	0	1.2	0	1.3	0.9	0	0	0	0	0	0.7
% Cost Burden >50% only	36.8	71.8	29	46.8	54	32.6	72.7	0	59.1	44.3	51.3
% Cost Burden >30% to <=50% only	2.9	11.8	0	18.7	12	25.1	9.1	0	10.8	18.3	13.8
Household Income >30% to <=50% MFI	158	191	32	221	602 or 16%	208	101	4	58	371 or 5%	973 or 8%
% With any housing problems	47.5	63.9	87.5	60.6	59.6	21.2	70.3	100	48.3	39.6	52
% Cost Burden >50% with other housing problems	0	0	0	0	0	0	0	100	0	1.1	0.4
% Cost Burden >30%,<=50% & other housing problems	0	0	12.5	0	0.7	0	0	0	0	0	0.4
% Cost Burden <=30% with other housing problems	0	5.2	0	0	1.7	0	4	0	0	1.1	1.4
% Cost Burden >50% only	17.7	2.1	31.3	14	12.1	12.5	42.6	0	27.6	22.9	16.2
% Cost Burden >30% to <=50% only	29.7	56.5	43.8	46.6	45.2	8.7	23.8	0	20.7	14.6	33.5
Household Income >50 to <=80% MFI	174	273	50	315	812 or 22%	617	274	8	122	1021 or 13%	1833 or 16%
% With any housing problems	48.3	25.3	44	27.3	32.1	16	46.4	50	53.3	28.9	30.3
% Cost Burden >50% with other housing problems	17.2	0	0	0	3.7	0	0	0	0	0	1.6
% Cost Burden >30%,<=50% & other housing problems	5.7	1.5	0	0	1.7	0	2.9	0	0	0.8	1.2
% Cost Burden <=30% with other housing problems	0	0	36	1.3	2.7	0	1.5	0	0	0.4	1.4
% Cost Burden >50% only	11.5	0	0	7.6	5.4	6.2	10.2	0	0	6.5	6
% Cost Burden >30% to <=50% only	13.8	23.8	8	18.4	18.6	9.9	31.8	50	53.3	21.3	20.1
Household Income >80% MFI	259	652	54	458	1423 or 38%	2,332	3,028	464	590	6414 or 79%	7837 or 66%
% With any housing problems	21.2	6.6	37	7.4	10.7	3	5.1	5.8	12.2	5	6.1
% Cost Burden >50% with other housing problems	5.8	0	0	0	1.1	0	0	0	0	0	0.2
% Cost Burden >30%,<=50% & other housing problems	0	0	0	0	0	0	0	0	0	0	0
% Cost Burden <=30% with other housing problems	0	5.1	37	4.4	5.1	0.7	3.1	0.6	6.4	2.4	1
% Cost Burden >50% only	3.9	0	0	0	0.7	0	0.1	0.9	1.7	0.3	0.4
% Cost Burden >30% to <=50% only	11.6	1.5	0	3.1	3.8	3	4.4	4.1	10.5	4.5	4.3
Total Households	727	1,463	198	1,304	3,692	3,344	3,447	486	863	8,140	11,832
% With any housing problems	38	36.6	66.7	35.7	38.2	9.6	11.2	9.3	27.8	12.2	20.3

Percent of Total Households - Renters and Owners Elderly 34% Small Related 42% Large Related 6% All Other 18%

B. Priority Housing Needs

General Information

HUD requires the Priority Needs Summary Table 2A (Table, Housing II, B., #1) to be submitted as part of the Consolidated Plan. The table is organized first by tenancy and then by income. Renter housing needs are further categorized by family type. The data gathered in the 2000 U.S. Census, specifically CHAS Table 1C (Table, Housing II, A., #1 of this document), was utilized as the basis for assigning the priority housing needs for the City of Oak Ridge.The information in each category of the table is defined below.

Relative Level of Need

A score of low, medium, or high reflects the level of need for this household type relative to the other categories. Housing needs are a priority for all income levels below 80% MFI in the City of Oak Ridge, therefore no subgroup received a low priority need.

The most significant need is housing affordability, since many residents are cost burdened. The housing needs extend across both renters and homeowners, with the following residents having the highest needs.

- Renters with income less than 50% MFI ($25,544)
- Homeowners with income less than 30% MFI ($17,126)
- Elderly renters with income less than 80% MFI ($45,670)
- Homeowners with income of 51-80% MFI ($25,544 to $45,670)

The need level indicates where the City of Oak Ridge will spend the available housing funds. A medium level of need indicates the City of Oak Ridge will attempt to satisfy these needs if funding is available or pursue other funding sources to meet these needs. A category assigned a high need level is considered a priority and should receive funding consideration for the three years of the Consolidate Plan.

Unmet Need

Despite the data available from the Census and other sources, the needs, wants, and circumstances of individuals constituting the family unit makes it impractical to prescribe a formula to determine the exact number of households in need of assistance. Some may need a rental subsidy while others need a larger unit. Unmet needs for the purpose of this assessment were estimated by calculating the number of households with any housing problems by income and household type. For example, there are 347 very low-income small-related renter households in Oak Ridge, 87% (302) of whom have housing problems.

Basis for Priority Needs

To determine the housing priority needs, the unmet need referenced in Table, Housing II, B., #1 was calculated using the data reported in Table, Housing II, A., #1 by deducting from the total number of households in the subgroup the number of households reporting any housing problem. For example, there are 347 small-related renter households with income less than 30% MFI and 87% (302) of these households reported housing problems. The unmet need for small-related renter households with 0-30% MFI is 302. Once the unmet need of each subgroup was calculated, a percentage of the total households in the subgroup were calculated for each income level. For example, there are 221 elderly households with unmet need, 75 (34%) with low-income. All income levels that are at least 25% or higher of the subgroup were assigned as high priority need and income levels less than 25% were assigned as medium priority need.

Disproportionate Need

HUD requires the City of Oak Ridge to examine the municipality's housing needs based on disproportionately greater need (more than ten percentage points higher) among any specific minority racial and ethnic groups. It was determined that there was not a disproportionately greater need according to HUD's definition among minority racial/ethnic groups.

Goals

The goals shown on the Priority Needs Summary Table represent 5% of the unmet need total for all of the high priority needs. Special needs will be addressed within the other subgroups, specifically accessibility or handicap improvements for all household types. The goals were determined without detailed information concerning the estimated level of funding or the specific activity to assist the households during the three year period of the Consolidated Plan.

Obstacles for Meeting Underserved Needs

The primary obstacle for the meeting the underserved housing needs of Oak Ridge residents is the lack of funding resources. The availability of affordable and competitive housing is important to the City of Oak Ridge, but funding sources are limited, generally to CDBG entitlement funds and other small grants. A second obstacle for meeting housing affordability needs is the availability of employment and/or employment that provides an income sufficient to meet reasonable household expenses.

Resolution

To help resolve the unmet housing needs of Oak Ridge residents, the City will continue to seek funds for housing rehabilitation through the HOME program including accessibility improvements, lead paint abatement and energy conservation of homes occupied by very low-, low-, and moderate-income homeowners. The City will encourage the construction of new affordable and competitively priced housing, as well as the rehabilitation and repair of rental property through code enforcement. Keeping down energy costs is an important component of making housing affordable. The City in partnership with TVA is making available the In-Home Energy Evaluation Program that can reduce a homeowner's power usage and provide a cash rebate and financing assistance for installing home energy improvements. In order to address affordability for householders who are not retired or disabled, income levels need to be addressed rather than seeking additional subsidies for rent and homeownership. The City will seek to provide job seekers with an increase in employment readiness and employment opportunities through support of Roane State Community College and other economic development efforts. The City of Oak Ridge is donating $500,000 to a planned expansion of the Roane State Community College Oak Ridge campus. The expansion will provide more space for technology, nursing, and allied health science programs.

HUD Table 2A
Priority Needs Summary Table
Table, Housing II, B., #1

Priority Housing Needs		Priority Need Level High, Medium, Low		Unmet Need	Goals
Renter	Small Related	0-30%	H	302	15
		31-50%	H	122	6
		51-80%	M	69	
	Large Related	0-30%	H	62	3
		31-50%	H	28	2
		51-80%	M	22	
	Elderly	0-30%	H	62	3
		31-50%	H	75	4
		51-80%	H	84	4
	All Other	0-30%	H	211	11
		31-50%	H	133	7
		51-80%	M	86	
Owner		0-30%	H	229	12
		31-50%	H	147	7
		51-80%	H	295	15
Special Needs		0-80%	M		
Total Goals					89
Total 215 Goals					35
Total 215 Renter Goals					25
Total 215 Owner Goals					10

C. Housing Market Analysis

General Information

It should be noted that although recent information was compiled whenever possible, much of the information presented in this report is from the 2000 Census. As some of the data is now ten years old, it may not precisely reflect current housing conditions in the area.

The City has been actively involved in the housing market for many years, initially through the efforts of the Oak Ridge Housing Authority (ORHA) to provide public housing to eligible low and moderate-income residents. In addition to the ORHA efforts, the City has affected the housing market in other ways. For example, the adoption and enforcement of zoning and subdivision regulations and building codes has shaped the growth of neighborhoods and influenced the design, quality, and cost of the community's housing stock. In recent years, the transfer of land from the U.S. Department of Energy and the sale of three large parcels of land, one owned by Boeing and two owned by the City, has also shaped the location and availability of housing.

This brief description of the City's involvement in the housing market would not be complete without noting the following items that have influenced the quality and quantity of neighborhoods and the housing supply.

1. The Oak Ridge City Council approved the Highland View Redevelopment and Urban Renewal Plan in May 2004 based on the community's desire to improve deteriorating conditions in the heart of Oak Ridge and to prevent blight from spreading to other neighborhoods.

2. An Analysis of Impediments to Fair Housing was updated this year (2011) to help ensure that equal housing opportunities exist for all citizens.

3. The City employs two full-time Code Enforcement Officers who respond to complaints about poor housing conditions, unsightly yards, trash, debris, and other problems that detract from the quality of life and discourage re-investment in older houses and neighborhoods. One of the Code Enforcement positions is currently fully funded (100%) by a portion of the City's CDBG Entitlement funds.

The community's housing stock has also been strengthened by the efforts of Aid to Distressed Families of Appalachian Counties, Inc. (ADFAC) and Habitat for Humanity of Anderson County (HFHAC), agencies which are described in detail in the affordable housing section of this housing market analysis. Both are agencies that have received CDBG funding as subrecipients. Between 2008 and 2011 ADFAC built 7 homes for low-income homeowners. In 2008 144 units of housing developed through THDA's Low Income Housing Tax Credit program were added to the City's affordable rental housing stock. In spite of all of the expenditures and accomplishments by the City and these various organizations during the past years, more work remains to be done to address the community's housing issues. The following sections present data that illustrate characteristics of the local housing market.

Housing Trends

Past and present trends should be considered in performing a housing market analysis. Table, Housing II, C., #1 illustrates the number and type of housing units found in Oak Ridge according to the 2000 Census data.

The supply has experienced some sizable changes in recent decades, with the number of units increasing by 16.8% (from 11,487 units to 13,417 units) from 1980 to 2000. The housing stock has increased during the last twenty-four years, in spite of minimal population growth. Although the population is about the same as in 1980, the number of housing units has increased showing a trend in the way people have chosen to live. Fewer people are living in each housing unit so new housing is contributing to the City's expansion.

As shown in Table, Housing II, C., #1, of the housing units in Oak Ridge, the percent of single-family units has fluctuated during the past twenty years. Single-family structures are traditionally the least affordable type of housing, due in part to higher land and construction costs. Multi-family units had a large increase between 1980 and 1990 but demolition caused a decrease between 1990 and 2000. The addition of 1,358 multi-family units between 1980 and 2000 has provided more housing opportunity for renters, many who are low and moderate-income residents. Data from the American Community Survey 2005-2009 shows that 75% of the total housing units are single units and 24% are in multi-unit structures.

City of Oak Ridge Housing Units 1980-2000

Table, Housing II, C., #1

	1980	%	1990	%	2000	%
Single-Family Units	9,339	81.3%	8,967	70.6%	9,861	73.4%
Multi-Family Units	2,139	18.6%	3,665	28.9%	3,497	26.0%
Modular Homes	9	0.1%	7	0.1%	45	0.3%
Total Housing Units	**11,487**	**100.0%**	**12,694**	**100.0%**	**13,417**	**100.0%**

New Construction

According to building permit data from the City of Oak Ridge Community Development Department, from January 2007 through December 2010, new construction added 628 units to the total housing stock, as seen in Table, Housing II, C., #2. During this period, single-family homes represented about 24% of all new units added to the housing market, a major drop from previous years when single-family homes represented over 60% of new units added to the housing market.

Housing Permits Issued in the City of Oak Ridge CY 2007 - CY 2010

Table, Housing II, C., #2

Type of Housing	2007	2008	2009	2010	Total
Single-Family Units	56	36	30	27	**149**
Two-Four Family Units	21	0	3	0	**24**
Multi-Family Units	77	72	54	252	**455**
Total	154	108	87	279	**628**

Single-Family Residences

In 1980, 81.3% of the housing units in Oak Ridge were classified as single-family homes; and in 2000, this figure fell to 73.4% of the housing stock. Table, Housing II, C., #2 shows the number of housing units for which the City issued building permits from January 2007 through December 2010. The number of single-family units constructed has been decreasing each year as a result of the economic recession. As noted earlier, the City has worked with local developers and non-profit agencies to produce new housing opportunities. Unfortunately, the number of new affordable units is still smaller than the demand from low and moderate-income residents. Since the population has not increased dramatically, the addition of the new housing units results in an increase of existing housing units being for sale. These units are typically from the 60+ year-old housing stock and require extensive renovation to

modernize the unit. Many of these 60+ year-old housing units are being converted to rental housing.

Multi-Family Residences

New construction of multi-family housing units has increased during the last four years as seen in Table, Housing II, C., #2. Almost one third of the multi-family units added between 2007 and 2010 were Low Income Housing Tax Credit (LIHTC) units.

The ability to produce affordable rental housing varies by the targeted rent levels. The private market is generally able to produce new rental housing that is affordable to households earning above 80% of the community's median income level when there is sufficient demand. In addition, many of the existing rental units are affordable to households earning over 70% of the median income if vacancy rates remain high. Once the demand for housing increases enough to make the vacancy rate drop below 5%, however, it becomes much more difficult to find suitable rental units that are affordable to low and moderate income households. In order to produce units for these residents, it is often necessary to provide the tenants or developers with some type of federal and/or state subsidy or incentive. The City clearly does not have sufficient resources to provide such assistance and the annual level of state and federal assistance is difficult to predict.

Rental Units

There are approximately 4,500 rental units in Oak Ridge, estimated to be approximately 33% of the total housing units. This data was compiled by using the 2005-2009 American Community Survey figures. Three new low-moderate income rental housing developments with 144 units have been built within the last three years. Another 80-unit low-moderate income rental housing development using Low Income Housing Tax Credits was built in 2003.

Tenure and Vacancy Rates

Statistics gathered by the 2000 U.S. Census provide the tenure and vacancy rates for Oak Ridge households. The vacancy rate for owner-occupied housing has remained fairly steady over the years from 1% in 1980 to 1.3% in 1990 to 2% in 2000. The 2005-2009 American Community Survey (ACS) estimate is 1.4%. The percentage of owner-occupied units compared to renter occupied units has been increasing from 64.2% in 1980 to 68% in the American Community Survey. However part of the increase may be a reflection of the increasing number of vacant rental units.

Renter-occupied units account for 28.6% of the City's occupied housing stock. As the number of rental units has increased, so has the vacancy rate. In 1980 the vacancy rate for renter-occupied housing was 5%, jumping to 13.6% based upon 2005-2009 ACS estimates. Table, Housing II, C., #3 details the City's housing occupancy for the last twenty years and the 2005-2009 American Community Survey estimates.

Housing Occupancy for the City of Oak Ridge 1980-2009

Table, Housing II, C., #3

	1980	**%**	**1990**	**%**	**2000**	**%**	**ACS**	**%**
Owner-Occupied Units	7,082	62.4%	7,824	61.6%	8,246	61.4%	8,260	60.8%
Renter-Occupied Units	3,939	34.7%	3,939	31.0%	3,816	28.4%	3,886	28.6%
Vacant Units	333	2.9%	931	7.3%	1,355	10.1%	1,438	10.6%
Total Housing Units	**11,354**	**100.0%**	**12,694**	**100.0%**	**13,417**	**100.0%**	**13,584**	**100%**

Based on the 2000 Census, the vacancy rate in Oak Ridge after subtracting “other vacant units” (not for sale or rent) was 8.7%. Normally, a vacancy rate of 5% is considered to indicate that the housing market is "healthy" and functioning efficiently. Of the 13,417 housing units in the City, 193 (2% owner-occupied vacancy rate) were vacant and for sale, while 854 (18% renter-occupied vacancy rate) were vacant and for rent in 2000. The high vacancy rates seen in 2000 indicated a lack of demand for the rental units available. This can lead to deterioration of the rental housing because low rental income can result in lack of maintenance of the property. It also discourages the construction of new rental housing when the market appears so weak. However, the high rental housing vacancy rates may be an indication of the rejection of the product available, not a lack of demand for rental housing.

Age and Type of Housing

Table, Housing II, C., #4 compares the chronology of home construction in Oak Ridge based on data from the 2000 Census and permits issued by the City. It helps to look at the age of residential structures in evaluating their physical condition.

Of the housing units in Oak Ridge, 54% were built before 1960. The physical condition of a large portion of the Oak Ridge housing stock is a source of concern in the community. Some of the wartime residential structures, particularly those that are renter occupied, are showing signs of exterior deterioration. The neighborhoods between Pennsylvania and Louisiana Avenues are made up for the most part of multi-family units, temporary dwelling units (TDUs), and TVA flattop designs (designated B-1, and C-1). The TVA houses were prefabricated and constructed of plywood glued to wood frames with treated timber foundations. The B-1 unit had an area of 576 sq. ft. and the C-1 had an area of 768 sq. ft. A survey conducted in 1991 identified 230 B-1s and 98 C-1s still remaining and there has been no substantial removal of these units since completion of the survey. The original life expectancy for the B-1 and C-1 units was six years.

Also in the Highland View neighborhood are the temporary dwelling units (TDUs). These temporary units were built with a life expectancy of eight years. According to the survey conducted in 1991 there were 554 temporary dwellings still standing and, as with the B-1s and C-1s, few have been removed since the time of the survey. Referring to the 1948 Master Plan for Oak Ridge completed by Skidmore, Owings and Merrill, there were 5,728 housing units classified as temporary and it was stated that they were built at densities greater than desirable. The 1948 Master Plan recommended replacement of the temporary housing units located primarily between Highland Avenue and Louisiana Avenue because of their physical condition and the wartime construction and standards of design utilized. Since most of the pre-1960 housing was built during the war, there are a large number of units at the same stage in their life cycle and with similar deficiencies in design and construction. As these units continue to age, increased investment for maintenance, repairs, rehabilitation, and replacement is required to maintain the quality of living conditions and prevent deterioration of neighborhoods.

