



CITY OF LODI

2013-14 CDBG ANNUAL ACTION PLAN



ADOPTED

MAY 1, 2013

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Year 2013-14

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I. EXECUTIVE SUMMARY

The 2013-14 Action Plan is a one-year plan to address housing and community development needs in the City of Lodi, with a particular focus on the needs of low-income households. This is the fifth year of the implementation of the five-year Consolidated Plan. Both the Consolidated Plan and the Action Plan are implemented by the Neighborhood Services Division in the Community Development Department.

The City has been awarded 649,980 from the federal Community Development Block Grant (CDBG) program. Unexpended prior year funds to be used in the 2013-14 program year are estimated to be \$134,685. This amounts to total resources of \$784,655.00 for the 2013-14 program year.

Originally, the City had estimated it would receive a CDBG entitlement award in the amount of \$597,871.00. On May 1, 2013 the City Council allocated funds accordingly. On May 29, 2013 HUD announced the FFY 2013 formula allocation. The City was awarded \$649,980. The City is setting aside the un-allocated funds in excess of the estimate as a project contingency for cost overruns as permitted under 24 CFR 91.220(l)(1)(i). Please see Table 1.

No prior year funds are being re-allocated under this Action Plan. Only new funds are being allocated. In September, the City will complete a mid-year re-allocation and substantial amendment to re-allocate un-expended and otherwise un-allocated funds.

The City plans to meet its community development and housing needs by also applying for other grant funding sources, including HOME and CalHome funds available through the California Department of Housing and Community Development.

City staff encouraged citizen participation throughout the Action Plan process. This included consulting local organizations, holding public meetings, and encouraging public comment during the public review period. Using research and input from the public, City staff formulated the objectives and outcomes that are briefly described below.

OBJECTIVES

The City's key objectives for the 2013-14 funding period include the following:

- Improve the ability of elderly and disabled residents to access their homes, the City's public facilities, and City streets and sidewalks.
- Increase the supply of affordable housing.
- Improve the condition of the City's housing stock.
- Improve public facilities benefiting low-income areas and targeted low-income populations.

- Remove blighting influences in low-income areas.
- Support community organizations to make improvements to their facilities.
- Assist community-based organizations to provide fair housing and basic needs programs to target-income residents.

OUTCOMES

Housing

The City will fund the weatherization of the Housing Authority's six-unit apartment complex in Lodi.

Public Facilities

Barriers to the disabled and elderly will be removed as part of public facility, parks and right-of-way improvement projects. Public facility and parks improvements will also benefit low-income areas and target populations (elderly, homeless and disabled), and remove blighting influences.

Public Services

Public service programs will reduce blight, reduce hazards to health and safety, and meet basic human needs.

LEAD AGENCY

The Neighborhood Services Division, within the Community Development Department, serves as the lead agency for the administration of CDBG funds. Questions regarding this Action Plan should be directed to the staff within this division at:

CDBG Program Administrator
City of Lodi
221 W. Pine Street, PO Box 3006
Lodi, CA 95241
209-333-6711

PUBLIC REVIEW AND COMMENT

This plan was made available for public review during a public comment period from April 1, 2013 to May 1, 2013. A public notice announcing its availability was published in the *Lodi News-Sentinel* on March 7, 2013. Public hearings on the Action Plan were held on March 20 and May 1, 2013 at the Lodi City Council meeting. Public comment received is summarized in **Appendix D**.

II. INTRODUCTION

The U.S. Department of Housing and Urban Development (HUD) requires all government entities receiving federal Community Development Block Grant (CDBG) funds to prepare an annual Action Plan. The Action Plan outlines funding priorities and discusses how activities will meet the community needs identified in the 2009-2014 Consolidated Plan. The activities described in this Action Plan are proposed to be undertaken during the period between July 1, 2013 and June 30, 2014. Some activities such as facility and right-of-way improvements may take longer to complete.

