

# 2011-12 ACTION PLAN

## I. EXECUTIVE SUMMARY

The 2011-12 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 and low-income households. This is the third 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 estimates that it will receive \$675,772 from the federal Community Development Block Grant (CDBG) program. 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. In 2011-12, the City will continue implementation of an \$800,000 HOME grant received for first-time homebuyer assistance.

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 2011-12 funding period include the following:

- Improve the ability of disabled residents to access their homes, the City's public facilities, and City streets and sidewalks;
- Construct shelter housing units for homeless families that include teenage or adult males;
- Enhance target area neighborhoods through improvements to general neighborhood appearance;
- Support community organizations in making improvements to their facilities; and
- Assist community-based organizations with financing that allows them to provide fair housing and food assistance programs to target-income residents.

## OUTCOMES

The City's housing outcomes for this planning period are focused on accessibility. The City will assist the Salvation Army with the construction of new shelter housing units for homeless families. The City will also continue to support the development of 80 affordable senior housing units at a site along Tienda Drive; funding for this project will come through previous allocations of CDBG and HOME funds through the Urban County.

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The City plans to fund several public service programs:

- Spay/Neuter Program, which offers free spay/neuter services to cats and pit bull dogs owned by low-income households, as well as to feral cats trapped and released in the target areas;
- Graffiti abatement within the City's target areas;
- Fair housing services, provided by San Joaquin Fair Housing;
- Home accessibility modifications, provided by DRAIL; and
- Food assistance to needy families, provided by Second Harvest Food Bank.

In addition, the City plans to fund the following community development and economic development projects:

- ADA accessibility improvements throughout the City, including handicap ramp upgrades in key locations; and
- ADA improvements at the Grape Bowl, a stadium where many local and regional community events are held.

## 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, 2011 and June 30, 2012. Some facility improvement activities may take longer to complete.

The major objectives of activities undertaken during the 2011-2012 funding year will be to:

- Improve the ability of disabled residents to access their homes, the City's public facilities, and City streets and sidewalks;
- Construct shelter housing units for homeless families that include teenage or adult males;
- Enhance target area neighborhoods through improvements to general neighborhood appearance;
- Support community organizations in making improvements to their facilities; and

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- Assist community-based organizations with financing that allows them to provide fair housing and food assistance programs to target-income residents.

## RESOURCES

Activity funding is based upon an estimated allocation amount of \$675,772 for the 2011-12 fiscal year. To date, the City has not received any program income from activities funded in 2009-10 and 2010-11, and does not anticipate receiving any program income during 2011-12.

As allowable, the City will continue to use program income received from CDBG and HOME grant awards through the San Joaquin Urban County, and will complete ongoing projects funded through the Urban County. More information on these projects can be found in San Joaquin County's Action Plan.

The City will also continue to explore other sources of funding for housing and community development activities, including HOME and CalHome grants for downpayment assistance and housing rehabilitation. In 2009-10, the City was awarded a HOME grant for down payment assistance, and implementation of that grant will continue throughout 2011-12, or as long as funding remains available.

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

The Action Plan was made available for public review during a public comment period from March 19, 2011 to April 20, 2011. A public notice announcing its availability was published in the *Lodi News-Sentinel* on March 4, 2010. Public hearings on the Action Plan were held on March 16 and April 20, 2011 at the Lodi City Council meeting. Any public comment received is summarized in Appendix C.

## III. ACTIVITIES TO BE UNDERTAKEN

The activities to be undertaken during fiscal year 2011-12 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, 2012.

The City continued to utilize a rating tool in making 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

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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  
Fiscal Year 2011-12**

ID	Activity Name	Activity Description	Output	Funding
<b>Housing</b>				
N/A	Tienda Drive Senior Housing Project	Assist a non-profit developer to acquire land for an 80-unit senior housing development.	80 affordable housing units constructed	\$1.2 million (Urban County funds)
<b>Public Facilities</b>				
11-02	ADA Accessibility Improvements	Make ADA improvements, including handicap ramps, at various City locations.	8 ramps installed	\$100,000
11-03	Grape Bowl ADA Improvements	Complete ADA improvements at the Grape Bowl.	1 public facility improvement completed	\$150,000
11-04	Salvation Army Shelter Housing	Construct three units of shelter housing at the Hope Harbor shelter.	3 housing units constructed	\$190,257
<b>Public Services</b>				
11-05	Graffiti Abatement	Remove graffiti on public and private property in target areas by painting over it or pressure-washing it.	800 instances addressed	\$49,000
11-06	Second Harvest Food Bank	Provide food assistance to low-income families.	2,750 persons assisted	\$5,000
11-07	San Joaquin Fair Housing	Provide fair housing assistance and education.	120 households assisted	\$17,000
11-08	Spay/Neuter Program	Provide free spay/neuter services to feral cats and pets of low-income pet owners.	175 households assisted	\$25,364
11-09	Home Accessibility Modifications	Provide free or low-cost accessibility improvements to disabled renters/owners.	3 households assisted	\$4,000
<b>Planning and Administration</b>				
11-01	Planning and Administration	Provide general administration of the CDBG program, including all planning and reporting activities.	1 year of program administration	\$135,151