Age of Housing Units 2000

Table, Housing II, C., #4

Year Built	# Of Units	%
1999 to March 2000	52	0.4%
1995 to 1998	286	2.1%
1990 to 1994	774	5.8%
1980 to 1989	1,408	10.5%
1970 to 1979	1,837	13.7%
1960 to 1969	1,765	13.2%
1940 to 1959	7,141	53.2%
1939 or earlier	154	1.1%

Housing Conditions

Although the 2000 Census provided data on the dwelling units that lacked complete plumbing or kitchen facilities, this information is still not as helpful in measuring the level of housing deterioration in the community as a complete survey of all housing units would provide. Since a detailed inventory of the physical condition of the area's housing stock has not been completed in years, it is necessary to rely on the following census results.

- Incomplete Plumbing Facilities
  In 2000, 18 (0.1%) of the housing units in Oak Ridge lacked complete plumbing facilities, which are defined as both hot and cold piped water, a flush toilet and a bathtub or shower.

- Incomplete Kitchen Facilities
  In 2000, 111 housing units (0.9%) did not contain complete kitchen facilities. A complete kitchen is defined as an installed sink with piped water; a range, convection or microwave oven; and a refrigerator in one housing unit, although not necessarily all in one room. If one or more of these items is missing, the unit is considered to lack complete kitchen facilities.

- Structural Conditions
  A survey of housing conditions helps identify units that are standard, substandard, dilapidated, or substandard but suitable for rehabilitation. Substandard units are generally defined as a unit lacking one or more essential plumbing facility for exclusive use of the occupants or any unit which is dilapidated (units not providing safe and adequate shelter, i.e., having one or more critical defects or having a combination of intermediate defects in sufficient number to require extensive repair or rebuilding, or being of inadequate original construction), or in deteriorating condition caused by use or inadequate maintenance. Units that meet the definition of substandard but still have sufficient overall quality attributes where rehabilitation is a reasonable economic consideration, taking into account the value of units in the particular area, are considered to be substandard but suitable for rehabilitation. Due to inadequate data, it is impossible to know how many units in Oak Ridge are in each of these groups. The City's Community Development Department enforces various codes to ensure that housing units meet minimum safety requirements for the residents. The City also supports the maintenance and rehabilitation of housing and residential neighborhoods.

- Overcrowded Housing Units
  Family and/or household size is another important factor in identifying housing conditions. The size of households often shapes the housing market because developers will respond to the demand for larger or smaller housing choices. Overcrowded housing is also determined by household sizes. The 2000 Census found an average household size of 2.33 persons for owner-occupied units and 2.03 persons for renter-occupied units. This figure is smaller than it was in 1990 and 1980 and lower than the state average of 2.57 persons per unit for owner-occupied and 2.29 persons per unit for renter-occupied units. This should not be construed to say that the City does not have overcrowded housing units; however, according to the 2000 Census, Oak Ridge had 214 housing units with1.01 or more persons per room, which is the definition of an overcrowded housing unit.

The overall condition of the housing stock remains generally good but some substandard and dilapidated housing continues to be an issue. Many housing units erected during WW II were not intended as permanent housing and they were recommended for removal back in 1948. The most dilapidated housing needs to be removed and replaced with suitable housing units. The City will also seek housing rehabilitation funds to assist lower income homeowners and will continue code enforcement to improve the condition of other housing in the City.

Housing Affordability

Housing affordability is affected by two interdependent factors: housing cost and household income. Housing costs have continued to grow steadily over the past decade, while income levels have not kept pace. The result has been a nationwide housing affordability crisis. In order to correct the mismatch between income and costs and enhance housing affordability, it is necessary to address both sides of the problem.

Housing that is considered affordable is defined as housing units that have sales prices or rents that are within the means of a low or moderate-income household. The income levels that are used to determine low or moderate-income groups are set by HUD and are a percentage of the community's median family income. Low to moderate-income is 60% to 80% of the median-income and low-income is below 60% of the median-income.

The private housing market does not generally provide affordable housing without some type of subsidy or incentive. Public agencies and nonprofit organizations have been very active in housing programs for many years, as described elsewhere in this report. Despite their success, however, the ability of low and moderate-income families to acquire housing has still been adversely affected during the past decade as a result of costs rising faster than incomes.

Another problem related to housing affordability is a shortage of quality houses in certain price ranges. Housing units that may be affordable to residents within certain income groups often have physical problems that make the units ineligible for financing from private lending institutions as well as unattractive to the potential buyers. In other cases, the houses may be in good enough condition to qualify for a loan but the unit is priced too high for many potential buyers to afford it.

Housing Costs

According to U.S. Census data, the average price of a house increased from $64,100 in 1990 to $98,200 in 2000. A 2009 estimate of median house price from City-Data.com is $136,628. The average sales price for homes sold during 2010 was $150,519. More information is presented in the following sections to illustrate the growing discrepancy between income and housing prices in the City of Oak Ridge.

New home prices are driven by factors that may not affect the prices of an existing home, such as the costs of labor, land, materials, permits, and regulatory costs. One factor in the increasing cost of new housing is rising land development costs, including roads, drainage, utilities, and other on-site and off-site improvements. These costs are passed on to the consumer in higher housing prices.

Prices for new housing have been increasing, however there have been several affordable housing options added to the housing market in Oak Ridge, including the Teller Village Apartments, Robertsville Apartments, Hallmark Apartments, Royce Gardens, Hillside Towns and new houses built by ADFAC and HFHAC. Despite these exceptions, most of the area's affordable housing is found within the existing stock of owner-occupied and rental housing. If the supply is sufficient, this pool of less expensive housing can exert downward pressure on housing costs and provide a variety of affordable housing options.

Overall, the ability for low and moderate-income families to acquire housing has been adversely affected in the past decade. Looking at general housing cost within the community, as portrayed in the 2000 Census, approximately 16% of the families are spending 35% or more of their income on housing.

Table, Housing II, C., #5 and Table, Housing II, C., #6 illustrate affordability in the rental housing market and owner-occupied housing market, respectively for the City of Oak Ridge and the State of Tennessee. The 2000 Census reported that 36.1% of renter-occupied households in Oak Ridge were paying more than 30% of their income for rent. A low-income household that pays more than 30% of its income for housing is considered to be overpaying. The 2000 Census data found a 2.1% increase in the percentage of renter-occupied households and a 2.8% increase in the percentage of owner-occupied households overpaying for housing from the 1990 Census. These figures indicate affordability of housing is a problem.

Percentage of Income Spent for Rent in Renter-Occupied Households 2000

Table, Housing II, C., #5

% OF INCOME SPENT FOR RENT	OAK RIDGE		STATE OF TENNESSEE	
	UNITS	PERCENT	UNITS	PERCENT
Less than 20%	1,296	34.3%	217,874	33.1%
20% to 24%	460	12.2%	81,596	12.4%
25% to 29%	360	9.5%	68,148	10.4%
30% to 34%	194	5.1%	45,497	6.9%
> 35%	1,171	31.0%	178,622	27.2%
Not Available	298	7.9%	65,401	10.0%
Total Units	**3,779**		**657,138**	

The identification of overpaying for single-family residences is less direct because of the tax advantages of mortgage interest. However, the census reported almost 12.8% of all owner-occupied housing units were paying more than 30% of their income on a mortgage. If the market fails to meet the housing demand for each income group, then moderate and middle-income households may "buy-down" into lower priced housing, driving up the cost of that housing for low-income households. If overall housing prices and rents escalate, then the cost of low-income housing will also be affected.

Percentage of Income for Mortgage in Owner-Occupied Households 2000

Table, Housing II, C., #6

% OF INCOME SPENT FOR MORTGAGE	OAK RIDGE		STATE OF TENNESSEE	
	UNITS	PERCENT	UNITS	PERCENT
Less than 20%	5,392	69.0%	695,933	57.7%
20% to 24%	856	11.0%	157,548	13.1%
25% to 29%	506	6.5%	102,944	8.5%
30% to 34%	237	3.0%	63,756	5.2%
> 35%	762	9.8%	173,203	14.4%
Not Available	62	0.8%	12,547	1.1%
Total Units	**7,815**		**1,205,931**	

Based on the 2000 Census, the median monthly cost of owner-occupied units with a mortgage was $943, while the median monthly cost of an owner-occupied unit without a mortgage was $276. This information is shown for the City of Oak Ridge and the State of Tennessee in Table, Housing II, C., #7.

Selected Monthly Owner Costs with a Mortgage

Table, Housing II, C., #7

MONTHLY OWNER COSTS	OAK RIDGE		STATE OF TENNESSEE	
	UNITS	PERCENT	UNITS	PERCENT
Less than $300	20	0.3%	9,832	1.0%
$300 to $499	248	3.2%	72,397	9.1%
$500 to $699	874	11.2%	153,139	19.3%
$700 to $999	1,195	15.3%	250,216	31.5%
$1,000 to 1,499	1,221	15.6%	201,077	25.3%
$1.500 to 1,999	390	5.0%	66,297	8.3%
$2,000 or more	293	3.7%	42,807	5.5%

Based on the 2000 Census, Oak Ridge had a median gross rent of approximately $487 per month. Table, Housing II, C., #8 lists the number of housing units by gross rent for the City of Oak Ridge and the State of Tennessee.

Gross Rent for Specified Renter-Occupied Housing Units 2000

Table, Housing II, C., #8

GROSS RENT	OAK RIDGE		STATE OF TENNESSEE	
	UNITS	PERCENT	UNITS	PERCENT
Less than $200	187	4.9%	52,356	7.9%
$200 to $299	398	9.7%	48,141	7.3%
$300 to $499	1,320	34.9%	197,466	30.0%
$500 to $749	1,220	32.3%	218,697	33.4%
$750 to $999	350	9.3%	66,531	10.2%
$1,000 to $1,499	42	1.1%	19,759	3.0%
$1,500 or more	86	2.3%	4,844	0.7%
No Cash Rent	206	5.5%	49,344	7.5%
Median Gross Rent	$487.00		$505.00	

Cost Burden

Based upon HUD definitions, the cost burden is considered the extent to which gross housing costs, including utilities, exceed 30% of a household's gross income. This is the threshold at which the cost of shelter often becomes a real financial hardship for a household, reducing the amount of income available for other necessities like food, health care and clothing.

Another measure of income that is relevant to the strength of a community's housing market is the number of residents who live below the poverty level as defined by HUD. These people clearly have a harder time finding suitable affordable housing. Consequently, they generally need more assistance from the various public or nonprofit agencies that offer programs. Shown below is the percentage of people who lived in either owner-occupied or renter-occupied housing units and were below the poverty level according to the 2000 Census. As expected, the percentage of poor people was much higher in the renter-occupied housing units.

• Total Owner-Occupied Housing Units	8,246	
• Owner-Occupied Housing Units Below Poverty Level	374	5%
• Total Renter-Occupied Housing Units	3,816	
• Renter-Occupied Housing Units Below Poverty Level	901	24%

Value of Owner-Occupied Units

The 2000 median value of an owner-occupied housing unit was $98,200 in Oak Ridge and $93,000 for the state. This compares to the average sales price in Oak Ridge for a house in 2010 of $150,519. Table, Housing II, C., #9 shows housing values in Oak Ridge and the State of Tennessee based on the 2000 Census.

Value of Specified Owner-Occupied Housing Units 2000

Table, Housing II, C., #9

HOUSING UNIT VALUE	OAK RIDGE		STATE	
	UNITS	Percent	Units	Percent
Less than $50,000	530	6.8%	156,935	13.0%
$50,000 to $99,999	3,461	44.3%	517,407	42.9%
$100,000 to $149,999	2,059	26.3%	217,857	22.5%
$150,000 to $199,999	932	11.9%	126,104	10.5%
$200,000 to $299,999	494	6.3%	84,945	7.0%
$300,000 to 499,999	313	4.0%	35,806	3.0%
500,000 to 999,999	26	0.3%	10,187	0.8%
Median Value	$98,200		$93,000	

Housing Costs Current Trends

The recession and lack of demand have curbed the rising price of housing but the increase of material and labor costs for new housing and rising energy costs for existing housing is contributing to an increase in housing costs. Residents in the City of Oak Ridge have experienced limited issues with the current national housing crisis. Since there has not been a real “housing boom” in Oak Ridge, there has been a limited number of foreclosures or subprime loan issues.

Public and Assisted Housing

The Oak Ridge Housing Authority (ORHA) owns and manages 128 units of public housing at eight different sites and provides vouchers for approximately 232 Section 8 units.

The assisted housing units are generally in reasonably good condition. Assisted housing units that are undergoing rehabilitation by the ORHA are unavailable while being repaired, however, this is on a temporary basis only.

In addition to the assisted housing provided by the Oak Ridge Housing Authority, the following options are available in Oak Ridge.

Rent Assisted/Rent Restricted Housing In Oak Ridge

Low Income Housing Tax Credit

Teller Village	80 units
Hallmark	72 units
Royce Gardens	52 units
Hillside Towns	20 units

Section 8

Oak Ridge Tower (elderly)	110 units
Kareday Terrace	56 one BR units
Auburn Hills (elderly/handicapped)	40 one BR units
Robertsville Apts. (elderly/handicapped)	14 one BR units
McKenzie Acres	100 units
101 Livingston Road (Emory Valley Ct.)	10 units
111 Tiffin Dr. (Emory Valley Ct.)	6 units
153 Hamilton Circle (Emory Valley Ct.)	6 units

Emory Valley Center Housing
131 E. Wadsworth
133 E. Wadsworth
145 Latimer
132 Northwestern
207 Butler Road
2290 Oak Ridge Turnpike
101 Livingston
111 Tiffin
153 Hamiltion Circle

Ridgeview Housing
315/317 West Outer Drive
323 West Outer Drive
129 N. Hollywood Circle
131 N. Hollywood Circle
106 Walnut Lane
207 Waltham Place
146 Lancaster Road

HOPE
127 S. Walker
124 S. Walker
121 S. Walker
169 Waddell Circle
115 Lancaster Road

East Tennessee Family Services
Domestic Violence Shelter

Homeownership Programs
Oak Ridge Public Housing Authority
ADFAC
Habitat

Section 8 Housing Vouchers issued by other agencies in Oak Ridge
ETHRA – 75; THDA – 102; LaFollette Housing Authority - 46

These facilities offer housing and such services as medication supervision, assistance with activities of daily living, dining facilities, housekeeping, transportation, and social/recreational activities.

- Retirement and Life Care Communities and Homes
  Continuum Courtyards of Oak Ridge
  Greenfield of Oak Ridge
  Estates at Oak Ridge

- Skilled Nursing Facilities
  Briarcliff Health Care Center and NHC Healthcare Oak Ridge

D. Barriers to Affordable Housing

General Information

The regulations for the CDBG Consolidated Plan require an explanation of whether the cost of housing or the incentives to develop, maintain or improve affordable housing are affected by public policies, including tax policies, land use controls, zoning ordinances, building codes, fees and charges, growth limits and policies that affect the return on residential development.

Historically, the City of Oak Ridge has been actively involved in issues concerning the housing market. The adoption and enforcement of zoning and subdivision regulations and building codes has shaped the growth of neighborhoods and influenced the design, quality, and cost of the community's housing stock. The Community Development Department administers these policies, which have made Oak Ridge a planned and livable city. During the last few years, City of Oak Ridge officials and staff have been determined to reduce the perception that these regulations and policies are detrimental to residents and residential developers. These policies and the method to reduce the barriers to affordable housing include:

- Building codes and standards – The City of Oak Ridge has adopted the 2006 International Building Code and International Residential Code as published by the International Code Council.
- Building permits and fees – The City of Oak Ridge has an administrative policy D-200 titled Fees and Municipal Services and Supplies. Section 2.110, Affordable Housing Fee Adjustments eliminates any zoning fees, moving fee and demolition fee and reduces to $25.00 the permit fees. Item a, of Section 2.110 will be updated to reference the CDBG target areas utilizing data from the most recent U.S. Census.
- Property tax abatement – City Council approved a resolution authorizing a local option property tax freeze program for taxpayers 65 years of age or older based on income and ownership of eligible property and other guidelines as set forth in the resolution.
- Lack of knowledge of available programs and resources – The City of Oak Ridge will continue efforts to communicate information concerning available programs and resources through the City newsletter, website and newspaper notices and articles.

Two barriers to affordable housing seem to be nationwide trends. The private housing market does not generally provide new affordable housing without some type of subsidy or incentive and older housing units that are affordable often have physical problems that make the units ineligible for financing from private lending institutions. In addition to these barriers, many older and affordable homes in Oak Ridge available to low or moderate-income residents require some type of financing or subsidy when purchasing a home, which includes inspection of the home prior to purchase.

Methods to address the barriers to affordable housing that are stated above include:

- Use of innovative approaches and cooperative partnerships with other public agencies and private organizations to meet the need for new affordable housing.
- Promote housing rehabilitation programs for older homes so that an increased number of houses meet the 2003 International Property Maintenance Code.

E. Specific Housing Objectives

General Information

As the housing market analysis and the needs study show, the availability of affordable housing for both renters and homeowners is a primary issue for the City of Oak Ridge. The City of Oak Ridge is committed to working with the public, private and non-profit sectors in the area to help ensure the availability and affordability of housing for low and moderate-income residents. It is planned that the City will support the demolition of dilapidated housing and residential redevelopment, specifically in the Highland View Redevelopment Area.

The Housing Strategy and the objectives for that strategy, included in the Priority Needs Analysis and Strategies section of this document, will be utilized for achieving specific housing objectives during the CDBG Consolidated Plan three-year period of July 1, 2011 through June 30, 2014. Performance measurements are included in the section for the housing strategy and the objectives.

F. Public Housing

General Information

Public housing was established to provide decent and safe rental housing for eligible low-income families, the elderly and persons with disabilities. Public housing includes federally subsidized affordable housing that is owned and operated by the local public housing authority (PHA). The public housing authority also administers the federal Section 8 tenant-based rent subsidy program, which assists low-income families in paying rent for privately owned housing units of their choice.

Residents of the City of Oak Ridge are served by the Oak Ridge Housing Authority (ORHA), which was incorporated September 5, 1969 under the "Housing Authorities Law" Chapters 8 through 11 Title 13 TCA Sections 801 through 1113. The Oak Ridge City Council is responsible for all board appointments to the ORHA. However, the City has no further accountability for the organization. The City cannot impose its will on the ORHA board since it does not have the ability to modify or approve their budget or overrule or modify decisions of the board. The ORHA board is fiscally independent and there is no financial benefit or burden relationship with the City of Oak Ridge.

The following mission statement is included in the ORHA Five-Year Agency Plan for the period of October 1, 2010 through September 30, 2015.