The major objectives of activities undertaken during the 2013-2014 funding year will be to:

- Improve the ability of elderly and disabled residents to access their homes, the City's public facilities, and City streets and sidewalks.
- Increase the supply of affordable housing.
- Improve the condition of the City's housing stock.
- Improve public facilities benefiting low-income areas and targeted low-income populations.
- Remove blighting influences in low-income areas.
- Support community organizations to make improvements to their facilities.
- Assist community-based organizations to provide fair housing and food assistance programs to target-income residents.

RESOURCES

The City estimates that it will receive \$649,980 from the federal Community Development Block Grant (CDBG) program. Unexpended prior year funds to be used in the 2013-14 program year are estimated to be \$134,685. This amounts to total resources of \$784,655.00 for the 2013-14 program year.

Originally, the City had estimated it would receive a CDBG entitlement award in the amount of \$597,871.00. On May 1, 2013 the City Council allocated funds accordingly. On May 29, 2013 HUD announced the FFY 2013 formula allocation. The City was awarded \$649,980. The City is revising the amount allocated towards planning and administration in light of the increased allocation. The City is setting aside the remaining un-allocated funds as a project contingency for cost overruns as permitted under 24 CFR 91.220(l)(1)(i). Please see Table 1.

Previously allocated unexpended prior year funds to be used in the 2013-14 program year are estimated to total \$134,685. This consists of prior year projects that are currently underway but planned to be completed in 2013-14. No prior year funds are being re-allocated under this

Action Plan. Only new funds are being allocated. The City will complete a mid-year re-allocation and substantial amendment to re-allocate un-expended and otherwise un-allocated funds.

The City also plans to meet its community development and housing needs by applying for other grant funding sources, including HOME and CalHome funds available through the California Department of Housing and Community Development.

III. ACTIVITIES TO BE UNDERTAKEN

Activities to be undertaken using new funding during fiscal year 2013-14 are summarized in **Table 1**. For each activity, the one-year accomplishment and the amount of CDBG funding allocated are identified. The majority of activities identified are expected to be completed no later than June 30, 2014.

The City used a rating tool to make project recommendations. Consideration was given to a variety of thresholds that projects must meet to comply with CDBG objectives, including meeting one of the national objectives and addressing one of the community priorities set out in the Consolidated Plan. The rating system also took into account activity need and justification, cost reasonableness and effectiveness, activity management and implementation, experience with similar activities, past performance, leveraged funds, and completeness of the application. Project recommendations were for those projects determined most likely to be successful and maintain compliance with CDBG regulations.

**TABLE 1
Proposed CDBG Activities and Projects
Program Year 2013-14**

Activity Name/Agency	Activity Description	Output	Funding
Housing			
Housing Weatherization Improvements Housing Authority of San Joaquin Co	Window replacement in the six-units of affordable housing apartment complex located at 719 S. Washington St.	6 units weatherized	\$18,000
Public Facilities			
ADA Accessibility Improvements Public Works Dept.	The Public Works Department will make improvements in the public right of way and at public facilities to remove barriers to accessibility. This will consist of removal of physical barriers and establishment of accessible paths of travel in City-owned downtown public parking lots.	4 improvements	\$100,000
Hutchins Street Square - South Entrance ADA Parks, Recreation & Cultural Services	Improvements necessary to provide path of travel and to remove barriers to accessibility.	1 facility improved	\$75,000
Kofu Park ADA Improvements Parks, Recreation & Cultural Services	Install ADA-compliant parking stalls and path of travel improvements at Kofu Park to remove barriers to accessibility.	1 park improved	\$40,000