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## HOUSING

### Tienda Drive Senior Housing Project

The City provided funding to Eden Housing, a non-profit housing developer, in order to purchase land along Tienda Drive for an affordable senior housing development. Eden Housing has acquired the land, and will attempt to secure final funding for construction in 2011-12. The apartment complex will have 80 units of senior housing in two phases, with the first being completed by 2013 and the second completed by 2016.

<b>Output:</b>	80 units constructed
<b>Outcome Category:</b>	Affordability for the purpose of providing decent affordable housing
<b>Goals Addressed:</b>	HS-1
<b>Funding:</b>	\$1.2 million (no current year CDBG funding; prior-year funding through the San Joaquin Urban County)

## PUBLIC FACILITIES

### ADA Accessibility Improvements

Make ADA improvements, including installation of handicap ramps, in CDBG target areas throughout the City.

<b>Output:</b>	8 ramps installed
<b>Outcome Category:</b>	Accessibility for the purpose of providing a suitable living environment
<b>Goals Addressed:</b>	CD-6
<b>Funding:</b>	\$100,000

### Grape Bowl ADA Improvements

Make ADA improvements to the Grape Bowl to remove barriers to accessibility. Improvements will include creating an at-grade entrance to the field's west end and restroom improvements to make them ADA compliant.

<b>Output:</b>	1 public facility improvement completed
<b>Outcome Category:</b>	Accessibility for the purpose of providing a suitable living environment
<b>Goals Addressed:</b>	CD-6
<b>Funding:</b>	\$150,000

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## Salvation Army Shelter Housing

Construct three shelter housing units at the Salvation Army's Hope Harbor location. The units will be installed in warehouse space existing within the building. The units will provide housing options for families that include teenage or adult males, which the shelter is currently unable to accommodate.

**Output:** 3 shelter housing units constructed  
**Outcome Category:** Accessibility for the purpose of providing decent affordable housing  
**Goals Addressed:** CD-6, HS-4  
**Funding:** \$190,257

## PUBLIC SERVICES

### Graffiti Abatement

The Graffiti Abatement Program will remove graffiti on public and private properties located in target areas. 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:** \$49,000

### Second Harvest Food Bank

Provide funding to Second Harvest Food Bank to purchase foods that are not typically donated to the food bank (e.g., meat and dairy products).

**Output:** 2,750 persons assisted  
**Outcome Category:** Accessibility for the purpose of creating suitable living environments  
**Goals Addressed:** CD-3  
**Funding:** \$5,000

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## San Joaquin Fair Housing

San Joaquin Fair Housing provides fair housing services, such as housing discrimination and tenant/landlord law hotline, complaint investigation, and outreach and education through public forums.

**Output:** 120 households assisted  
**Outcome Category:** Accessibility for the purpose of creating suitable living environments  
**Goals Addressed:** HS-4  
**Funding:** \$17,000

## Spay/Neuter Program

Offer a spay/neuter program for feral cats trapped and released in target areas and pets (cats and pit bulls) owned by low-income households.

**Output:** 175 households assisted  
**Outcome Category:** Accessibility for the purpose of creating suitable living environments  
**Goals Addressed:** CD-1, CD-3  
**Funding:** \$25,364

## Home Accessibility Modifications

Provide free or low-cost assistance to disabled renters or homeowners in need of accessibility modifications. This program will be implemented by the Disability Resource Agency for Independent Living (DRAIL). Accessibility modifications will be made by program staff or by a licensed contractor.

**Output:** 3 households assisted  
**Outcome Category:** Accessibility for the purpose of creating suitable living environments  
**Goals Addressed:** CD-3, HS-4  
**Funding:** \$4,000

## 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

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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:** \$135,131

## NON-CDBG HOUSING ACTIVITIES

### First-Time Homebuyer Program

The City received an \$800,000 HOME grant through the California Department of Housing and Community Development. This grant will be used to make loans of up to \$40,000 (or 20 percent of the purchase price) for use by first-time homebuyers on down payment and closing costs. Approximately 20 loans are anticipated to be made in 2011-12.