> *The mission of the PHA is the same as that of the Department of Housing and Urban Development: To promote adequate and affordable housing, economic opportunity and a suitable living environment free from discrimination..*

The ORHA Agency Plan for the period of October 1, 2010 through September 30, 2015 includes the following strategic goals:

- Expand the supply of assisted housing
- Improve the quality of assisted housing
- Increase assisted housing choices
- Provide an improved living environment
- Promote self-sufficiency and asset development of families and individuals
- Ensure equal opportunity and affirmatively further fair housing

Conventional Public Housing Program

This program provides quality, safe, affordable housing for very low, low and moderate-income families. This program also assists as a stepping-stone for upward mobility. There are eight (8) conventional public housing facilities providing one hundred twenty-eight (128) dwelling units throughout the City of Oak Ridge as shown in Table, Housing II, E., #1.

All of the ORHA housing units are considered to be in good condition. Improvements are planned to maintain the units. Based on an evaluation of its public housing units, the ORHA identified its needs for capital improvements for four years and included it in their five-year plan submitted to HUD. A summary of the scope of work and estimated costs of the improvements is included in Table, Housing II, E., #2.

The ORHA maintains waiting lists for its housing programs. According to an analysis completed by the ORHA as of December 31, 2010, the waiting list for Conventional Public Housing contains 167 families. Key characteristics of the families on the waiting list are shown in Table, Housing II, E., #3.

Conventional Public Housing Communities

Table, Housing II, E., #1

Community	Units by Bedroom Size			Total Units	Handicap Units
	1	2	3+		
Apple Lane	0	4	4	8	2
Irene Lane	0	5	5	10	0
Joel Lane	12	0	0	12	0
Honeysuckle Lane	30	2	0	32	4
Knoll Lane	0	5	5	10	0
LaSalle Lane	0	5	5	10	0
Van Hicks Place	8	14	15	37	3
Wade Lane	0	3	5	8	0

Conventional Public Housing Units Capital Improvement Schedule

Table, Housing II, E., #2

Description of Work	Cost Estimate			
	2010	2011	2012	2013
Replace Exterior Doors	$1,000.00	$1,000.00	$31,000.00	$1,000.00
Landscaping / Site Maintenance	$29,000.00	$29,000.00	$29,000.00	$29,000.00
Meter Bases	$0.00	$5,000.00	$5,000.00	$5,000.00
Water Heaters	$0.00	$1,000.00	$1,000.00	$1,000.00
Carbon Monoxide Sensors / Smoke Alarms	$6,000.00	$,0.00	$0.00	$0.00
Replace/Install Low-Flow Fixtures	$0.00	$0.00	$28,000.00	$33,000.00
Replace Appliances	$30,500.00	$5,000.00	$5,000.00	$5,000.00
Water Spigots	$10,000.00	$0.00	$0.00	$0.00
Light Fixtures	$10,000.00	$0.00	$0.00	$0.00
Replace Guttering/Downspouts	$0.00	$0.00	$28,000.00	$33,000.00
Security	$10,000.00	$10,000.00	$10,000.00	$10,000.00
Total	$96,500.00	$56,000.00	$114,000.00	$89,000.00

Conventional Public Housing Waiting List

Table, Housing II, E., #3

Characteristics	# Families
Race/Ethnicity	
White	**130**
Black	**32**
Other	**3**
Hispanic	**3**
Family Income	
Extremely low-income	**129**
Very low-income	**34**
Low-income	**4**
Demographic	
Elderly	**5**
Disabled	**39**
Children	**123**
Unit Size	
1 Bedroom	**58**
2 Bedroom	**67**
3+ Bedroom	**43**

Section 8 Housing Choice Voucher (HCV) Assistance

This is a rent subsidy program utilizing a voucher system designed to assist low-income families in paying rent and utilities for privately owned property. Applicants are limited to income families and eligible elderly, handicapped or disabled persons. The amount of rent paid or Housing Assistance Payment (HAP) by ORHA on behalf of each family is based on the income of the tenant. The ORHA has administered the Section 8 HCV program in the City of Oak Ridge since 1978 and is currently assisting approximately two hundred thirty-two (232) families with an average HAP of $401.00. The ORHA maintains waiting lists for its housing programs. According to an analysis provided by ORHA as of December 31, 2010, the Section 8 tenant-based assistance waiting list contains 289 families. Key characteristics of the families on the waiting list are shown on Table, Housing II, E., #4.

Section 8 Tenant-Based Assistance Housing Waiting List

Table, Housing II, E., #4

Characteristics	# Families
Race/Ethnicity	
White	**219**
Black	**59**
Other	**6**
Hispanic	**5**
Family Income	
Extremely low-income	**178**
Very low-income	**100**
Low-income	**5**
Demographic	
Elderly	**17**
Disabled	**84**
Family	**185**
Unit Size	
1 Bedroom	**113**
2 Bedroom	**110**
3+ Bedroom	**63**

G. Public Housing Strategy

General Information

The Oak Ridge Housing Authority (ORHA) continues to address the needs of the community to promote safe and affordable housing to those families with the greatest needs.

With the downturn in the economy in the past few years, the ORHA has revised its policies in order to better serve those families negatively affected by the economic situations that are beyond their control.

The Public Housing Program (PH), in addition to its local preferences for working and disabled families, has added additional local preferences for families that have been displaced by government action (through no fault of the family) and for families where a member is a veteran. These local preferences were instituted in response to the deteriorating ”temporary” housing stock constructed in the Oak Ridge area during WW II and the fact that a number of private affordable rental properties are now in foreclosure leaving displaced low income families with a greater need of affordable housing. The local preference for veterans is also in response to local economic conditions, where employment opportunities for returning veterans and their families are limited.

The Housing Choice Voucher Program (HCV), in addition to its preference for disabled and elderly families, has also expanded its local preferences to include working families, families that have been displaced by government action, and veterans. The HCV program has also instituted a higher local preference for families where the Head or Co-Head has been permanently laid off due to the lack of work. This last preference is in response where several local businesses have closed because of economic conditions and the resulting hardships faced by the affected families. The HCV Program is also participating in the VASH program administered by the Veterans Administration.

The ORHA’s Family Self-Sufficiency Program (FSS) will continue to be open for both residents of the PH Program and for participants of the HCV Program to provide the tools and incentives necessary where families can improve their financial situations to the point where they no longer need housing assistance.

The ORHA will continue to monitor the changing socio-economic needs of its community and will adjust its policies, as needed, to best serve those families with the greatest need.

HUD Strategic Goal: Increase the availability of decent, safe and affordable housing.
ORHA Goal: Maintain affirmative measures to ensure access to all housing programs regardless of race, color, religion, national origin, sex, familial status and disability.
ORHA Goal: Apply for additional rental vouchers
ORHA Goal: Reduce public housing vacancies
ORHA Goal: Improve PHAS score. (public housing management)
ORHA Goal: Improve SEMAP score (voucher management)

HUD Strategic Goal: Improve community quality of life and economic vitality.
ORHA Goal: Maintain affirmative measures to provide suitable living environment for families living in all housing programs regardless of race, color, religion, national origin, sex, familial status and disability.
ORHA Goal: Increase customer satisfaction
ORHA Goal: Renovate or modernize public housing
ORHA Goal: Provide voucher mobility
ORHA Goal: Conduct outreach to landlords
ORHA Goal: Increase voucher payment standard

ORHA Goal: Continue public housing security improvements

HUD Strategic Goal: Promote self-sufficiency and asset development of families and individuals.
ORHA Goal: Increase the number and percentage of employed persons in all housing programs
ORHA Goal: Provide or attract supportive services to improve assistance recipients' employability
ORHA Goal: Provide and attract supportive services to increase independence for the elderly or families with disabilities.

III. HOMELESS

A. Homeless Needs

General Information

The following information and analysis of the homeless needs in the City of Oak Ridge is based primarily on the results of an Anderson County point-in-time count conducted by the Tennessee Valley Coalition to End Homelessness (TVCEH). The count was done on January 27, 2011.

As stated in the U.S. Code Title 42, Chapter 119, Subchapter 1, Section 11302, in general, the term "homeless" includes:

- An individual who lacks a fixed, regular and adequate nighttime residence; and
- An individual who has a primary nighttime residence that is a supervised publicly or privately operated shelter, an institution that provides a temporary residence for individuals intended to be institutionalized, or a public or private place not designated for, or ordinarily used as, a regular sleeping accommodation for human beings.

Homeless Facilities and Resources

Generally, the City of Oak Ridge and local non-profit organizations have made an effort to promote and support homeless prevention programs, limiting the chronic homelessness of our residents.

The City of Oak Ridge CDBG entitlement funds have been utilized to assist with the support of one transitional housing program. The City of Oak Ridge has been a recipient of set-aside Emergency Shelter Grant (ESG) funds through the State of Tennessee. These funds are matched and utilized for a homeless prevention program that includes rent payments and utility payments. The City of Oak Ridge utilizes general fund dollars for the Social Services Program that includes payments for rent, utilities and prescription drugs for the elderly and/or disabled. An additional program to assist with rent and utilities has become available recently through the Tennessee Valley Coalition to End Homelessness. For a two year period ending September 30, 2011, the Homelessness Prevention & Rapid Rehousing Program provides funds for rental or utility assistance within a twelve county area which includes Anderson County.

Additional homeless facilities and resources are transitional housing units operated by Hope of East Tennessee, Inc. and Ridgeview; shelter housing for domestic abuse victims (women and children) operated by East Tennessee Family Services and a program to assist stranded travelers operated by the Oak Ridge Ministerial Association in partnership with the chaplains of the Oak Ridge Police Department.

Homeless Characteristics

According to the results of the point-in-time survey questionnaire there were fifteen (15) persons residing in transitional housing the night of January 27, 2011 in Anderson County. Demographic information provided on these 15 persons is that 15 are severely mentally ill, 2 are chronically homeless, 4 are chronic alcohol and/or drug users and one is a veteran. Eight (8) persons in Anderson County were reported as precariously housed.

Thirteen (13) persons were reported as unsheltered in Anderson County. Demographic information provided on these 13 unsheltered persons is that 11 are chronically homeless, 7 are severely mentally ill and 8 are chronic alcohol and/or drug users.

B. Chronic Homelessness

The federal definition of chronic homelessness is defined below:

> A "chronically homeless" person is defined as an "unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four (4) episodes of homelessness in the past three (3) years.

Discussions concerning homelessness within the city limits of Oak Ridge were held with Sandi Shaver and Sharon Stratton with Ridgeview Psychiatric Hospital, Alan Massengill, Oak Ridge Police Deputy Chief, and Liz Herbes, Social Services Director for Aid to Distressed Families of Appalachian Counties (ADFAC). After discussing homelessness, it was concluded that Oak Ridge has an increasing number of individuals who are precariously housed. The Anderson County Homeless Point in Time Count held on January 27, 2011 did identify 11 homeless persons as chronically homeless in Anderson County. The police officers in Oak Ridge infrequently encounter homeless persons. If a police officer does encounter a homeless person the officer attempts to gather information concerning the person's situation and makes an effort to refer the person to an appropriate resource for assistance. The community seeks to prevent homelessness in Oak Ridge through the following programs:

- ADFAC homeless prevention program has been successful in assisting residents before they become homeless. This program receives funding from the general fund and the Emergency Shelter Grant set-aside allocation from the City of Oak Ridge.
- The Oak Ridge Police Department and the Oak Ridge Ministerial Association partnership provides vouchers to assist transient families or individuals in need of assistance to reach their final destination. These vouchers provide an overnight stay in a local motel, food at a local restaurant and a tank of gas.
- East Tennessee Family Services operates a domestic violence shelter in Oak Ridge.
- Hope of East Tennessee, Inc.operates eight (two houses and six apartments) transitional housing facilities for homeless individuals that are struggling with their sobriety, or have just left an alcohol/drug treatment facility. The organization is helping to provide a secure environment and assisting with the clients to maintain sobriety and move toward independent living.
- Ridgeview Psychiatric Hospital and Services, Inc.is a regional mental health facility located in Oak Ridge, addressing the needs of the mentally ill and dually diagnosed homeless individuals. The organization operates a transitional housing facilities and provides a case manager to develop goals and foster self-sufficiency. City of Oak Ridge CDBG entitlement funds have assisted with this program.

Hope of East Tennessee, Inc. and Ridgeview Psychiatric Hospital and Services, Inc are the primary providers of services in Oak Ridge to serve the needs of the chronically homeless.

C. Priority Homeless Needs

General Information

HUD requires the Priority Needs Summary Table 1A (Table, Homeless III, B., #1) to be submitted as part of the Consolidated Plan. The table is organized first by individuals and then by persons in families with children. The data gathered from the point-in-time Homeless Count and contact with service providers provided the basis for assigning the priority homeless needs for the City of Oak Ridge.

Capacity

The capacity is based on information provided by service agencies on the number of beds agencies can provide or arrange for shelter within the city limits of Oak Ridge.

Point-in-Time Inventory

The current inventory is based on the actual numbers provided in the point-in-time Homeless Count for Anderson County.

Unmet Need/Gap

All agencies reported being at or near full capacity with waiting lists. Hope of East Tennessee reported a waiting list of approximately 50 with a two to three month waiting period.

Ridgeview has had 8 independent living units for two years. In those two years there have been two vacancies that were quickly filled. There are about 15 people on their waiting list. Ridgeview also has 8 beds in transitional housing, 4 for men and 4 for women. Homeless individuals receive priority. There have been 63 individuals housed in the past year. Ridgeview tries to place individuals into permanent housing within 90 days, but this is becoming more difficult and more people are staying more than 90 days. There is a short waiting list for the transitional housing but it is very fluid.

East Tennessee Family Services reports that its domestic violence shelter is usually at or near full capacity of 18 individuals, including children.

ADFAC receives funding from the City to provide emergency assistance. ADFAC has reduced the maximum amount of assistance per household from $400 to $100 and has increased the length of time a household must wait before they can reapply for assistance from 6 months to 9 months. These changes have been made in order to provide assistance to more families over a longer period of time, otherwise the annual funds would completely run out within 6 months. The funding available is insufficient to meet the needs. ADFAC staff reports that their clients are the working poor. Their income is remaining the same or declining while food, shelter and energy prices are climbing.

The Homelessness Prevention & Rapid Rehousing Program of the Tennessee Valley Coalition to End Homelessness assisted 30 households in Oak Ridge. This source of assistance is expected to be discontinued at the end of September 2011.

The Unmet Need/Gap in Table 1A is an estimate based upon the information above.

Relative Priority

The homeless priority needs were assigned based on the data gathered from the point-in-time Homeless Count and contacts with service agencies. The City of Oak Ridge will continue to promote and support homeless prevention programs, continuing to limit the possibility of chronic homelessness of its citizens.

HUD Table 1A
Priority Homeless Needs Table
Table, Homeless III, B., #1

		Capacity	Point in Time Inventory	Unmet Need/Gap	Relative Priority
Individuals					
Beds/Units	Emergency Shelter	0	0	0	L
	Transitional Housing	61	53	25	H
	Permanent Housing	8	8	10	M
	Other-Motel Voucher	0	0	0	M
	Total	69	61	Unknown	
Persons in Families with Children					
Beds/Units	Emergency Shelter	0	0	0	L
	Transitional Housing	18	12	0	M
	Permanent Housing	0	0	0	L
	Other-Motel Voucher	0	0	0	M
	Total	0	0	0	

		Provided on-Site	Referred to Other Agencies	Relative Priority
Supportive Services Available	Job Training	Y	Y	M
	Case Management	Y	Y	M
	Substance Abuse Treatment	Y	Y	M
	Mental Health Care	Y	Y	M
	Housing Placement	Y	Y	M
	Life Skills Training	Y	Y	M
Vouchers Available	Shelter	Y	Y	N/A
	Prepared Meals	Y	Y	
	Food Pantry	Y	Y	
	Fuel	Y	Y	
	Health Care Assistance	Y	Y	
	Other	Y	Y	
Sub-populations Served	Chronic substance Abusers	Y	Y	
	Seriously Mentally Ill	Y	Y	
	Dually-Diagnosed	Y	Y	
	Veterans	Y	Y	
	Persons with HIV/AIDS	Y	Y	
	Victims of Domestic Violence	Y	Y	
	Youth	Y	Y	

D. Homeless Inventory

General Information

Oak Ridge is a small city located more than fifteen miles from an Interstate highway. It does not have a local bus terminal, thus making it somewhat difficult for non-resident homeless individuals to arrive here. The homeless persons that do arrive here are generally from smaller communities near Oak Ridge and do not want to travel to Knoxville for assistance or services.

The residents of Oak Ridge experience homelessness similar to other small towns; the homeless or near-homeless population is not very visible. The homeless or near-homeless residents of Oak Ridge require assistance during a temporary crisis to help stabilize the individual or family and hopefully prevent chronic homelessness, which allows the City of Oak Ridge and non-profit organizations to promote and support homeless prevention programs for city residents.

Following is information of the homeless facilities and resources located within the city limits of Oak Ridge.

- Oak Ridge Ministerial Association and the Oak Ridge Police Department
  For the small transient population that moves through Oak Ridge, this partnership provides vouchers to assist families or individuals in need of assistance to reach their final destination. These vouchers will provide an overnight stay in a local motel, food at a local restaurant and a tank of gas.

- East Tennessee Family Services
  The shelter operated by East Tennessee Family Services is for battered women and their children. The converted single-family residence has six bedrooms.

- Hope of East Tennessee, Inc.
  This organization operates eight (two houses and six apartments) transitional housing facilities for homeless individuals that are struggling with their sobriety, or have just left an alcohol/drug treatment facility. The organization is helping to provide a secure environment and assisting with the clients to maintain sobriety and move toward independent living.

- Ridgeview Psychiatric Hospital and Services, Inc.
  Ridgeview is a regional mental health facility located in Oak Ridge, addressing the needs of the mentally ill and dually diagnosed homeless individuals. The organization operates a transitional housing facility and provides a case manager to develop goals and foster self-sufficiency. City of Oak Ridge CDBG entitlement funds have assisted with this program.

- Aid to Distressed Families of Appalachian Counties
  This organization provides supportive services for the homeless (no overnight shelter) as well as the homeless prevention program, which utilizes the City of Oak Ridge general funds for the Social Services Program and the ESG set-aside funds.

Following is information of the some of the regional homeless facilities and resources located outside the city limits of Oak Ridge.

- Oasis of Love Faith Haven Shelter located in Clinton is a full-time Christian Ministry that is supported 100% by area churches and is dedicated to women and victims of domestic violence.
- New Hope Men's Ministry located in Lake City is specifically for homeless men who have alcohol and drug abuse problems and is supported by local churches and individuals. This facility includes clients that have been released after incarceration.
- Pathways shelter located in Harriman is a homeless facility for individuals and families operated by Catholic Charities.

E. Specific Homeless Objectives

Homelessness is usually the result of circumstances that require individuals to choose between food, shelter and other basic needs. Based on the historical data and the results of the point-in-time study conducted during January 2011, long-term homelessness and chronic homelessness does not seem to be an issue for residents of the City of Oak Ridge.

The Tennessee Valley Coalition to End Homelessness is the lead agency for the HUD Continuum of Care (CoC) for the homeless persons in a twelve county region including Anderson, which includes the City of Oak Ridge. While the City of Oak Ridge recognizes the need for an active CoC, there is not a staff representative currently participating in the CoC. The City of Oak Ridge supports the area non-profit organizations that choose to participate in the regional CoC.