Phase II Site Improvements LOEL Foundation	Continuation of project at 125 S. Washington. This Phase II continues site improvements, ADA accessibility improvements and underground utilities that must be relocated.	1 facility improved	\$155,617
Public Services			
Spay/Neuter Program LPD - Animal Services	Sterilization for Feral cats trapped and released within the CDBG Target Area, as well as both friendly cats and pit-bull dogs from low income households.	150 persons assisted (LMC), 150 cats neutered (LMA)	\$20,000
Graffiti Abatement Public Works Dept.	Abate graffiti on public and private property that is viewable from the public right-of-way and within the CDBG Target Area.	800 instances addressed	\$42,000
Hunger Relief Programs Second Harvest	Funding for the operation of the Food Assistance Program, the Senior Brown Bag Program, and the Food 4 Thought Program.	6,943 persons assisted	\$8,180
Mobile Farmers' Market Program Emergency Food Bank and Family Services	The MFM is an existing program that provides access to fresh fruits and vegetables, healthy cooking demonstrations and health and nutrition-related information to low-income residents.	3,600 persons assisted	\$1,500
Fair Housing Services San Joaquin Fair Housing	HUD-mandated counseling services and outreach to tenants, property owners and property managers to satisfy HUD/CDBG requirement for affirmatively furthering fair housing.	400 persons assisted	\$18,000
Planning and Administration			
Planning and Administration	Provide general administration of the CDBG program, including all planning and reporting activities.	1 year of program administration	<u>\$119,574</u>
<u>Project Contingency</u>	<u>Contingency for cost overruns.</u>	<u>N/A</u>	<u>\$52,109</u>
Total 2013-14 allocations			<u>\$649,980</u>

HOUSING

Housing Weatherization Improvements, Housing Authority of San Joaquin Co

Window replacement in the six-units of affordable housing apartment complex located at 719 S. Washington St.

Output: 6 units weatherized

Outcome Category: Affordability for the purpose of providing decent affordable housing

Goals Addressed: HS-1

Funding: \$18,000 CDBG

PUBLIC FACILITIES

ADA Accessibility Improvements, Public Works Dept.

The Public Works Department will make improvements in the public right of way and at public facilities to remove barriers to accessibility. This will consist of removal of physical barriers and establishment of accessible paths of travel in City-owned downtown public parking lots. These are surface lots in the business district. (Note: these are being done as LMC although within an LMI block group area because the area is not primarily residential.)

Output: Two improvements

Outcome Category: Accessibility for the purpose of providing a suitable living environment

Goals Addressed: CD-6

Funding: \$100,000 CDBG

Hutchins Street Square - South Entrance ADA, Parks, Recreation & Cultural Services

Improvements necessary to provide path of travel and to remove barriers to accessibility.

Output: One public facility improvement completed

Outcome Category: Accessibility for the purpose of creating suitable living environments

Goals Addressed: CD-1

Funding: \$75,000 CDBG

Kofu Park ADA Improvements, Parks, Recreation & Cultural Services

Install ADA-compliant parking stalls and path of travel improvements at Kofu Park to remove barriers to accessibility.

Output: Improvements at one park
Outcome Category: Accessibility for the purpose of providing a suitable living environment
Goals Addressed: CD-6
Funding: \$40,000 CDBG

Phase II Site Improvements, LOEL Foundation

Continuation of project at 125 S. Washington. Phase I included the demolition of the old church building and preliminary site improvements that include off-street parking, a community garden and security fencing. Phase II continues site improvements, ADA accessibility improvements and underground utilities that must be relocated.

Output: One public facility improvement
Outcome Category: Availability/Accessibility of Suitable Living Environment
Goals Addressed: CD-5, CD-6
Funding: \$155,617 CDBG

PUBLIC SERVICES

Spay/Neuter Program, LPD - Animal Services

Sterilization for Feral cats trapped and released within the CDBG Target Area, as well as both friendly cats and pit-bull dogs from low income households.

Output: 150 persons assisted (low-income households)
150 cats neutered (low-income areas)
Outcome Category: Accessibility for the purpose of creating suitable living environments
Goals Addressed: CD-1, CD-3
Funding: \$20,000 CDBG

Graffiti Abatement, Public Works Dept.