There currently is not a demonstrated need or funding available for facilities or services to assist with a chronic homeless population, therefore the City of Oak Ridge will not require a strategy for eliminating chronic homelessness by 2012. Based on the FY2009 CoC Competition Homeless Assistance Awards totaling $6,000,000, detailing the allocation of HUD funding within the State of Tennessee, the Tennessee Valley Coalition to End Homelessness received 10.23% ($613,728) and 706,000 without a specific allocation for a program within the city limits of Oak Ridge.

A majority of the homeless or near-homeless residents of Oak Ridge require assistance during a temporary crisis to help stabilize the individual or family. The homeless prevention activities provided within the community are successful but more resources are needed to provide for increasing needs. A concerted effort by the City of Oak Ridge and area non-profit organizations to fund facilities and resources to assist residents with preventing homelessness will continue to be a priority.

The Homeless Strategy and the objectives for that strategy, included in the Priority Needs Analysis and Strategies section of this document, will be utilized for achieving specific homeless objectives during the CDBG Consolidated Plan three-year period of July 1, 2011 through June 30, 2014. Performance measurements are included in the section for the homeless strategy and the objectives.

IV. COMMUNITY DEVELOPMENT

A. Community Development Needs

General Information

The Consolidated Plan requires the examination of the "non-housing" community development needs in Oak Ridge. Such needs include public facilities, infrastructure, public services, economic development and planning. After reviewing and ranking these needs, the City of Oak Ridge is required to develop strategies for meeting the priority needs.

B. Community Development Needs Analysis

Many factors influence an assessment of a city's community development needs, including geography, socioeconomic issues, existing facilities and services, and other situations at least partially beyond local control. The residents of Oak Ridge are very vocal and most needs are routinely conveyed to city staff and officials, many before the need has become critical to the health and welfare of the citizens.

Stakeholders in the public, private, and nonprofit sectors can affect the needs identified in an assessment and assist in developing strategies to address the identified needs. To begin the assessment process, the participants at the CDBG Consolidated Plan public meetings held in September and October 2010 were asked to rank (high, medium, low) the categories listed on HUD Table 2B, Community Development Needs. Since a limited number of people chose to participate in those meetings, the city's Senior Planner contacted the League of Women Voters and the City's Crime Watch coordinator to ask their members to complete a survey of Community Development needs as listed on HUD Table 2B. Fifteen surveys were completed and the results are represented on HUD Table 2B, Table, Community Development IV, C., #1 in this document.

After reviewing these needs, it is concluded that the limited CDBG entitlement funds received by the City should continue to be primarily utilized for debt repayment of the Scarboro Community Center, housing and code enforcement activities. Determining from the responses of the Community Development Needs survey, the City of Oak Ridge could use other available funds to address the needs listed below:

- Abused/Neglected Children Facilities
- Senior Center and Senior Services
- Water & Sewer Improvements
- Handicapped Centers & Services
- Youth Center and Services
- Transportation Services
- Infrastructure Development
- Crime Awareness

C. Priority Community Development Needs

A requirement of the Consolidated Plan is to complete HUD Table 2B, Community Development Needs. The information presented in Table, Community Development IV, C., #1 provides the Community Development Needs for the City of Oak Ridge.

Each priority is reviewed as a high, medium, low or no such need. For some of the activities with a high priority need, the City of Oak Ridge plans to use CDBG funds to address the need during the three-year period of the Consolidated Plan. Some of the activities with a medium priority need are included in the City of Oak Ridge Capital Improvements Program (CIP) during the period of July 1, 2011 through June 30, 2012, with the exception of Transportation Services and the Economic Development section, which represents the projected funding from the City of Oak Ridge budget. The activities with a low priority need represent programs that the City of Oak Ridge currently funds or will consider certifications of consistency with the Consolidated Plan for other entities' applications for Federal assistance. The Unmet Priority Need column is optional to complete. The amounts listed in this column represent the number of activities included in the Consolidated Plan for CDBG funding or the number of projects included in the City's CIP. The dollar amounts listed for the CDBG funded activities are based on the funding for PY2011/FY2012. The dollar amounts listed for the City projects are from the City's CIP or budget. The numbers listed in the Goals column are the number of activities projected to be funded by CDBG during PY2011/FY2012.

High Priority Community Development Needs

As would be expected, the activities receiving a high priority from the city's residents are primarily connected to code enforcement and livability within the neighborhoods. Code Enforcement was chosen most often as a high priority and it will continue to receive CDBG funding during the three-year Consolidated Plan period. Clearance and Demolition was rated as the second highest priority. Clearance of Contaminated Sites was rated as a high priority. This activity is being undertaken by the D.O.E. on the Oak Ridge Reservation. A majority of the other activities receiving a high priority are scheduled to be funded by the City of Oak Ridge budget and/or CIP.

Medium Priority Community Development Needs

The community development needs receiving a medium priority represent activities that are included in the City of Oak Ridge CIP or budget as well as services better provided by non-government entities. It is projected that some of the funds for the activities included in the City of Oak Ridge CIP or budget will be received from resources such as Federal grants and the State of Tennessee.

Low-Priority Community Development Needs

One of the community development needs receiving a low priority, Neighborhood Facilities, represents an activity that will receive funding from CDBG during PY2011/FY2012. It could be deducted that since this activity already receives funding, it was the opinion of those who answered the survey that additional funds were not needed.

Considered as a neighborhood facility is the CDBG project for the debt repayment of the Scarboro Community Center (SCC) expansion project that was completed in December 2003. The SCC is located in one of Oak Ridge's CDBG target areas.

The expansion project for the SCC totaled over $1,000,000.00 and included the addition of a gym, meeting rooms and computer lab, increasing the facility by 10,681 square feet to a total of 17,437 square feet. The residents of the Scarboro neighborhood as well as City staff and officials use the center extensively.

After several financing options were reviewed for the expansion project, the borrowing of funds from the Tennessee Municipal Bond Fund and paying the debt with CDBG funds for fifteen years was the best option for the City of Oak Ridge. HUD approved the City's utilization of CDBG entitlement funds for fifteen years to pay the debt for the expansion project. It is projected that years ten, eleven and twelve of the fifteen years will be paid during the three-year period of the Consolidated Plan.

ADA Improvements and Services for Disabled Persons

Under the Americans with Disabilities Act (ADA), the City of Oak Ridge is charged with ensuring that individuals with disabilities are not excluded from services, programs, and activities because existing facilities are inaccessible. ADA compliance is a concern of the City and the Consolidated Plan. Included in the community development need for Parks and/or Recreation Facilities is $90,000 for ADA compliant playgrounds as part of the CIP Maintenance Program.

Obstacles for Meeting High Priority Community Development Needs

The primary obstacle for meeting the high priority community development needs of Oak Ridge residents would be the lack of CDBG entitlement funds. Only nine of the fifteen years for debt repayment have been made for the SCC expansion project, so this will be one of the primary activities funded each year with CDBG entitlement funds. The City of Oak Ridge staff and officials recognize the importance of CDBG entitlement funds for these high priority community development needs and the residents they serve.

HUD Table 2B
Community Development Needs
Table, Community Development IV, C., #1

Priority Community Development Needs	Priority Need Level High, Medium, Low No Such Need	Unmet Priority Need	Dollars to Address Unmet Priority Need	Goals
PROPERTY (projects)				
Acquisition of Real Property	M			
Disposition of Property	L			
Clearance and Demolition of Property	H	2	$76,000	2
Clearance of Contaminated Sites	H	ORR	(DOE/EPA)	
Code Enforcement	H	1	$63,000	1
PUBLIC FACILITY (projects)				
Senior Centers	M			
Handicapped Centers	H			
Homeless Facilities	L			
Youth Centers	M			
Neighborhood Centers	M	1	$95,000	1
Child Care Centers	M			
Health Facilities	M			
Parks and/or Recreation Facilities	M	1	$160,000	
Parking Facilities	L			
Tree Planting	L			
Fire Stations/Equipment	H			
Abused/Neglected Children	H			
Asbestos Removal	M			
Non-Residential Historic Preservation	M			
Other Public Facility Needs	L			
INFRASTRUCTURE (projects)				
Water/Sewer Improvements	H	3	$2,900,000	
Street Improvements	M	1	$15,000,000	
Sidewalks	M			
Solid Waste Disposal Improvements	L			
Flood and Storm Drain Improvements	L			
Other Infrastructure Needs-Electric	L	5	$3,400,000	
PUBLIC SERVICE NEEDS (people)				
Senior Services	L			
Handicapped Services	M			
Legal Services	L			
Youth Services	M			
Child Care Services	M			
Transportation Services	H	Unknown	$260,000	
Substance Abuse Services	M			
Employment Training	M			
Health Services	M			
Lead Hazard Screening	L			
Crime Awareness	H			
Fair Housing Activities	L			
Tenant Landlord Counseling	M			
Other Public Service Needs	L			
ECONOMIC DEVELOPMENT				
All Economic Development Categories Combined	M	Unknown	$2,860,000	
Total Estimated Dollars Needed				**$**
Total Estimated CDBG Dollars PY2011/FY2012				**$237,000**

D. Specific Community Development Objectives

To help resolve the unmet community development needs of Oak Ridge residents, the City will continue to fund the SCC expansion debt repayments and Code Enforcement services during the period of the three-year Consolidate Plan. Other projects will be considered for funding as allowable by HUD regulations and available CDBG funds. A majority of the remaining community development needs depend on non-CDBG funding resources. The City of Oak Ridge is committed to working with the public, private and non-profit sectors in the area to help ensure the community development needs are accomplished.

The Community Development Strategy and the objectives for that strategy, included in the Priority Needs Analysis and Strategies section of this document, will be utilized for achieving specific community development objectives during the CDBG Consolidated Plan three-year period of July 1, 2011 through June 30, 2014. Performance measurements are included in the section for the community development strategy and the objectives.

V. NON-HOMELESS SPECIAL NEEDS

A. Non-homeless Special Needs Analysis

General Information

The Consolidated Plan requires the examination of the needs of the special populations residing in Oak Ridge. These special populations include the elderly, persons with disabilities (mental, physical and/or developmental), persons with HIV/AIDS and persons with substance abuse addictions. The City of Oak Ridge is committed to serving persons with special needs and incorporates the needs of them into the strategies in the three-year Consolidated Plan.

Characteristics for Persons with Special Needs

The City of Oak Ridge gathered information from the U.S. Census, Oak Ridge Senior Center and area non-profit organizations to examine the needs of special populations in the City. Based on the data reviewed, the City's special needs populations consist of:

- **Elderly**
  The elderly generally are defined as those persons over 60 years old. According to data reported by the 2000 Census, the City of Oak Ridge had 7,112 (26%) elderly residents compared to the State of Tennessee with 17% and the United States with 16%. Considering the Census data was gathered approximately five years ago, the City of Oak Ridge reported 8,683 (32%) residents over 55 years old. Of the persons over 65 years old, the Census data reported that there were 302 (5.5%) Oak Ridge residents below poverty level, compared to 13.5% for the State of Tennessee and 9.9% for the United States. The elderly residents of Oak Ridge are typically active, very independent and self-reliant.
- **Persons with Disabilities**
  This special population includes persons with mental, physical and/or developmental disabilities. The actual number of persons included in this population is not known. The 2000 U.S. Census data reported that 5,021 (19.5%) of Oak Ridge residents over the age of 5 years were considered to have a disability. Included in the Census data are disabilities consisting of sensory (23%), physical (57%), mental (36%) and self-care (8%). It should be noted that a person could report more than one disability. Employment disability was reported by 1,402 (9%) Oak Ridge residents age 16 to 64 years old. There were 2,436 (47.9%) persons age 21 to 64 years old with a disability and employed.
- **Persons with HIV/AIDS**
  No statistics are available on the exact number of people in Oak Ridge with HIV/AIDS. Data reported from the East Tennessee Regional Health Office is that between 2006 and 2010 there were 12 new diagnoses of HIV/AIDS in Oak Ridge.

  Persons with Substance Abuse Addictions
  The toll of substance abuse is measured in both human and economic terms. Substance abuse contributes to domestic violence, the break-up of marriages and families, increase in crime, and lost productivity on the job and in school. Substance abuse, specifically, alcohol intoxication is a cause in deaths from burns, fires, homicides, assaults, drowning, suicides and traffic accidents. Data gathered by the University of Tennessee College of Social Work Office of Research and Public Service and reported by *Nine Counties, One Vision* stated that in 2000 there were three alcohol and other drug treatment programs in Anderson County, serving 3,922 (6% of the population age 10 years and older) clients within the last year.

Facilities and Resources for the Special Needs Population

Generally, the City of Oak Ridge and local non-profit organizations have made an effort to support the facilities and services for the City's special needs population.

- **Elderly**

  Information gathered for the 2000 U.S. Census determined that the median age of Oak Ridge residents is 43.4 years old, Tennessee residents 35.9 years old and United States residents 35.3 years old. Facilities and resources that assist the elderly population of Oak Ridge include a regional hospital, public library with computers and Internet access, community centers, excellent professional services from doctors, dentists and lawyers and a transportation assistance program. There are many organizations and activities in Oak Ridge that enjoy participation by elderly residents.

  The City of Oak Ridge Senior Center is funded by general fund dollars ($280,428 for FY2011 budget) and reported that during FY2010 (July 1, 2009 through June 30, 2010) the total number of unduplicated participants served at the Senior Center was 2,053. The total number of attendees (units of service) reported by the Oak Ridge Senior Center for FY2010 was 42,412.

  The Taxi Coupon Program, administered by personnel of Oak Ridge Senior Center, provides for the purchase of coupons by the elderly and/or disabled for reduced taxi fares. The FY2011 budget for this program is $65,000. During FY2010 there were 503 residents participating in the program.

  The City of Oak Ridge CDBG entitlement funds are utilized for facilities and/or resources for the elderly citizens of Oak Ridge. During the last year, the Scarboro Community Center computer lab has provided hours of free computer use, including lessons to several elderly citizens.

- **Persons with Disabilities**

  During 2005 Emory Valley Center will celebrated the 50th year of providing programs and housing for persons with developmental disabilities in Oak Ridge. There continues to be significant changes within the State of Tennessee for the delivery of services for persons with developmental disabilities. Community providers such as Emory Valley Center are required to be innovative and creative to meet the state mandates put upon them.

  Emory Valley Center provides services for developmentally disabled persons including residential housing, preschool services, support services, day activities, job training, job placement and leisure programs for approximately two hundred persons consisting of children age birth to 3 years old and adults from age 22 to 90+ years old. Emory Valley Center provides housing for their clients in six group homes, twelve houses and eight apartments within the City of Oak Ridge. Emory Valley Center manages the Family Support Program that assists persons with developmental disabilities with financial assistance for respite care, accessibility renovations and other supplies and services not available from other funding sources. Emory Valley Center is a valued partner in the Oak Ridge community for the services provided to persons with developmental disabilities.

  Oak Ridge Transit System provides service throughout the City of Oak Ridge and is available to all citizens. Oak Ridge Transit operates three ADA accessible and fourteen passenger mini-buses. Service is provided six days a week, Monday through Saturday, 8:00 a.m. to 5:00pm. Mini-buses will pick up passengers and transport them anywhere within the Oak Ridge city limits for $1.50 per one-way trip.

The program is operated under contract with the East Tennessee Human Resources Agency (ETHRA), who is responsible for all facets of operation. The primary source of revenue for this program is a special one-cent-per-gallon inspection fee levied on all petroleum products bought, sold or stored in the state and an operating assistance grant from the State of Tennessee, Department of Transportation (TDOT).

The City of Oak Ridge CDBG entitlement funds are utilized for the Ridgeview transitional housing facility and case management services for Oak Ridge residents with mental illness and/or dually diagnosed (mental illness and substance abuse). Also the home repair/rehabilitation programs provided by ADFAC assist several elderly and/or disabled homeowners each year with ramps or other home modifications that provide for the health and safety of the resident. The City of Oak Ridge utilizes the set-aside Emergency Shelter Grant (ESG) funds through the State of Tennessee and general fund dollars for the Social Services Program that assists many elderly and/or disabled citizens. Each citizen receiving ESG funds also is counseled by a licensed social worker and referrals are made for assistance with mental illness and/or substance abuse.

- **Persons with Substance Abuse Addictions**
  The City of Oak Ridge is not immune to the regional and national problems concerning substance abuse addictions. The lack of funding sources, verifiable statistics of the number of persons with substance abuse problems and issues with the justice system (home surveillance courts, opportunity for rehabilitation and prison space) makes assistance for this population extremely difficult.

  In recent years, the City of Oak Ridge has experienced a substantial increase in theft crimes, specifically vehicles, due primarily to the use of illegal drugs. Many of the persons arrested for illegal drug violations are not Oak Ridge residents, but are from surrounding areas and have traveled to Oak Ridge to purchase the illegal drugs.

  The City of Oak Ridge CDBG entitlement funds have been utilized for the Ridgeview transitional housing facility and case management services for Oak Ridge residents dually diagnosed (mental illness and substance abuse). Each citizen receiving ESG funds also is counseled by a licensed social worker and referrals are made for assistance with substance abuse addictions.

B. Specific Special Needs Objective

The City of Oak Ridge and partners continue to provide residents with special needs the facilities and resources that are requested and utilized. As the elderly population continues to increase, the demand for the facilities and resources will increase. A concerted effort by the City of Oak Ridge and area partners to fund facilities and resources to assist residents with special needs will continue to be a priority.

The Special Needs Strategy and the objectives for that strategy, included in the Strategic Plan section of this document, will be utilized for achieving specific special needs objectives during the CDBG Consolidated Plan three-year period of July 1, 2011 through June 30, 2014. Performance measurements are included in the Strategic Plan section for the special needs strategy and the objectives.

VI. ANNUAL ACTION PLAN FOR PY2011/FY2012

Annual Action Plan
For the Period of
July 1, 2011 through June 30, 2012

A. Executive Summary

The Consolidated Plan for Housing and Community Development is a requirement of the 1990 National Affordable Housing Act and the Community Development Plan, for the U.S. Department of Housing and Urban Development (HUD). Such a plan is required of entitlement communities, which receive Community Development Block Grant (CDBG) funds under HUD's housing and service programs related to the needs of low and moderate-income persons. The development of the fifth City of Oak Ridge Consolidated Plan took place during the seven-month period of September 2010 through March 2011 and will be utilized for the three-year period of July 1, 2011 through June 30, 2014 (CDBG Program Year 2011 through Program Year 2013).

Nationwide, all CDBG entitlement funds have been reduced, and the City of Oak Ridge is no exception. The PY2011/FY2012 funding allocation for the City of Oak Ridge is expected to be reduced by approximately $45,000 from the PY2010/FY2011 level of funding.

Each Annual Action Plan of the Consolidated Plan must be submitted to HUD at least forty-five days prior to the beginning of the entitlement community's fiscal year. A citizen participation plan element requires that interested parties have a 30-day period in which to review and comment upon the funding proposals and that at least one public hearing be held. Any information received during the public comment period or at the public hearing will be included with the submitted Annual Action Plan.

The 30-day comment period for the Program Year (PY) 2011 / Fiscal Year (FY) 2012 Annual Action Plan will begin on Friday April 1, 2011 and end on Saturday April 30, 2011. A public hearing is scheduled for Monday April 11, 2011 at 7:00 p.m. during the Oak Ridge City Council meeting at the Oak Ridge Municipal Building. There were no comments received during the 30-day comment period or the public hearing.

The objectives and outcomes utilizing the HUD Outcome Framework identified in the PY2011/FY2012 Annual Action Plan include the following:

Objective 1: Suitable Living Environment	Outcome 3: Sustainability
Objective 2: Decent Housing	Outcome 3: Sustainability
Objective 1: Suitable Living Environment	Outcome 1: Availability/Accessibility

Copies of the City of Oak Ridge Consolidated Plan 2011 – 2013 including the Citizen Participation Plan and the PY2011/FY2012 Annual Action Plan are available upon written request to:

City of Oak Ridge
Municipal Building
Community Development Department
200 S. Tulane Avenue
Oak Ridge, TN 37830
Kahla Gentry, Senior Planner
kgentry@cortn.org
or
Online at www.cortn.org, CDBG icon.

B. General Information

The City of Oak Ridge is an entitlement jurisdiction, receiving an annual allocation of Community Development Block Grant (CDBG) funds from the U.S. Department of Housing and Urban Development (HUD). A requirement of CDBG entitlement communities is the preparation and implementation of a *Consolidated Plan for Housing and Community Development* and one-year *Annual Action Plan* updates.

The City of Oak Ridge has developed a Consolidated Plan for the period of July 1, 2011 through June 30, 2014 (PY2011-PY2013) that establishes the following priorities to address the community's needs utilizing CDBG funding during the three-year period:

- Debt repayment for the Scarboro Community Center expansion project
- Code Enforcement activities
- Acquisition and demolition of dilapidated housing

The City of Oak Ridge plans to utilize CDBG funds each year included in the Consolidated Plan for the following strategies:

- Housing
- Community Development

All programs funded by the City of Oak Ridge with CDBG entitlement funds will be in accordance with HUD regulations and meet the City's strategies for monitoring, fair housing, lead-based paint hazards and anti-poverty as stated in the three-year Consolidated Plan.

The Annual Action Plan is a document that describes the City of Oak Ridge HUD-funded projects and community development related activities that will be conducted within the community in the upcoming fiscal year and implements the strategies and priorities of the city's three-year Consolidated Plan.

The CDBG staff committee is comprised of staff representatives from various departments, appointed by the City Manager, along with the Senior Planner. The committee for PY2011/FY2012 consists of Susan Fallon, Contracts/Grants Coordinator, Public Works Department; Tim Ward, Division Manager, Community Development Department; Kathryn Baldwin, Director, Community Development Department; Athanasia Lewis, Community Development Specialist, Community Development Department and Ken Krushenski, City Attorney. Kahla Gentry, Senior Planner, Community Development Department is responsible for the coordination and documentation for the CDBG program and the preparation of the Annual Action Plan.

The PY2011/FY2012 Annual Action Plan is the first installment of the City of Oak Ridge CDBG Consolidated Plan 2011 - 2013. Following is an outline of the process utilized to develop the PY2011/FY2012 Annual Action Plan.

October 12, 2010	CDBG Public Hearing #1 – Needs Assessment and Proposed Projects
April 1, 2011	30-Day Public Comment Period Begins for the CDBG Consolidated Plan 2011 – 2013 and the PY2011/FY2012 Annual Action Plan
April 11, 2011	CDBG Public Hearing #3 – CDBG Consolidated Plan 2011 – 2013, and the PY2011/FY2012 Annual Action Plan
April 30, 2011	30-Day Public Comment Period Ends for the CDBG Consolidated Plan 2011 – 2013, and the PY2011/FY2012 Annual Action Plan
May 9, 2011	City Council Approval of the CDBG Consolidated Plan 2011 – 2013 and the PY2011/FY2012 Annual Action Plan
May 13, 2011	CDBG Consolidated Plan 2011 – 2013 and the PY2011/FY2012 Annual Action Plan Submitted to HUD (45 Day Review Period)
July 1, 2011	CDBG PY2011/FY2012 Year Begins

The City of Oak Ridge PY2011/FY2012 CDBG funding allocation represents the 28th year receiving the entitlement grant funds (see history of funding). The estimated amount of the PY2011FY2012 allocation is $237,000, a decrease of $45,187 from the previous year's allocation.

CITY OF OAK RIDGE, TENNESSEE
CDBG ENTITLEMENT PROGRAM
HISTORY OF FUNDING

Year #	CDBG Program Year	COR Fiscal Year	Grant Amount
1	1984	1985	$ 256,000
2	1985	1986	$ 253,000
3	1986	1987	$ 213,000
4	1987	1988	$ 214,000
5	1988	1989	$ 199,000
6	1989	1990	$ 207,000
7	1990	1991	$ 198,000
8	1991	1992	$ 222,000
9	1992	1993	$ 231,000
10	1993	1994	$ 260,000
11	1994	1995	$ 283,000
12	1995	1996	$ 270,000
13	1996	1997	$ 264,000
14	1997	1998	$ 257,000
15	1998	1999	$ 262,000
16	1999	2000	$ 263,000
17	2000	2001	$ 282,000
18	2001	2002	$ 299,000
19	2002	2003	$ 302,000
20	2003	2004	$ 309,000
21	2004	2005	$ 313,000
22	2005	2006	$ 293,923
23	2006	2007	$ 266,461
24	2007	2008	$ 267,165
25	2008	2009	$ 252,411
26	2009	2010	$ 260,463
27	2010	2011	$ 282,187
28	2011	2012	$ 237,000
		TOTAL	**$7,216,610**

TENNESSEE CDBG ENTITLEMENT ALLOCATIONS

NAME	CDBG PY11/FY12	CDBG PY10/FY11	CHANGE
Bristol	$	$ 255,469	$
Chattanooga	$	$ 1,894,525	$
Clarksville	$	$ 877,477	$
Cleveland	$	$ 363,692	$
Franklin	$	$ 299,406	$
Jackson	$	$ 633,416	$
Johnson City	$	$ 532,427	$
Kingsport	$	$ 439,155	$
Knoxville	$	$ 2,032,567	$
Memphis	$	$ 8,768,683	$
Morristown	$	$ 318,081	$
Murfreesboro	$	$ 700,162	$
Nashville-Davidson	$	$ 5,393,336	$
Oak Ridge	$	$ 282,187	$
Knox County	$	$ 1,115,886	$
Shelby County	$	$ 1,076,077	$
TN State Program	$	$ 29,093,372	$
Totals	$	$ 54,075,918	$

C. Priority Needs Analysis and Strategies

General Information
A requirement of the Consolidated Plan process is the analysis of the housing and community development priority needs for the City of Oak Ridge and the development of priority strategies, objectives and performance measures to meet the needs. HUD also requires each CDBG entitlement recipient to develop strategies regarding specific issues.

The PY20011/FY2012 Annual Action Plan is the first annual plan relative to the current three-year Consolidated Plan. The PY2011/FY2012 Annual Action Plan describes the activities for the coming program year to address the priority strategies of the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013.

Strategies and Objectives
Utilizing the data gathered in the preparation of the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013, the City of Oak Ridge developed priority strategies, objectives and performance measurements to meet the needs described in the Housing, Homeless, Community Development and Non-Homeless Special Needs sections of the Consolidated Plan. The Annual Action Plan for PY2011/FY2012 will continue to utilize the objectives and outcomes established in the HUD Outcome Framework. The City of Oak Ridge will continue the investment of CDBG entitlement funds according to these strategies.

Housing Strategy
Strategy: Elimination of Blight or Deterioration. Promote Increased Homeownership and Preservation of Affordable Housing
Objectives:
1. Remove dilapidated housing
2. Continue code enforcement to address property maintenance issues.
3. Provide assistance to extremely low, low and moderate-income homeowners for housing rehabilitation.
4. Provide assistance to extremely low, low and moderate-income residents for the maintenance of their property.
5. Support housing counseling services for low and moderate-income residents.
6. Support affordable housing opportunities for first-time homebuyers.
7. Support affordable housing opportunities for extremely low and low-income renters.

Homeless Strategy
Strategy: Help Homeless Persons and Persons At-Risk of Becoming Homeless Obtain Affordable Housing
Objectives:
1. Support to organizations to provide transitional housing space for the homeless.
2. Support the operations of transitional housing providers.
3. Support case management, housing counseling and job training for homeless individuals and families.
4. Encourage the various homeless organizations to continue to coordinate their efforts and develop appropriate data.

Special Populations Strategy
Strategy: Assist in the Provision of Housing Options for Persons with Special Needs including the Elderly
Objectives:
1. Provide assistance for accessibility alterations for existing owner-occupied housing.
2. Provide assistance to special needs (including the elderly) residents with the maintenance of their property.
3. Support public facilities for persons with special needs including the elderly.

Community Development Strategy
Strategy: Improve the Safety and Livability of Neighborhoods
Objectives:
1. Acquisition and demolition to remove dilapidated housing
2. Provide code enforcement services to address property maintenance issues, especially in the Highland View Redevelopment Area and CDBG target areas.
3. Provide financial assistance for the improvement of public facilities.
4. Support infrastructure improvements that provide safety, accessibility and connectivity.

HUD requires each CDBG entitlement community to provide strategies pertaining to four specific areas. Consolidated Plan and Annual Action Plan regulations require the City of Oak Ridge to address these strategies during the years covered by the Consolidated Plan, but they do not require CDBG funding of specific projects related to them. The strategies of the four specific areas listed below are included in their respective sections of the PY2011/FY2012 Annual Action Plan.

• Monitoring	• Fair Housing
• Lead-based Paint Hazards	• Anti-Poverty

Chronic Homelessness
A HUD requirement beginning in 2007 was to address chronic homelessness within the community. The federal definition of chronic homelessness is defined below:

> A "chronically homeless" person is defined as an "unaccompanied homeless individual with a disabling condition who has either been continuously homeless for a year or more, or has had at least four (4) episodes of homelessness in the past three (3) years.

The preparation of the three-year Consolidated Plan included a discussion of chronic homelessness within the city limits of Oak Ridge. Kahla Gentry, Senior Planner attended a community discussion of homelessness in Oak Ridge sponsored by the Oak Ridge Unitarian Church on January 14, 2011. Kahla Gentry and Athanasia Lewis, Community Development Specialist, City of Oak Ridge Community Development Department also were involved with the Point in Time Count of the homeless in Anderson County held on January 27, 2011. It appears that homelessness affects a small but growing number of individuals in our community and Oak Ridge may have a small number of residents that fit the federal definition of chronic homelessness based upon the Point in Time count. In addressing chronic homelessness the focus will continue to be on prevention. Actions directed towards the prevention of chronic homelessness include the following:

- ADFAC homeless prevention program has been successful in assisting residents before they become homeless; however there is a growing need for assistance and the available funding is insufficient. This program receives funding from the general fund and the Emergency Shelter Grant set-aside allocation from the City of Oak Ridge.
- The Homelessness Prevention & Rapid Rehousing Program has assisted 30 households in Oak Ridge, but the program is expected to end in September 2011.
- The Oak Ridge Police Department is not aware of residents that are "living on the street". If police identify persons that may be homeless they seek to make an appropriate referral for assistance.
- Ridgeview gives priority to homeless individuals when there are openings in their transitional housing units.
- The Knoxville/Knox County Ten Year Plan to End Chronic Homelessness does not include any information about Oak Ridge residents, presenting the deduction that an influx of Oak Ridge homeless residents are not requiring services from Knoxville and/or Knox County.

For the previous eleven years, the City of Oak Ridge has emphasized homeless prevention activities with the city-funded Social Services Program, CDBG funded transitional housing units and the state set-aside funds of the Emergency Shelter Grant Program. The Oak Ridge Police Department Chaplain program has also served as an integral part of the homeless prevention activities. The Oak Ridge Unitarian Church is providing leadership for a citizens group that is learning about other community efforts to provide assistance and services to temporarily homeless families such as Family Promise, which has a program in Knoxville.

It must be noted that there is not an overnight homeless shelter located within the city limits of Oak Ridge, which significantly reduces the number of persons seeking one-time shelter. The City of Oak Ridge will continue to concentrate our resources on the homeless prevention activities to stabilize residents, so that we will not have citizens who would be categorized as chronic homeless.

D. Recommended Funding Allocation

The Annual Action Plan recommends the total allocation of **$237,000** for PY2011/FY2012 to support the following program areas:

- **Debt Service**-The recommendation for **$95,000** to provide the tenth of fifteen installments for the city's debt repayment of the Scarboro Community Center Expansion Project. (Consolidated Plan Priority – Debt Repayment (SCC), Strategies – Community Development and Special Populations)
- **Code Enforcement**-The recommendation for **$63,000** to provide funds for services relating to enforcement of municipal codes in CDBG eligible areas and programs. (Consolidated Plan Priority – Code Enforcement (CE), Strategies – Housing and Community Development)
- **Acquisition & Removal of Dilapidated Housing –** The recommendation for **$76,000** to provide funds for acquisition and clearance of vacant blighted properties for residential redevelopment. (Consolidated Plan Strategy – Community Development)
- **Program Grant Administration**-The recommendation for **$3,000** to be used for general program administration, project implementation and all reporting requirements for the CDBG entitlement program.

The recommended allocations must comply with the following three funding caps:

- CDBG Required Public Service Cap – 15% of $250,000 = $37,500
- CDBG Required Program Administration Cap – 20% of $250,500 = $50,000
- City Council Required Single Project Cap – 40% of $250,000 = $100,000

PY2011/FY2012 Entitlement Grant	$237,000.00
Total Funds Available for Allocation	**$237,000.00**

City of Oak Ridge Programs:

Scarboro Community Center Debt	$ 95,000.00
Code Enforcement Services	$ 63,000.00
Acquisition & Removal of Dilapidated Housing	$ 76,000.00
Grant Administration	$ 3,000.00
TOTAL	$237,000.00

E. Geographic Distribution

All of the activities to be undertaken during PY2011/FY2012 will be located in predominantly low and moderate-income areas and include minority residents. The city's CDBG funded Code Enforcement services are for code enforcement within the target areas, which includes the Highland View Redevelopment Area.

F. Other Sources of Funds

This section provides an overview of the potential resources available for programs benefiting Oak Ridge residents concerned with the priorities and strategies established in the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013. This section does not include the CDBG Entitlement funds. The City of Oak Ridge and community non-profits consistently search for funding sources through grant opportunities, community organizations and other philanthropic groups.

Currently there are areas within the city limits of Oak Ridge that qualify for low-income tax credits which are being utilized by private developers. The City of Oak Ridge does not have an activity utilizing low-income tax credits at this time.

1. Indirect Federal Programs

a. HUD via Tennessee Housing Development Agency (THDA)

The City of Oak Ridge will make application to the Tennessee Housing Development Agency (THDA) for the PY2011 Emergency Solutions Grant (ESG) Program, if it becomes available. In the past the grant amount of has been matched 100% by ADFAC and is used for their Homeless Prevention Program.

b. HUD via THDA-HOME Grant 2011

On behalf of the City of Oak Ridge, ADFAC has submitted a 2011 THDA HOME grant through HUD, totaling $500,000 to be utilized for the rehabilitation of eighteen (16) homes owned by low-income residents within the city limits of Oak Ridge. If awarded, the grant award will be for the three-year period beginning July 1, 2011 and ending June 30, 2014.

c. HUD EDI Special Projects Program

The City of Oak Ridge has been awarded $237,500, which includes $47,500 for grant administration. The funding is for acquisition and removal of blighted structures within the Highland View neighborhood. Grant funds must be obligated by September 30, 2016.

d. Federal Highway Administration via Tennessee Department of Transportation (TDOT) 2008 Safe Routes to School Grant

The City of Oak Ridge has been awarded a Tennessee Department of Transportation (TDOT) 2008 Safe Routes to School (SRTS) Grant for Robertsville Middle School, in the amount of $238,095. An identified Community Development Need, construction of new sidewalks as well as replacement of existing sidewalks, will be constructed with funds from the SRTS grant. The grant award will be for the two-year period beginning upon the execution of the contract, December 30, 2009 through December 30, 2011.

2. State of Tennessee

a. Department of Transportation Operating Assistance

The City of Oak Ridge began contracting the operation of a demand response van transit system during February 1993. The City's current contractor for operating the transit system is East Tennessee Human Resources Agency (ETHRA). The City of Oak Ridge appropriated $195,000 for this program in the FY2011 budget. The primary source of revenue for this program is a special one-cent-per-gallon inspection fee levied on all petroleum products bought, sold or stored in the state, and an operating assistance grant from the State of Tennessee, Department of Transportation (TDOT).

3. City General Fund Resources

a. Economic Diversification Fund

Oak Ridge City Council approved Resolution 4-35-06 on April 17, 2006 authorizing that $250,000 be designated from the City's Economic Diversification Fund for use by the Highland View Redevelopment Advisory Board for property acquisition in support of the City's redevelopment project. It is planned for this funding to be utilized to acquire any property that may be available in the future at fair market value without the use of eminent domain.

b. Social Services Program

The City of Oak Ridge budgeted $140,000 during FY2011 for the Social Services Program. The program was developed to assist City residents with short-term housing and prescription drug needs. Assistance guidelines were adopted by the Oak Ridge City Council in the Social Services Policy and include payments for rent, utilities, and prescription drugs for eligible Oak Ridge residents. Historically, these funds have been utilized by ADFAC as match funding for the ESGP.

c. Healthy Start Program

The City of Oak Ridge FY2011 budget contains an appropriation for $31,850 as a grant for the Healthy Start Program. This program assists first time mothers who are assessed as "at risk" of not being an effective parent due to family history and the mother's current status. The program provides assistance using Family Support Workers who visit participating families in their homes at least weekly for three to five years, or until the child starts school.

d. Capital Improvements Program

Each year City of Oak Ridge staff prepare a Capital Improvements Program (CIP) that provides detailed information on capital projects for the upcoming six-year period. The capital projects are to maintain and enhance city facilities, parks, utility infrastructure and streets. The amount included in the CIP for FY2012 for these programs totals $35,800,000. Funding for the capital projects is provided by several agencies within the federal and state governments and funding resources by the City of Oak Ridge.

e. Affordable Housing Fee Adjustments

In order to facilitate the provision of affordable housing in the City of Oak Ridge, zoning and permit fees are adjusted for residential construction (including renovation) projects. Construction occurring in a CDBG

G. Institutional Structure

CDBG entitlement funds, Emergency Solution Grant (ESG) set-aside funds and city general fund dollars are utilized to assist the City of Oak Ridge residents with the three national goals of the CDBG program to provide decent housing, create a suitable living environment and expand economic opportunities. Leadership begins with the City's elected officials with the approval of the Consolidated Plan strategies and Annual Action Plan activities and subrecipient agreements.