Abate graffiti on public and private property that is viewable from the public right-of-way and within the CDBG Target Area. Staff will remove graffiti by pressure-washing the structure or by painting over it. The goal of the program is to preserve neighborhood property values and maintain the housing stock in target areas.

Output: 800 instances of graffiti removed
Outcome Category: Accessibility for the purpose of creating suitable living environments
Goals Addressed: CD-1, HS-2
Funding: \$42,000 CDBG

Hunger Relief Programs, Second Harvest

Funding for the operation of the Food Assistance Program, the Senior Brown Bag Program, and the Food 4 Thought Program. Funding will allow Second Harvest Food Bank to purchase foods that are not typically donated to the food bank (e.g., meat and dairy products).

Output: 6,943 persons assisted
Outcome Category: Accessibility for the purpose of creating suitable living environments
Goals Addressed: CD-3
Funding: \$7,500 CDBG

Mobile Farmers' Market Program, Emergency Food Bank and Family Services

The MFM is an existing program that provides access to fresh fruits and vegetables, healthy cooking demonstrations and health and nutrition-related information to low-income residents.

Output: 3,600 households assisted
Outcome Category: Availability/Accessibility of Suitable Living Environment
Goals Addressed: CD-3, CD-4
Funding: \$1,500 CDBG

Fair Housing Services, San Joaquin Fair Housing

HUD-mandated counseling services and outreach to tenants, property owners and property managers to satisfy HUD/CDBG requirement for affirmatively furthering fair housing.

Output: 400 persons assisted
Outcome Category: Accessibility for the purpose of creating suitable living environments
Goals Addressed: HS-4
Funding: \$18,000 CDBG

PLANNING AND ADMINISTRATION

CDBG Administration

The planning and administration funding is intended to provide funding for general staff administration of CDBG programs and activities, including Integrated Disbursement and Information System (IDIS) training, program set-up, reporting, planning, and subrecipient training and monitoring.

Output: Administration of the CDBG program
Goals Addressed: PA-1
Funding: \$ 119,574 CDBG

Project Contingency

Per § 91.220(l)(1)(i) the City of Lodi is excluding an amount not to exceed ten percent from the funds for which eligible activities are described for the contingency of cost overruns.

Output: N/A
Goals Addressed: N/A
Funding: \$ 52,109 CDBG

GEOGRAPHIC DISTRIBUTION

Target Area Distribution

Geographic distribution is predicated, for the most part, on the nature of the activity to be funded. **Exhibit "A"** shows the proposed projects to be funded in program year 2013-14 in relation to the City's target areas. Not all of the activities funded through the CDBG program are shown in **Exhibit "A"**, since some are community-wide.

Minority Area Distribution

The City of Lodi strives to make all of its programs available to eligible target-income residents regardless of sex, race, religious background, disability, or other arbitrary factors. As a result, many programs, including fair housing, employment, youth, and senior services, will be available to residents citywide. Programs with a specific location are located in areas with varying levels of minority concentration. Table 1 details the proposed projects for the City of Lodi; of these, the majority are available on a citywide basis.

A racial/ethnic concentration is considered to exist when a racial/ethnic group's percentage in a certain area is greater than that of the group's overall population percentage in the community. A high concentration is present when the group's population in an area is double or more the group's percentage representation in the community.

There are nine areas of overall minority concentration in Lodi. Please see **Exhibit "B"** for a map of proposed activities in relation to areas of minority concentration. These areas will benefit from programs administered at City Hall which are available to residents throughout the community. The majority of projects (services and facility improvements) will occur at existing facilities in the City which serve all areas and residents of the City. No requests for funding were received from service providers that would principally benefit areas with a minority concentration.

IV. OTHER INFORMATION

HOMELESS AND OTHER SPECIAL NEEDS POPULATIONS

The City's strategy related to the needs of the homeless, those at risk of homelessness, and other special needs populations involves the funding of supportive services in Lodi or regional services, such as fair housing counseling or food assistance services. The City also assists with construction needs of emergency shelter and transitional housing facilities.