The City of Oak Ridge utilizes a committee approach instead of assigning one staff member and/or one department with total responsibility for the CDBG program. The CDBG staff committee is comprised of staff representatives from various departments. The committee for PY2011/FY2012 consists of Susan Fallon, Contracts/Grants Coordinator, Public Works Department; Tim Ward, Division Manager, Community Development Department; Kathryn Baldwin, Director, Community Development Department; Athanasia Lewis, Community Development Specialist, Community Development Department; Ken Krushenski, City Attorney along with Kahla Gentry, Senior Planner, Community Development Department.

Kahla Gentry, Senior Planner continues to receive support and assistance in the Community Development Department for the preparation of the required HUD reports including the three-year Consolidated Plan, the annual CAPER and the Annual Action Plan updates. This support also allows for the design and update of a web page for the CDBG program.

During the upcoming CDBG program year, the City of Oak Ridge, Code Enforcement Division of the Community Development Department will continue to be tasked with assisting the residents of the Highland View Redevelopment Area with addressing the neighborhood's housing concerns as well as the neighborhood revitalization effort.

The effective program delivery would not be possible, however, without the efforts of Federal, State and local partners. The City of Oak Ridge staff and officials rely on the area non-profit organizations, state and federal officials to provide insight into the needs of the residents. The non-profit organizations are vital partners for the delivery of services and programs for Oak Ridge residents. These organizations work well together and do not hesitate to seek guidance from each other, thus forming a valuable network of resources for the residents of Oak Ridge.

The Oak Ridge Ministerial Association is a Faith-Based Organization that provides assistance to Oak Ridge residents with homeless prevention activities. This organization partners with the volunteer chaplains of the City's police department to provide emergency motel, food and fuel vouchers to homeless persons traveling through Oak Ridge.

The Knoxville HUD office provides advice and assistance with statutory and regulatory requirements, technical assistance and training for the CDBG entitlement program for City of Oak Ridge staff and officials. The HUD office also helps with marketing and outreach efforts to promote community development and affordable housing for the region. Tennessee Housing Development Agency provides advice and assistance with the statutory and regulatory requirements for the ESG and HOME programs for the City of Oak Ridge staff and officials.

H. Monitoring

The City of Oak Ridge is responsible for monitoring the CDBG funds that it receives from HUD. As a recipient of CDBG entitlement funds, the City of Oak Ridge is required to follow the applicable laws and regulations of the program. The City of Oak Ridge staff and officials view monitoring as an opportunity to provide ongoing technical assistance and support to help its subrecipient partners reach project goals and improve services for the residents. The open and consistent communication of City of Oak Ridge staff and officials, subrecipient partners and citizens is vital for a successful CDBG program.

The project monitoring activities can include desk monitoring, performance reports and onsite reviews. These three methods combine to provide a clear and timely picture of each funded CDBG activity's progress.

Desk monitoring requires the complete and accurate documentation regarding client eligibility, property eligibility, appropriate funding levels for the activity and the compliance with all program requirements (i.e. environmental review). Utilizing the subrecipient agreements, the City of Oak Ridge requires this documentation by each subrecipient be available to the City upon request.

Performance reports are required on a periodic basis for all CDBG entitlement funded projects. These reports consist of the time record of the Contracts/Grants Coordinator, monthly activity reports and biweekly time reports for the Code Enforcement services and quarterly reports from the subrecipients. The City of Oak Ridge requires performance reports to review the progress of the activities and to better ensure timeliness with IDIS (HUD computerized data system) input.

The City of Oak Ridge Contracts/Grants Coordinator shall, as appropriate, conduct annual onsite reviews of activities to assess the capabilities of subrecipients and to review case files. Each year, the Contracts/Grants Coordinator will "hand deliver" the agreements with each subrecipient, which ensures at least one onsite visit each year.

The City of Oak Ridge has additional monitoring procedures included in each subrecipient agreement that requires the subrecipient to provide the following assurances:

- Ensure consistency with primary objective—not less than 70 percent of CDBG funds used during the program year must be for activities that benefit low- and moderate-income persons
- Ensure each activity meets the criteria for one or more of the national objectives
- Ensure compliance with all other regulatory eligibility requirements for each activity
- Ensure compliance with all other applicable laws and program requirements
- Ensure production and accountability
- Evaluate organizational performance
- Evaluate each activity utilizing the HUD Outcome Framework that includes specific objectives and corresponding outcomes

The monitoring activity is part of the grant administration duties performed by Kahla Gentry, Senior Planner. She will monitor the progress of all PY2011/FY2012 Annual Action Plan programs and prepare the Consolidated Annual Performance Evaluation Report (CAPER), which will cover the progress made for each activity, as well as number of beneficiaries, number of units and number of dollars spent through the annual Grantee Performance Report.

The primary monitoring goal for PY2011/FY2012 will be the continuing implementation of the HUD Outcome Framework and City compliance with CDBG program rules and regulations.

I. Public Housing

Public housing was established to provide decent and safe rental housing for eligible low-income families, the elderly and persons with disabilities. Public housing includes federally subsidized affordable housing that is owned and operated by the local public housing authority (PHA). The public housing authority also administers the federal Section 8 tenant-based rent subsidy program, which assists very low-income families in paying rent for privately owned housing units of their choice.

Residents of the City of Oak Ridge are served by the Oak Ridge Housing Authority (ORHA), which was incorporated September 5, 1969 under the "Housing Authorities Law" Chapters 8 through 11 Title 13 TCA Sections 801 through 1113. The Oak Ridge City Council is responsible for all board appointments to the ORHA. However, the City has no further accountability for the organization. The City cannot impose its will on the ORHA board since it does not have the ability to modify or approve their budget or overrule or modify decisions of the board. The ORHA board is fiscally independent and there is no financial benefit or burden relationship with the City of Oak Ridge.

The ORHA submitted to the City of Oak Ridge a HUD Certification by State or Local Official of PHA Plans Consistency with the Consolidated Plan. According to the Executive Summary submitted with the request for signature of the certification, the ORHA Agency Plan for the period of October 1, 2010 through September 30, 2015 includes the following strategic goals:

- Increase the availability of decent, safe and affordable housing
- Improve community quality of life and economic vitality
- Promote self-sufficiency and asset development of families and individuals

The ORHA is a vital partner in assisting with the possible relocation of residents within the Highland View Redevelopment Area. City of Oak Ridge staff has been working with the ORHA Executive Director and board on ways the ORHA can assist residents within the redevelopment area.

The ORHA did not submit an application for CDBG entitlement funds from the City of Oak Ridge for PY2011/FY2012.

J. Fair Housing

On April 21, 1969, the City of Oak Ridge adopted a Fair Housing Ordinance, which at the time was one of the first of its kind in the State of Tennessee. The City of Oak Ridge continues to be committed to working with the public, private, and nonprofit partners in the community to ensure fair housing choice for all residents. This commitment includes incorporating fair housing strategies into activities supported with CDBG entitlement funds.

The development of the City of Oak Ridge CDBG Consolidated Plan for 2005 – 2007 included an update, utilizing statistics from the 2000 U.S. Census data, to the June 1994 City of Oak Ridge Analysis of Impediments to Fair Housing (AI). The City of Oak Ridge CDBG Consolidated Plan 2008 – 2010 consisted of a review of the AI, but not an update since there is no indication that the 2000 U.S. Census data has significantly changed. Although 2010 Census data was not available during the completion of the 2011 – 2013 Consolidated Plan, the AI was completely updated based upon the best available data and input from various organizations and individuals. The City of Oak Ridge CDBG Consolidated Plan 2011 – 2013 lists the following eight recommendations included in the updated AI that the City of Oak Ridge staff and officials will continue to implement.

1. The City government should continue to support fair housing by proclaiming, “April is Fair Housing Month,” by formal City Council action and by input to the media.
2. The City should continue to appoint members to the Board of Housing Code Appeals whereby charges of housing discrimination may be addressed.
3. The City should continue to address the issue of emergency housing in a fair manner through its social service programs, and through referrals to private, state and federal programs.
4. The City should support affordable housing programs with local housing providers and make applications for funding of rehabilitation grants and other housing assistance.
5. The City’s housing-related staff should seek out further opportunities for training regarding fair housing.
6. The City staff should monitor lending institutions and landlords periodically for disclosure of practices and fairness regarding lending and renting.
7. The City staff should use non-traditional as well as traditional means, aimed to reach the lower-income, less-educated population, to make sure they are aware of fair housing laws and policies.
8. The City should add a short message on its web site and utility bills that Fair Housing is the City’s policy, with a telephone number for questions.

Specific Fair Housing actions for PY2011/FY2012 include:

- Oak Ridge City Council is to proclaim April 2012 as Fair Housing Month
- During the month of April, the City will place a message on the utility bills that will reach more than 14,000 customers
- A display notice will be placed in a local newspaper during April
- The City of Oak Ridge has two staff members that are trained to assist with fair housing issues; Tim Cochran, Code Enforcement Inspector, Community Development Department and Kay Littlejohn, Code Enforcement Officer, Community Development Department
- The City Council appoints citizens to the Board of Housing Code Appeals that is tasked with addressing any housing discrimination charges
- The City of Oak Ridge requires all subrecipients to promote Fair Housing with all of their clients

K. Lead-Based Paint Hazards

Childhood lead based paint poisoning is a significant problem nationally. On September 15, 2000, HUD regulation (24 CFR Part 35) took effect that streamlined, modernized and consolidated all lead-based paint requirements in federally- assisted housing to ensure that children are adequately protected from lead poisoning. The regulation prescribes certain action by HUD grantees to identify, stabilize or remove lead-based paint hazards in any housing receiving HUD assistance.

The rule only affects residential structures built before 1978. The scope of activities required by HUD is dependent upon the type of housing impacted and the amount of federal assistance being provided, with rehabilitation activities using in excess of $25,000 of HUD funds requiring the highest level of treatment.

The City of Oak Ridge includes a detailed and strict requirement in the CDBG subrecipient agreements pertaining to the treatment of lead-based paint. The article of the subrecipient agreement specifies the Lead-Based Paint Poisoning Prevention Act and the HUD Lead-Based Paint Regulations. The City of Oak Ridge also verifies from the subrecipients that information concerning lead-based paint hazards is provided to their clients.

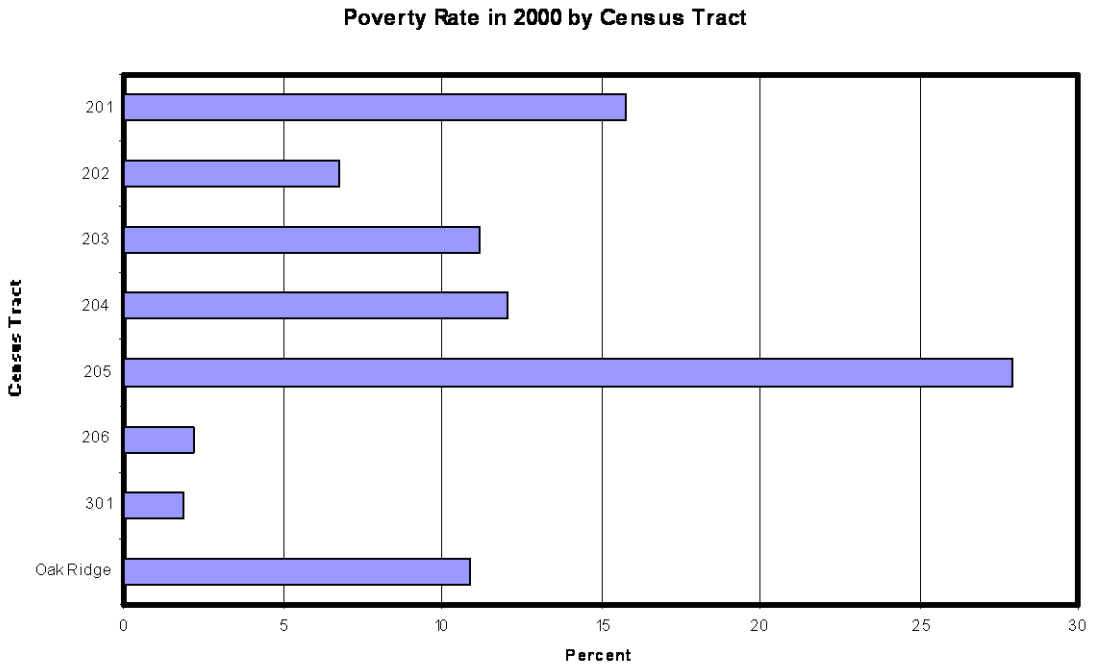
Rehabilitation projects by ADFAC are the most affected by the HUD ruling. ADFAC assumes that all units built prior to 1978 have lead-based paint, so all contractors must use safe work practices. Once the project is complete, each unit is required to be inspected and given clearance, utilizing HUD specified standards. ADFAC provides all of their client's detailed information regarding lead-based paint and its possible effects to children, elderly and others in the household.

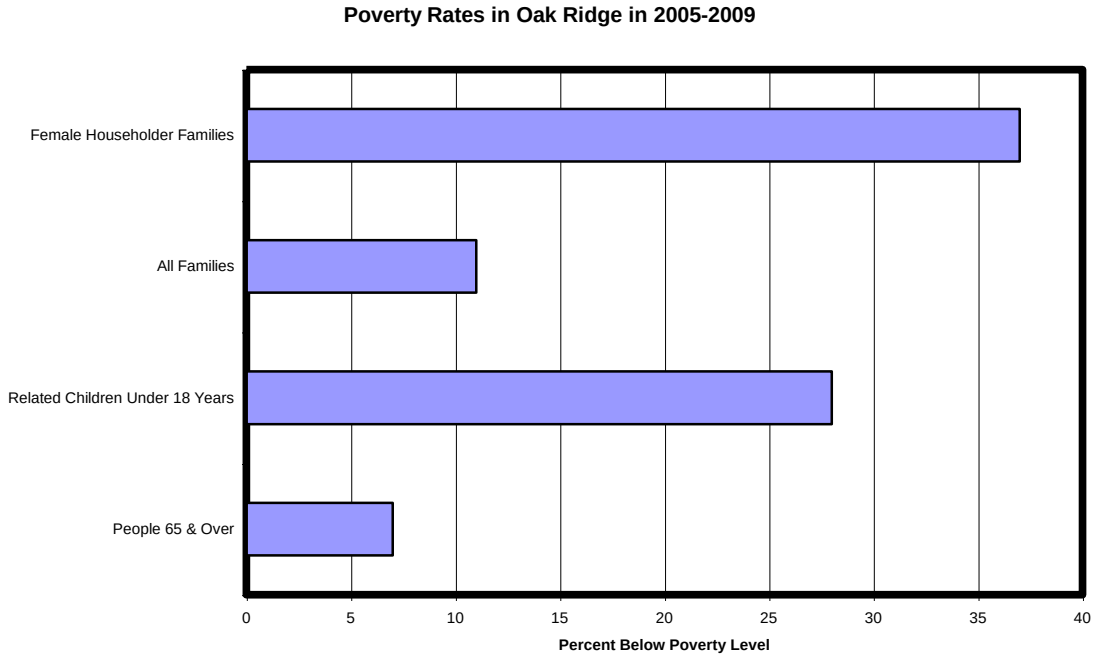
Tim Cochran, Code Enforcement Inspector, Community Development Department, is certified as an EPA Lead Inspector and Lead Risk Assessor. He is certified to conduct all lead-based paint initial inspections, risk management programs/inspections and final clearance inspections. These services will continue to be provided to ADFAC and other subrecipients with any issues concerning lead-based paint.

The City of Oak Ridge and partners will continue to address the hazards of lead-based paint in the activities receiving HUD funding, in compliance with the prescribed regulations and for the health, safety and welfare of our citizens.

L. Anti-Poverty Strategy

Data from the 2000 U.S. Census indicated that there were 2,947 (10.9%) of Oak Ridge residents living in poverty. Poverty is defined as the condition of having insufficient resources or income. The charts below shows the poverty rate within each of the census tracts in Oak Ridge and by various categories of people.





The City of Oak Ridge recognizes that it has little control or influence on the most critical factors related to poverty such as wages, family disruptions, health problems and mental illness, social responsibility and employment opportunities. The City's primary tools to address poverty are limited to tax policies, social service programs, housing assistance and economic development programs. When these are combined with the provision of life safety programs such as police and fire protection and the construction and maintenance of city streets, parks and utilities, they help create the kind of environment where citizens can concentrate on working and making a living.

Generally, the City, in conjunction with other public agencies and private organizations, will seek to provide very low- and low-income households with various opportunities to gain the knowledge, skills and motivation to become fully self-sufficient. Specifically, the City of Oak Ridge will continue to pursue resources and innovative partnerships to support the development of affordable housing, rental assistance, homeless prevention, emergency food and shelter, counseling and health services and transportation all with the intent of providing the direction to build a community empowered to provide a good quality of life for all its citizens.

M. Underserved Needs

The PY2011/FY2012 Annual Action Plan attempts to address the priority needs established in the City of Oak Ridge CDBG Consolidated Plan 2011 - 2013. As with most communities, Oak Ridge has more needs than there exists resources to meet them. The City staff member, Kahla Gentry, administrator for the CDBG program, will continue to work with the citizens and non-profits to more clearly identify the unmet needs of the City of Oak Ridge. CDBG funds will be allocated during PY2011/FY2012 for Code Enforcement services to assist with the tracking of the complaints reported to the City. Contact with citizens and non-profits should be able to provide the City with information regarding underserved needs.

N. Strategy Implementation

In 2011, the CDBG Staff Committee updated a prioritized list of project categories that meet the community's priorities and are included in the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013.

Section A – Community Priority

Priority	CDBG Project Category	Points	Definition and Examples
1	**Section 108 Loan Repayment**	25	Repayment of loan for addition to Scarboro Community Center
2	**Acquisition and Removal of Blighted Housing**	25	Acquisition in whole or in part by the City, or other public or private nonprofit entity, by purchase, donation, or otherwise, of real property for any public purpose, subject to the limitations of §570.207. Clearance, demolition, and removal of buildings and improvements,
3	**Code Enforcement**	25	Costs incurred for inspection for code violations and enforcement of codes (e.g., salaries and related expenses of code enforcement inspectors and legal proceedings, but not including the cost of correcting the violations) in deteriorating or deteriorated areas when such enforcement together with public or private improvements, rehabilitation, or services to be provided may be expected to arrest the decline of the area.
4	**Housing Rehabilitation and Construction**	15	The *Housing Rehab and Construction* category is for "bricks and mortar" housing projects for people of low to moderate income. Examples of these projects and programs include, but are not limited to, physical improvements to existing housing stock, repairs to existing housing stock, and construction of new housing stock.
5	**Program Administration and Project Management (This category is subject to additional caps and constraints by HUD)**	15	The Program Administration and Project Management category is for projects where funds are used to support administrative staff in eligible organizations, or support project management services. Examples would include, but not be limited to, funding for a sub-recipient's administrator or staff personnel, purchase of equipment for personnel, and funding for management of projects.
6	**Housing Subsidies and Loans, including transitional housing assistance.**	15	The *Housing Subsidies and Loans* category is for projects that provide people of low to moderate income with loans, assistance with closing costs, rent subsidies, or rent. This category is for actual provision of a subsidy; it is not for programs that provide counseling with no monetary component. Examples of the projects and programs include, but are not limited to, providing rent for transitional houses for people leaving shelters and institutions, supplementing rent for qualified people, supplements towards closing costs on mortgages, and providing housing incentives for people of low to moderate income.