Currently, many homeless services are available in Lodi through the Salvation Army, and the City will continue to work closely with the Salvation Army and other organizations to determine how the needs of the homeless population can be met. In recent years, the City has also provided substantial funding to the Salvation Army for both their emergency shelter and transitional housing facilities.

In addition to facility improvement, the City will fund programs and services to assist its homeless and special needs populations in 2013-14. These include the following:

- Food assistance programs, through the public services grants to Second Harvest Food Bank and the Emergency Food Bank and Family Services;
- Fair housing services provided by San Joaquin Fair Housing.

A City staff representative regularly attends “A Hand Up” homeless committee, which brings together the region’s homeless service providers and advocates to consider the best ways to address homelessness. The meetings help to ensure that there is little duplication of services, increasing the effectiveness of a limited amount of funding.

In addition, the City’s Housing Element includes several programs that provide for the development of affordable housing and removal of constraints to the placement of emergency shelters.

ADDRESSING OBSTACLES TO MEETING UNDER-SERVED NEEDS

While there are several constraints to meeting the needs of target-income residents (please refer to the Consolidated Plan for a detailed list), the primary obstacle to meeting the needs of target-income residents is that there is a lack of funding to fully address all needs. The economic challenges facing the nation have forced many non-profits to cut services at a time when governmental entities and others are least able to provide them. The City attempts to address significant and rising levels of need by evaluating leveraged funds in grant application review, as well as by directly funding several programs with widespread benefit. The City also supports non-profits’ efforts to raise private funds.

With the continuing reduction in the City’s CDBG entitlement funding and federal sequestration, the City has had to reduce the number of public services it funds.

Another obstacle to meeting underserved needs is that the location of many available services is in the City of Stockton. The City works closely with the transit agencies to improve access, and there are hourly public transportation linkages between Lodi and Stockton. The City has also encouraged non-profit agencies to operate “satellite” offices within the City of Lodi.

EFFORTS TO FOSTER AND MAINTAIN AFFORDABLE HOUSING

Although the current economy offers significant challenges to many households, housing is more affordable as a result of falling prices and historically low interest rates. In spite of this, low-income household continue to struggle because of high demand and limited inventory.

In 2013-14, the City will foster and maintain affordable housing by funding improvements to the Housing Authority’s units located at 719 S. Washington St.

Many of the City’s efforts to foster and maintain affordable housing relate to the Housing Element. The City recently updated its General Plan Housing Element, which was certified in 2011. The City’s 2010-16 Housing Element includes a number of important programs to facilitate the development of affordable housing in Lodi. These include the following.

- **Zoning Ordinance revisions.** The City revised the Lodi Municipal Code (Development Code) to reduce barriers to, and provide incentives for, the construction and conservation of a variety of housing types.
- **Revise and Monitor the Growth Management Program.** The City exempted affordable housing from the growth management restrictions. The City will monitor the impact of the Growth Management Program on the provision of housing of all types.
- **Land Inventory.** The City maintains a current inventory of vacant and under-utilized land suitable for residential development.
- **Pursuit of state and federal funds in support of housing construction.** The City continues to pursue available and appropriate state and federal funding sources to support efforts to construct housing meeting the needs of low- and moderate-income households, to assist persons with rent payments required for existing housing units, to provide supportive services, and to provide on- and off-site improvements and public facilities, in support of affordable housing projects.
- **Promotion of the City's multifamily housing development standards.** The City will promote its multifamily development standards through the Community Development Department's link to the City's website, information brochures available at the Community Development Department, pre-application meetings, and a notice to the local homebuilder, realtor, and contractor associations.
- **Large Lot Subdivision.** The City will facilitate the division of lots over ten acres to enable the development of affordable housing.
- **Evaluate Applications for Demolition of Residential Structures.** The City will evaluate applications for the demolition of residential structures to determine the impact on affordable housing, and require mitigation in the form of replacement housing.

The City does not anticipate providing rental assistance, as this is provided by the San Joaquin Housing Authority, and also does not expect to acquire any existing rental units.

REMOVE BARRIERS TO AFFORDABLE HOUSING

The City is undertaking a number of actions to reduce potential barriers and constraints to affordable housing, as well as promote housing for special needs populations. These include providing regulatory incentives, density incentives, and several other measures to affordable housing developers. These are described in more detail in the City's 2010-2016 Housing Element.

V. CDBG-SPECIFIC REQUIREMENTS

INSTITUTIONAL STRUCTURE

The Community Development Department is responsible for the management, implementation, and monitoring of the Consolidated Plan documents, including the Action Plan. The Neighborhood Services Division within the department is specifically charged with these tasks. The division works in close consultation with the City's advisory committees and the City Manager.

The City has designated staff positions to administer the programs and activities funded with CDBG funds. These staff members work with the individual City departments, such as Public Works and Parks and Recreation, to develop procedures and coordination for administering programs that will be carried out by these departments. The CDBG staff also provide technical assistance to non-profits on properly administering CDBG funds and developing CDBG-eligible activities.

EFFECTIVE COORDINATION

The City will continue to work closely with San Joaquin County, which borders the City on all sides. The City will also continue to work with many of the non-profits in the community, including the Salvation Army, LOEL, and Community Partnership for Families, to address the regional issues that affect the needs of target-income persons, as well as special needs populations. A City staff representative will continue to attend bi-monthly meetings of "A Hand Up" homeless subcommittee.

PUBLIC HOUSING NEEDS

While two public housing complexes are located in Lodi, they are administered by the San Joaquin Housing Authority, which serves as the housing authority for the County. The City of Lodi does not have its own local housing authority. Resident initiatives are handled directly by the San Joaquin Housing Authority.

ANTI-POVERTY STRATEGY

The City's anti-poverty strategy is based on funding and supporting a range of housing, employment, and family service opportunities aimed at enabling those in poverty to move into the workforce. During the 2013-14 program year, the City will also continue to support activities that preserve and expand the supply of housing that is affordable to target-income households. The City works closely with the Salvation Army, which focuses on improving self-sufficiency and offers employment training to formerly homeless individuals through its culinary arts and other programs.

The City's support of the Second Harvest Food Bank and Emergency Food Bank and Family Services is another strategy in support of reducing poverty. While the Food Bank does not

directly provide employment or social service opportunities, many persons receiving the food assistance are referred to other social services.

LEAD-BASED PAINT HAZARDS

While most housing units were built after 1978 in Lodi, the City will work together with the County Public Health Department to monitor incidences of elevated blood levels. The City's Code Enforcement division will respond to calls regarding lead-based paint, and may require landlords to fix chipping paint.

In the event that requests for funding of lead abatement are received, the City will consider creation of a residential rehabilitation program that would include lead abatement as an eligible activity. The City will also pursue funding from other resources for a housing rehabilitation program; possible funding sources include CalHome and HOME funds through the California Department of Housing and Community Development. As required by the funding source, housing rehabilitation programs will comply with the Residential Lead Based Paint Hazard Reduction Act of 1992 (Title X) and subsequent changes in September 1999. The procedures regarding lead-based paint in both rehabilitation programs will include:

- Notification of potential lead-based paint hazards;
- Identification; and
- Treatment (if necessary).

MONITORING PLAN

The City of Lodi has developed a monitoring system to ensure that the activities carried out in furtherance of the Plan are done so in a timely manner in accordance with the federal monitoring requirements of 24 CFR 570.501(V) and 24 CFR 85.40 and all other applicable laws, regulations, policies, and sound management and accounting practices. The objectives of the monitoring plan are described in more detail in the Consolidated Plan (p. 67-68).

The 2009 – 2014 Consolidated Plan can be found on the City's website at http://www.lodi.gov/community_development/Neighborhoods/CDBG/Lodi_5%20year_Consolidated_Plan_Combined_Fina_4-23-09.pdf