7	**Counseling and Education Programs, and Non-housing subsidies.**	**15**	The *Counseling and Education Programs* category is for projects that provide counseling, educational programs, and non-housing subsidies to people of low to moderate income. Examples of these projects and programs would include, but not be limited to, child care programs, counseling on budgeting, education on how to obtain a loan, education on how to handle a mortgage during crisis, counseling for battered women on how to obtain housing, job training, counseling on how to obtain a job, and emergency help with utilities, medicine, and transportation.
8	**Public Improvements – by community organizations.**	**15**	The *Public Improvements* category is for community-initiated projects on public or private property benefiting areas of low to moderate income. Examples of these projects would include, but not be limited to, parks or park equipment, gazebos, landscaping, buildings, parking areas, sidewalks, and greenways.
9	**Studies, Evaluations, and Assessments**	**10**	The *Studies, Evaluations, and Assessments* category is for projects that perform studies, evaluations, or assessments involving people of low to moderate income. Examples would include, but not be limited to, energy audits, evaluation of housing stock, studies evaluating housing for the homeless or transient, and evaluating discrimination issues and disparities in housing options.
10	**Business Development and Job Creation**	**10**	The *Business Development and Job Creation* category is for projects that help people of low income start businesses and programs that provide jobs. An example would be an owner/operated business.

The projects recommended in the PY2011/FY2012 Annual Action Plan will assist with meeting the strategies developed for the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013. The City of Oak Ridge will use innovative approaches and cooperative partnerships with other public agencies and private organizations to meet its housing and community development goals and objectives. In accordance with the Highland View Redevelopment and Urban Renewal Plan and the City of Oak Ridge CDBG Consolidated Plan 2011 – 2013, the City has prioritized CDBG funds for housing needs, including homeless and populations with special needs, and community development needs. The City of Oak Ridge will pursue the following strategies and objectives to assist with its housing and community development needs for its extremely low, low and moderate-income residents.

Housing Strategy

Strategy: Elimination of Blight or Deterioration. Promote Increased Homeownership and Preservation of Affordable Housing

Objectives:

3. Remove dilapidated housing
4. Continue code enforcement to address property maintenance issues.
3. Provide assistance to extremely low, low and moderate-income homeowners for housing rehabilitation.
4. Provide assistance to extremely low, low and moderate-income residents for the maintenance of their property.
5. Support housing counseling services for low and moderate-income residents.
6. Support affordable housing opportunities for first-time homebuyers.
7. Support affordable housing opportunities for extremely low and low-income renters.

Homeless Strategy

Strategy: Help Homeless Persons and Persons At-Risk of Becoming Homeless Obtain Affordable Housing

Objectives:

1. Support to organizations to provide transitional housing space for the homeless.
2. Support the operations of transitional housing providers.
3. Support case management, housing counseling and job training for homeless individuals and families.
4. Encourage the various homeless organizations to continue to coordinate their efforts and develop appropriate data.

Special Populations Strategy

Strategy: Assist in the Provision of Housing Options for Persons with Special Needs including the Elderly

Objectives:

1. Provide assistance for accessibility alterations for existing owner-occupied housing.
2. Provide assistance to special needs (including the elderly) residents with the maintenance of their property.
3. Support public facilities for persons with special needs including the elderly.

Community Development Strategy

Strategy: Improve the Safety and Livability of Neighborhoods

Objectives:

1. Acquistion and demolition to remove dilapidated housing
2. Provide code enforcement services to address property maintenance issues, especially in the Highland View Redevelopment Area and CDBG target areas.
3. Provide financial assistance for the improvement of public facilities.
4. Support infrastructure improvements that provide safety, accessibility and connectivity.

Required Strategies

Annual Action Plan regulations require the City of Oak Ridge to address strategies pertaining to the four specific areas of monitoring, fair housing, lead-based paint hazards and anti-

poverty, but they do not require CDBG funding of specific projects related to them. These strategies are included on each Table 3 for the associated projects.

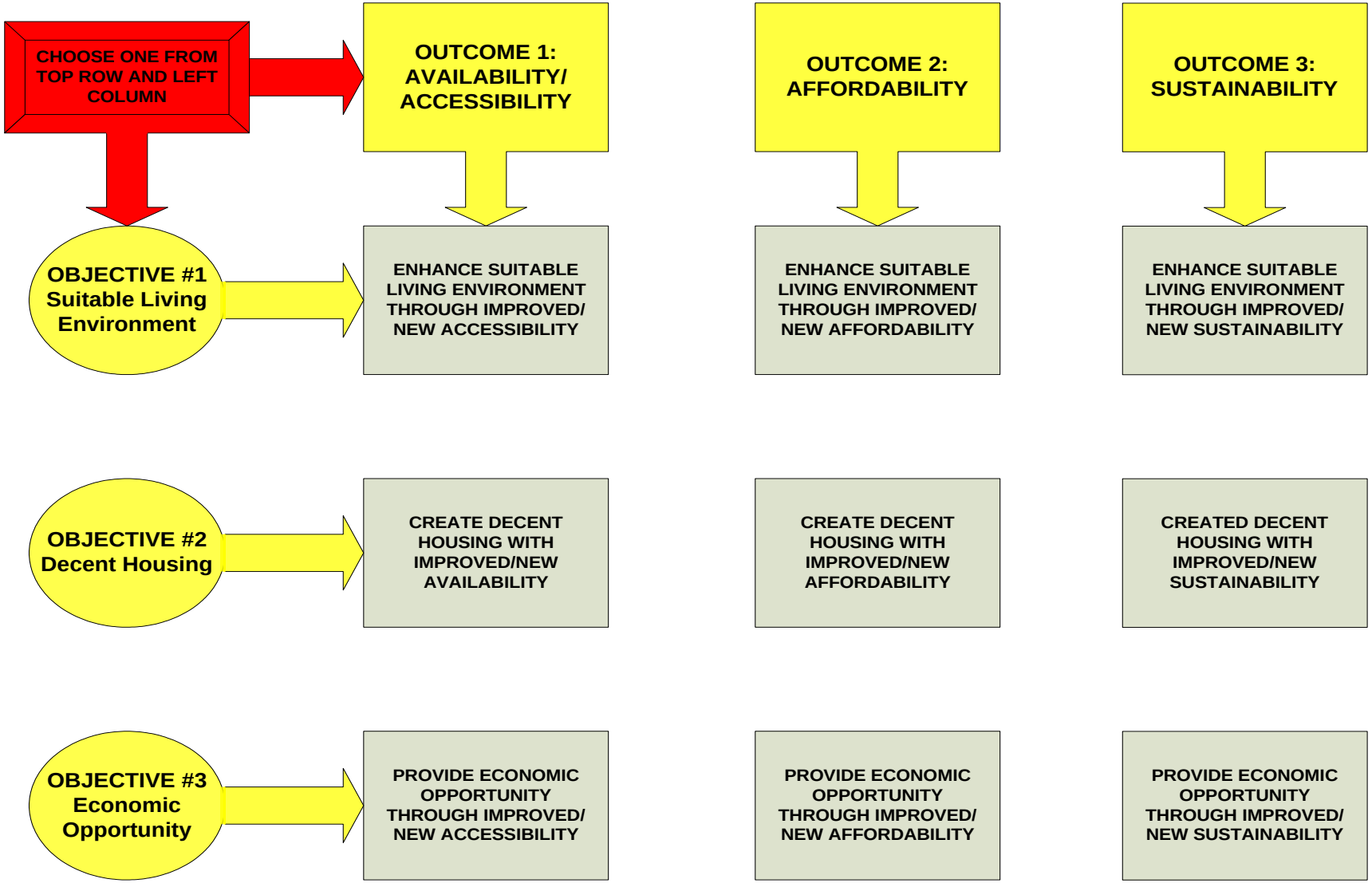
O. Performance Measurement

Except for administrative activities, the Consolidated Plan activities must meet one of the three national goals of the CDBG program determined by HUD. The City of Oak Ridge is responsible for ensuring that Annual Action Plan activities meet these goals. Objectives will be measured by the proposed and actual accomplishments. The Annual Action Plan will list the proposed measurements for each objective and the CAPER will list the actual measurement for each objective.

A HUD Table 3 is required for each project of the Annual Action Plan. The table includes the HUD Program Outcome based on the 2005 Outcome Framework, provides basic information about the project and the performance expected from the activity.

The HUD Outcome Framework is a method to standardize and track the performance of CDBG projects from the local level. Once all the entitlement communities utilize the Outcome Framework and report the results, then HUD can provide performance results on a national level.

THE OUTCOME FRAMEWORK*
MAKING THE LINK BETWEEN OBJECTIVES, OUTCOMES AND THE NINE OUTCOME STATEMENTS



*Framework provided by U.S. Department of Housing and Urban Development Office of Community Planning and Development, July 2005

HUD Table 3
Annual Action Plan Listing of Projects

Applicants Name: City of Oak Ridge (COR)

Consolidated Plan Priority: Debt Repayment (SCC)

Priority Need: Community Development

Project Title: Debt Repayment-Scarboro Community Center Expansion Project

Project Description: Provision of the tenth of fifteen installments for the City's debt repayment for the Scarboro Community Center Expansion Project.

Location: 148 Carver Avenue Oak Ridge, TN
Scarboro Community Center is located in one of the CDBG Target Areas.

Funding Sources: **CDBG: $ 95,000.00** ESG: N/A HOME: N/A HOPWA: N/A
Non-CDBG: $175,778.00 (COR Operational Budget for SCC for FY2011)
Total: $270,778.00

HUD Program Outcome per 2005 Outcome Framework:
Objective 1: Suitable Living Environment **Outcome 3:** Sustainability

National CDBG Strategy	**CDBG National Objective**	**HUD Matrix Code**	**CDBG Citation**
Anti-Poverty	Benefiting Low-and moderate-income persons	03-Public Facilities & Improvements	570.201 (C)
Project ID	**Type of Recipient**	**Start Date**	**End Date**
2011 – 1	Local Government	7/1/2011	6/30/2012
Performance Indicator	**Proposed Annual Units**	**IDIS Activity #**	**Units Upon Completion**
# of persons utilizing facility and programs	34,000 visits/year	122	

Consolidated Plan Performance Measurement
COR – Debt Repayment for Scarboro Community Center Expansion Project

National Consolidated Plan Goal	**Oak Ridge Consolidated Plan Strategy**	**Objectives**	**Proposed Actions**	**Accomplishment Data by CDBG Program Year**	
				Proposed	**Actual**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**CD-SCC** Provide financial assistance for the improvement of public facilities.	**2011: $95,000** Year 10 of 15 for SCC debt payment	**Consolidated Plan: 1 Unit**	**Consolidated Plan: Unit (Reported in CAPER)**

The primary purpose of the project is to help:
☐The Homeless ☐Persons with HIV/AIDS ☐Persons with Disabilities☐Public Housing Needs

HUD Table 3
Annual Action Plan Listing of Projects

Applicants Name: City of Oak Ridge (COR)

Consolidated Plan Priority: Code Enforcement (CE)

Priority Need: Housing and Community Development

Project Title: **Code Enforcement**

Project Description: Provide funds for services provided by the City relating to the enforcement of municipal codes in CDBG eligible areas and programs.

Location: Citywide – primarily in CDBG Target Areas

Funding Sources: **CDBG: $63,000.00** ESG: N/A HOME: N/A HOPWA: N/A
Non-CDBG: $ 0.00
Total: $63,000.00

HUD Program Outcome per 2005 Outcome Framework:
Objective 1: Suitable Living Environment **Outcome 3:** Sustainability

National CDBG Strategies	**CDBG National Objectives**	**HUD Matrix Code**	**CDBG Citation**
Monitoring, Fair Housing, Lead-Based Paint Hazards	Benefiting low- and moderate-income persons, Preventing or eliminating slums or blight	15-Code Enforcement	570.202 (C)
Project ID	**Type of Recipient**	**Start Date**	**End Date**
2011 – 2	Local Government	7/1/2011	6/30/2012
Performance Indicator	**Proposed Annual Units**	**IDIS Activity #**	**Units Upon Completion**
# of households assisted	200 households	TBD	

Consolidated Plan Performance Measurement
COR – Code Enforcement

National Consolidated Plan Goal	**Oak Ridge Consolidated Plan Strategy**	**Objectives**	**Proposed Actions**	**Accomplishment Data by CDBG Program Year**	
				Proposed	**Actual**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**CD-2** Provide code enforcement services to address property maintenance issues in the CDBG Target areas.	**2011: $63,000** Costs for a Code Enforcement Services	**Consolidated Plan: 1 Unit**	**Consolidated Plan: Unit (Reported in CAPER)**

Annual Action Plan Performance Measurement
COR – Code Enforcement

National Consolidated Plan Goal	Oak Ridge Consolidated Plan Strategy	Objectives	Proposed Actions	Accomplishment Data by CDBG Program Year	
				Proposed	Actual
Provide Decent Housing	**Housing:** Promote Increased Homeownership and Preservation of Affordable Housing	**H-4** Provide assistance to residents for the maintenance of their property.	**2011:** Provide assistance to households and subrecipients. Submit information on biweekly time reports and monthly activity reports.	**Annual Action Plan: 200 Units**	**Annual Action Plan: Units (Reported in CAPER)**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**HUD National** Monitoring	**2011:** Assistance with CDBG program monitoring.		
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**HUD National** Lead-Based Paint Hazards	**2011:** Certification as an EPA Lead Risk Assessor and EPA Lead Abatement Inspector		
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**HUD National** Fair Housing	**2011:** Assist citizens with Fair Housing issues as required.		

The primary purpose of the project is to help:
☐The Homeless ☐Persons with HIV/AIDS ☐Persons with Disabilities☐Public Housing Needs

HUD Table 3
Annual Action Plan Listing of Projects

Applicants Name: City of Oak Ridge (COR)

Consolidated Plan Priority: Clearance and Demolition of Property

Priority Need: Community Development

Project Title: **Acquisition & Removal of Dilapidated Housing**

Project Description: Elimination of specific conditions of blight or deterioration on a spot basis designed to prevent spread of blight to adjacent properties or areas and to encourage residential redevelopment. Vacant blighted property to be acquired and cleared.

Location: CDBG Target Areas

Funding Sources: **CDBG: $76,000.00** ESG: N/A HOME: N/A HOPWA: N/A
Non-CDBG: $ 0.00
Total: $76,000.00

HUD Program Outcome per 2005 Outcome Framework:
Objective 1: Suitable Living Environment **Outcome 3:** Sustainability

National CDBG Strategies	**CDBG National Objectives**	**HUD Matrix Code**	**CDBG Citation**
Lead-Based Paint Hazards	Preventing or eliminating slums or blight LMA	04	570.201 (d)
Project ID	**Type of Recipient**	**Start Date**	**End Date**
2011 – 3	Local Government	7/1/2011	6/30/2012
Performance Indicator	**Proposed Annual Units**	**IDIS Activity #**	**Units Upon Completion**
# of properties acquired and cleared	2	TBD	**2**

Consolidated Plan Performance Measurement
COR – Code Enforcement

National Consolidated Plan Goal	**Oak Ridge Consolidated Plan Strategy**	**Objectives**	**Proposed Actions**	**Accomplishment Data by CDBG Program Year**	
				Proposed	**Actual**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**H-1** Remove dilapidated housing **CD-1** Acquisition & demolition of dilapidated housing	**2011: $76,000** Acquisition and demolition of blighted structure.	**Consolidated Plan: 2 Unit**	**Consolidated Plan: Unit (Reported in CAPER)**

Annual Action Plan Performance Measurement
COR – Acquisition and Clearance

National Consolidated Plan Goal	Oak Ridge Consolidated Plan Strategy	Objectives	Proposed Actions	Accomplishment Data by CDBG Program Year	
				Proposed	Actual
Provide Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**CD-2** Provide code enforcement activities to address property maintenance issues, especially in priority neighborhood and CDBG target areas.	**2011:** Acquire and clear vacant blighted property	**Annual Action Plan: 2 unit**	**Annual Action Plan: Units (Reported in CAPER)**

The primary purpose of the project is to help:
☐The Homeless ☐Persons with HIV/AIDS ☐Persons with Disabilities☐Public Housing Needs

HUD Table 3
Annual Action Plan Listing of Projects

Applicants Name: City of Oak Ridge (COR)

Priority Need: Planning/Administration

Project Title: CDBG Program Administration

Project Description: Provide fund to be used for general program administration, project implementation, management of subrecipient agreements and all reporting requirements.

Location: N/A

Funding Sources: **CDBG:** **$ 3,000.00** ESG: N/A HOME: N/A HOPWA: N/A
Non-CDBG: $33,293.00 COR

Total: $36,293.00

HUD Program Outcome per 2005 Outcome Framework:
Objective 1: Suitable Living Environment **Outcome 3:** Sustainability

National CDBG Strategies	**CDBG National Objectives**	**HUD Matrix Code**	**CDBG Citation**
Monitoring and Fair Housing	Benefiting low- and moderate-income persons	21A-General Program Administration	570.202 (C)
Project ID	**Type of Recipient**	**Start Date**	**Completion Date**
2011 – 4	Local Government	7/1/2011	6/30/2012
Performance Indicator	**Proposed Annual Units**	**IDIS Activity #**	**Units Upon Completion**
HUD Monitoring Letters and Reports	1 Person	TBD	

Annual Action Plan Performance Measurement
COR – CDBG Program Administration

National Consolidated Plan Goal	**Oak Ridge Consolidated Plan Strategy**	**Objectives**	**Proposed Actions**	**Accomplishment Data by CDBG Program Year**	
				Proposed	**Actual**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**HUD National** Monitoring	**2011:** Monitoring of CDBG program as required including submitting reports to HUD in a timely manner.	**Annual Action Plan: 3 Units** Number of CDBG projects for PY2011/FY2012	**Annual Action Plan: Units (Reported in CAPER)**
Provide a Suitable Living Environment	**Community Development:** Improve the Safety and Livability of Neighborhoods	**HUD National** Fair Housing	**2011:** Submit necessary information for City Council Proclamation of Fair Housing Month, Utility Bill Message and Newspaper Notice.	**Annual Action Plan: 3 Units** Number of Fair Housing Initiatives	**Annual Action Plan: Units (Reported in CAPER)**

The primary purpose of the project is to help:
☐The Homeless ☐Persons with HIV/AIDS ☐Persons with Disabilities☐Public Housing Needs

P. Certifications

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

Affirmatively Further Fair Housing – The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.
Anti-displacement and Relocation Plan – It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development (HUD) Act of 1974, as amended, in connection with any activity assisted with funding under the Community Development Block Grant (CDBG.)
Drug Free Workplace – It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition:
2. Establishing an ongoing drug-free awareness program to inform employees about:
   (a) The dangers of drug abuse in the workplace;
   (b) The grantee's policy of maintaining a drug-free workplace;
   (c) Any available drug counseling, rehabilitation, and employee assistance programs; And
   (d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will:
   (a) Abide by the terms of the statement; and
   (b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;
6. Taking one of the following actions, within 30 calendar days of receiving notice under subparagraph 4(b), with respect to any employee who is so convicted:
   (a) Taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation Act of 1973, as amended; or
   (b) Requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency; and
7. Making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs 1, 2, 3, 4, 5 and 6.

Anti Lobbying – To the best of the jurisdiction's knowledge and belief:

1. No Federal appropriated funds have been paid or will be paid, by or on behalf of it, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement;
2. If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, it will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
3. It will require that the language of paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all sub-awards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

Authority of Jurisdiction – The consolidated plan is authorized under State and local law (as applicable) and the jurisdiction possesses the legal authority to carry out the programs for which it is seeking funding, in accordance with applicable HUD regulations.
Consistency with Plan – The housing activities to be undertaken with CDBG, HOME,
Emergency Shelter Grant, and Housing Opportunities for Persons with Aids funds are consistent with the strategic plan.
Section 3 – It will comply with section 3 of the Housing and Urban Development Act of 1968, and implementing regulations at 24 CFR part 135.

Signature

_____ _____

Mark S. Watson, City Manager Date
City of Oak Ridge

SPECIFIC CDBG CERTIFICATIONS
The Entitlement Community certifies that:

Citizen Participation – It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

Community Development Plan – Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See 24 CFR 570.2 and 24 CFR part 570)

Following a Plan – It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by Housing and Urban Development.

Use of Funds -- It has complied with the following criteria:

1. **Maximum Feasible Priority**. With respect to activities expected to be assisted with Community Development Block Grant (CDBG) funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities, which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available;

2. **Overall Benefit**. The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) 1998-1999, (a period specified by the grantee consisting of one, two, or three specific consecutive program years), shall principally benefit persons of low and moderate income in a manner that ensures that at least 70% of the amount is expended for activities that benefit such persons during the designated period; and

3. **Special Assessments**. It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements. However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

   The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

Excessive Force – It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and

2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction.

Compliance with Anti-discrimination Laws – The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

Lead-Based Paint – Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with the requirements of 24 CFR 570.608.

Compliance with **Laws** – It will comply with applicable laws.

Signature

_____ _____

Mark S. Watson, City Manager Date
City of Oak Ridge

APPENDIX TO CERTIFICATIONS

INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:

A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than $10,000 and not more than $100,000 for each such failure.

B. Drug-Free Workplace Certification

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.

2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, Housing and Urban Development, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.

3. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.

4. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).

5. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph three).

6. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:
   Place of Performance:
   City of Oak Ridge, Tennessee
   200 South Tulane Avenue
   Oak Ridge, TN 37830

Check _____ if there are workplaces on file that are not identified here.

The certification with regard to the drug-free workplace is required by 24 CFR part 24, subpart F.

7. Definitions of terms in the Non-procurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"**Controlled substance**" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"**Conviction**" means a finding of guilt (including a plea of nolo contend ere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"**Criminal drug statute**" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"**Employee**" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of sub-recipients or subcontractors in covered workplaces).

VII. Appendix

- **Public Meetings Information**
  Newspaper Notice for Consolidated Plan Public Meetings
  Agenda, Attendance and Minutes for Consolidated Plan Meeting #1 on 9/28/10
  Agenda, Attendance and Minutes for Consolidated Plan Meeting #2 on 10/5/10
  Agenda, Attendance and Minutes for Consolidated Plan Meeting #3 on 10/12/10

- **Public Notice**
  Newspaper Notice for 30-Day Comment Period for:
  Consolidated Plan 2011 – 2013
  PY2011/FY2012 Annual Action Plan

- **Public Hearings Information**
  Newspaper Notice for Annual Action Plan Public Hearing #1
  Agenda, Attendance, Minutes and Correspondence for Public Hearing #1
  Newspaper Notice for Annual Action Plan Public Hearing #2
  Oak Ridge City Council Agenda and Memo for Public Hearing #2
  Oak Ridge City Council Minutes for Public Hearing #2
  Oak Ridge City Council Agenda for Approval of Consolidated Plan and Annual Action Plan

- **Maps**
  Oak Ridge Geographical Map
  CDBG Target Areas Map
  Highland View Redevelopment Area Map
  Housing Study Maps
  Photos of Original Oak Ridge Housing

- **Newspaper Articles**

- **Certifications submitted by other Agencies**
  HUD Certificate of Consistency with the Consolidated Plan – Tennessee Valley Coalition to End Homelessness, Inc. – Continuum of Care
- HUD Certificate of Consistency with the Consolidated Plan – Oak Ridge Housing Authority – Five Year & Annual PHA Plan

- **Oak Ridge City Council Documents**
  Oak Ridge City Council Resolution 5-33-11
  Approval of Consolidated Plan and Annual Action Plan

- **Other Administrative Information**
  City of Oak Ridge Administrative Policy D-200, Section 2.110
  City of Oak Ridge Capital Improvements Program

- **Fair Housing Initiatives**
  Oak Ridge City Council Proclamation of Fair Housing Month
  Newspaper Notice of Fair Housing Month
  Utility Bill Message for Fair Housing Information

Geographic Map of Oak Ridge

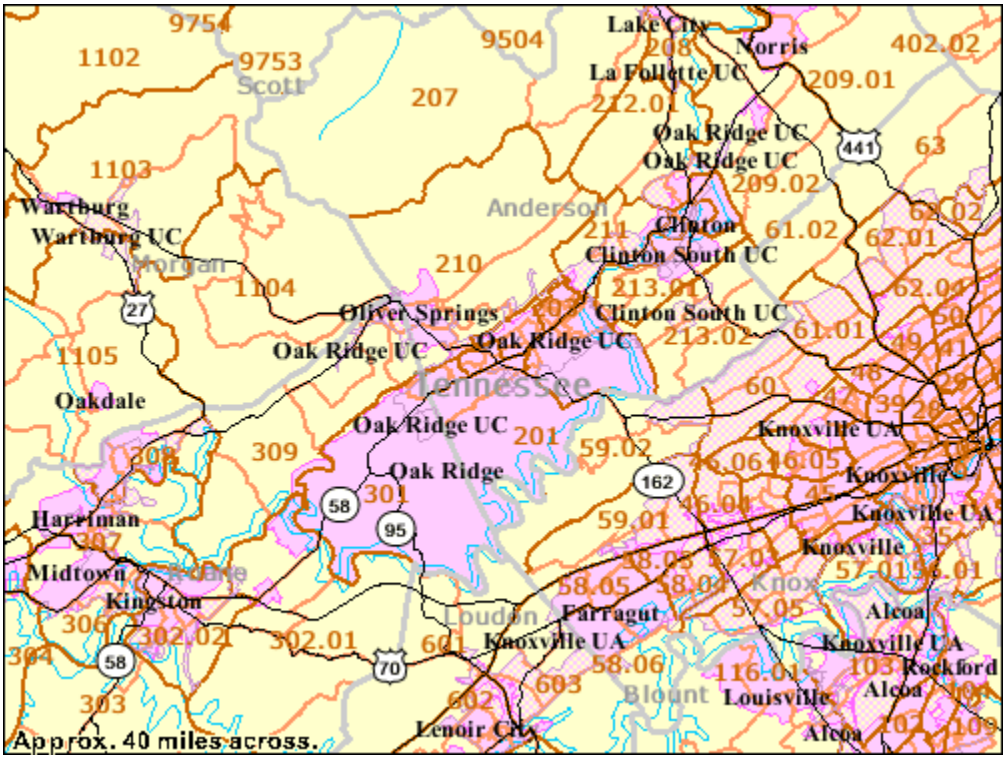
Boundaries

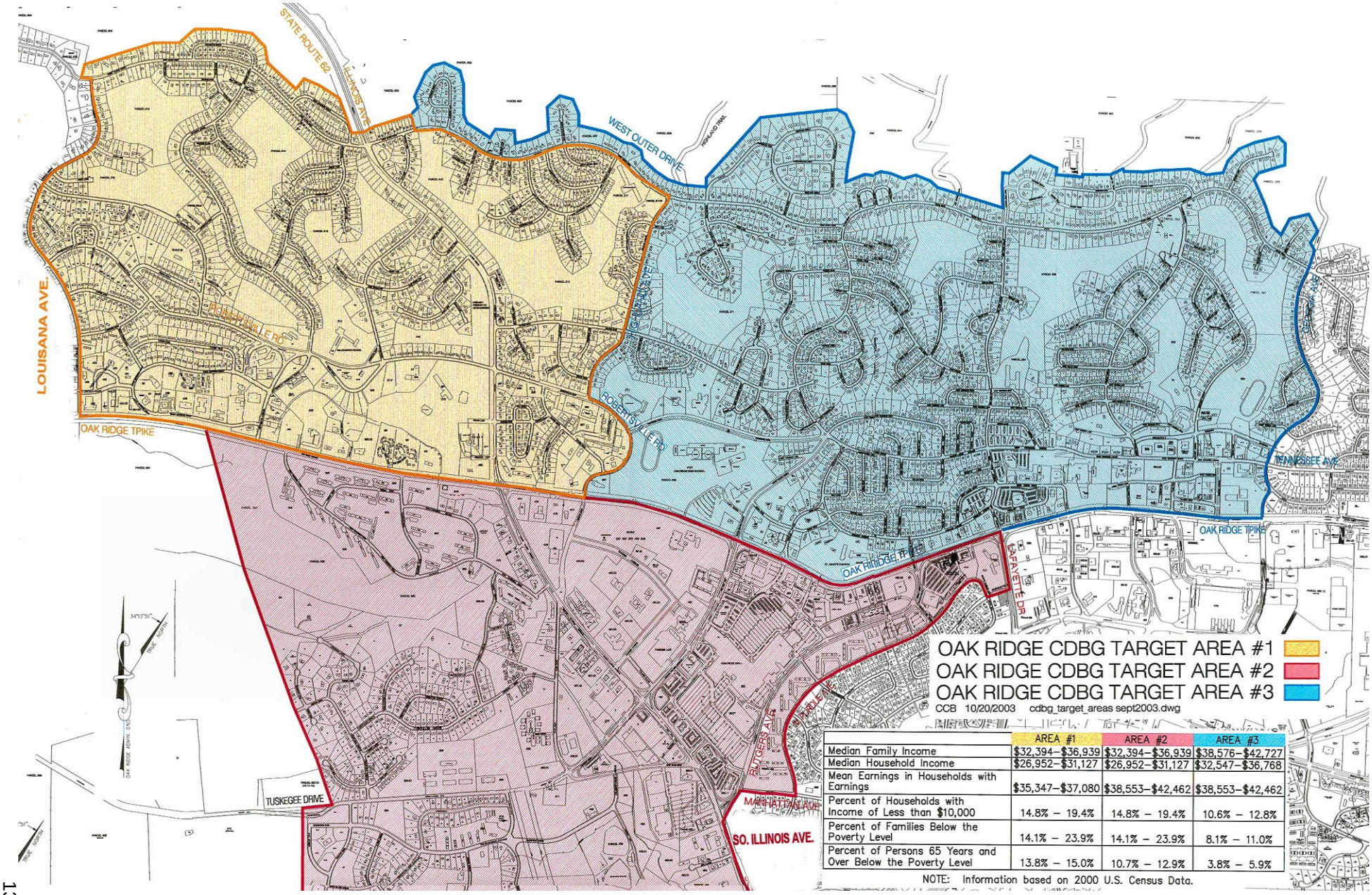
- State
- '00 County
- '00 Census Tract
- '00 Block Group
- '00 Block
- '00 Place
- '00 Place
- '00 Urban Area
- '00 Urban Area

Features

- Major Road
- Street
- Stream/Waterbody
- Stream/Waterbody

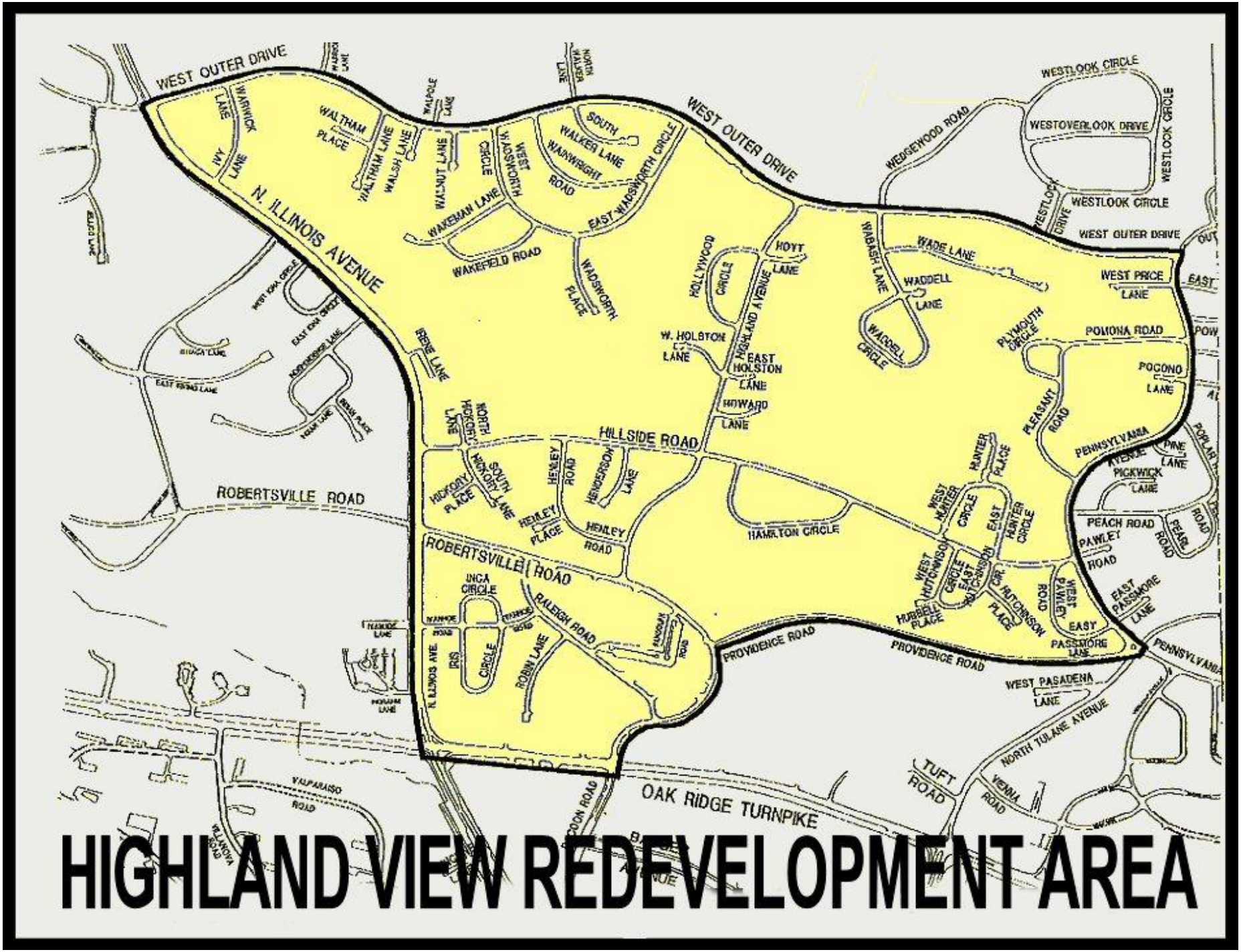
Items in gray text are not visible at this zoom level





	AREA #1	AREA #2	AREA #3
Median Family Income	$32,394–$36,939	$32,394–$36,939	$38,576–$42,727
Median Household Income	$26,952–$31,127	$26,952–$31,127	$32,547–$36,768
Mean Earnings in Households with Earnings	$35,347–$37,080	$38,553–$42,462	$38,553–$42,462
Percent of Households with Income of Less than $10,000	14.8% – 19.4%	14.8% – 19.4%	10.6% – 12.8%
Percent of Families Below the Poverty Level	14.1% – 23.9%	14.1% – 23.9%	8.1% – 11.0%
Percent of Persons 65 Years and Over Below the Poverty Level	13.8% – 15.0%	10.7% – 12.9%	3.8% – 5.9%

NOTE: Information based on 2000 U.S. Census Data.


HIGHLAND VIEW REDEVELOPMENT AREA
WEST OUTER DRIVE
N. ILLINOIS AVENUE
ROBERTSVILLE ROAD
HILLSIDE ROAD
OAK RIDGE TURNPIKE
PROVIDENCE ROAD
PENNSYLVANIA AVENUE
NORTH TULANE AVENUE
WESTLOOK CIRCLE
WESTOVERLOOK DRIVE
WEDGEWOOD ROAD
WADE LANE
WABASH LANE
WADDELL LANE
WADDELL CIRCLE
WEST PRICE LANE
POMONA ROAD
POCONO LANE
PLYMOUTH CIRCLE
PLEASANT ROAD
HOYT LANE
HOLLYWOOD CIRCLE
HIGHLAND AVENUE
W. HOLSTON LANE
EAST HOLSTON LANE
HOWARD LANE
HAMILTON CIRCLE
HUNTER PLACE
WEST HUNTER CIRCLE
EAST HUNTER CIRCLE
WEST HUTCHINSON
EAST HUTCHINSON
HUTCHINSON PLACE
HUBBELL PLACE
WEST PAWLEY ROAD
EAST PASSMORE LANE
PEACH ROAD
PEARL ROAD
PAWLEY ROAD
PICKWICK LANE
PINE LANE
WEST PASADENA LANE
TUFT ROAD
VIENNA ROAD
RALEIGH ROAD
ROBIN LANE
INCA CIRCLE
HENLEY ROAD
HENLEY PLACE
HENDERSON LANE
HICKORY PLACE
NORTH HICKORY LANE
SOUTH HICKORY LANE
IRENE LANE
WAKEFIELD ROAD
WAKEMAN LANE
WALNUT LANE
WALSH LANE
WALTHAM PLACE
WALTHAM LANE
WARWICK LANE
WALPOLE LANE
WALKER LANE
WADSWORTH PLACE
WEST WADSWORTH CIRCLE
EAST WADSWORTH CIRCLE
SOUTH WALKER LANE
WAINWRIGHT ROAD
VALPARAISO ROAD
VILLANOVA ROAD
EAST RING LANE
NORTHSHORE LANE
HOLM LANE
DRUM PLACE
NANCE LANE
NANCE ROAD
HOLMAN LANE
N. ILLINOIS AVE.
IRIS CIRCLE
ROSCOE ROAD