### Neighborhood Stabilization Program

The City, in coordination with the Urban County, received about \$578,000 to assist in acquiring, rehabilitating, and renting or reselling foreclosed homes to low-income buyers. As of March 2011, five homes were acquired, in addition to one lot. All seven units (five rehabs and two new construction) are expected to be sold by July 2011. As funds are available, the County will continue to purchase and rehabilitate units in Lodi.

## GEOGRAPHIC DISTRIBUTION

### Target Area Distribution

Geographic distribution is predicated, for the most part, on the nature of the activity to be funded. Figure 1 shows the proposed projects to be funded in program year 2011-12 in relation to the City's target areas. Not all of the activities funded through the CDBG program are shown in **Figure 1**, 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, such as the Grape Bowl ADA improvements, 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.

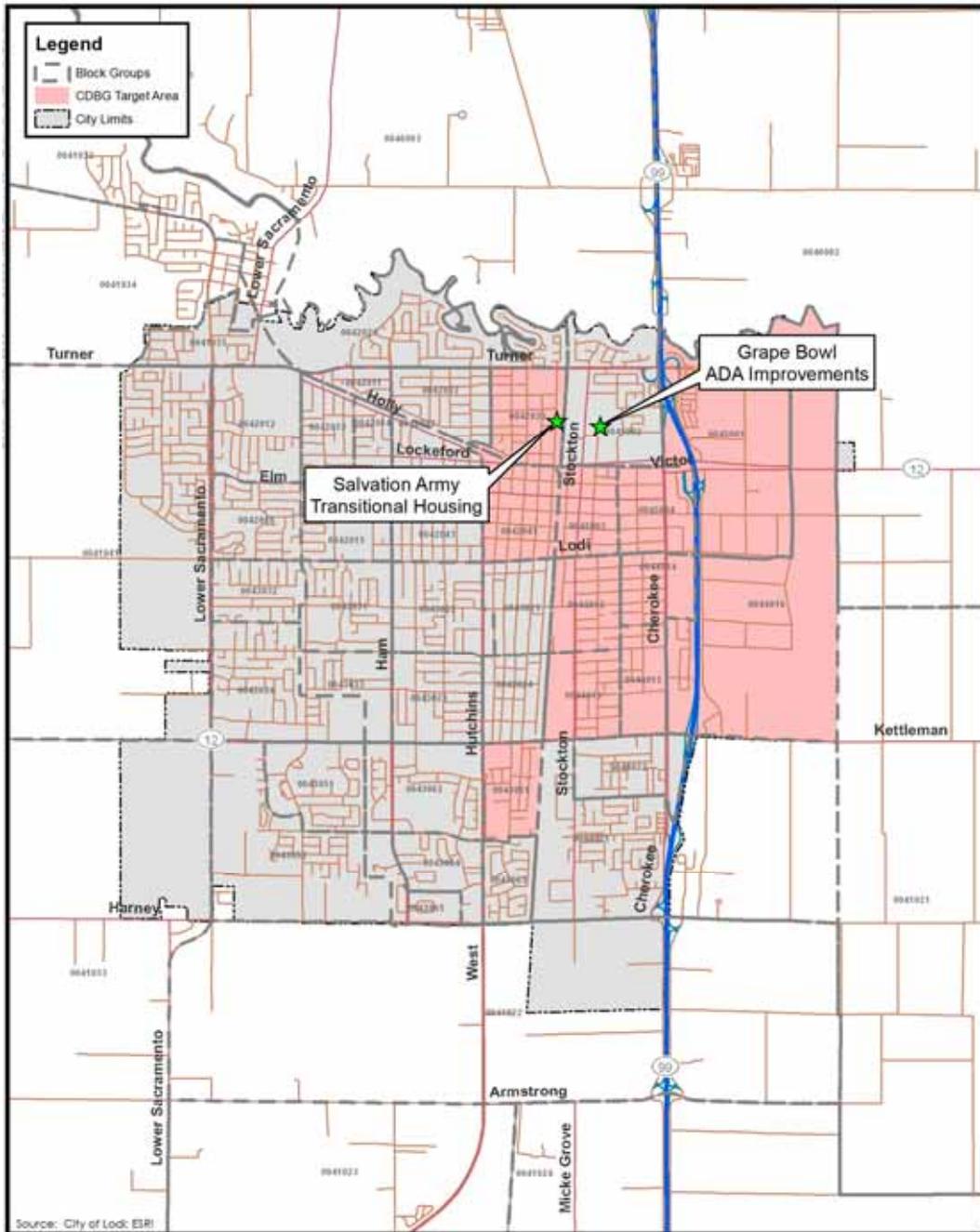
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A racial/ethnic concentration is considered to exist when a racial/ethnic group's percentage in a certain area is greater than that of the group's overall population percentage in the community. A high concentration is present when the group's population 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 **Figure 2** for a map of proposed activities in minority areas. 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.

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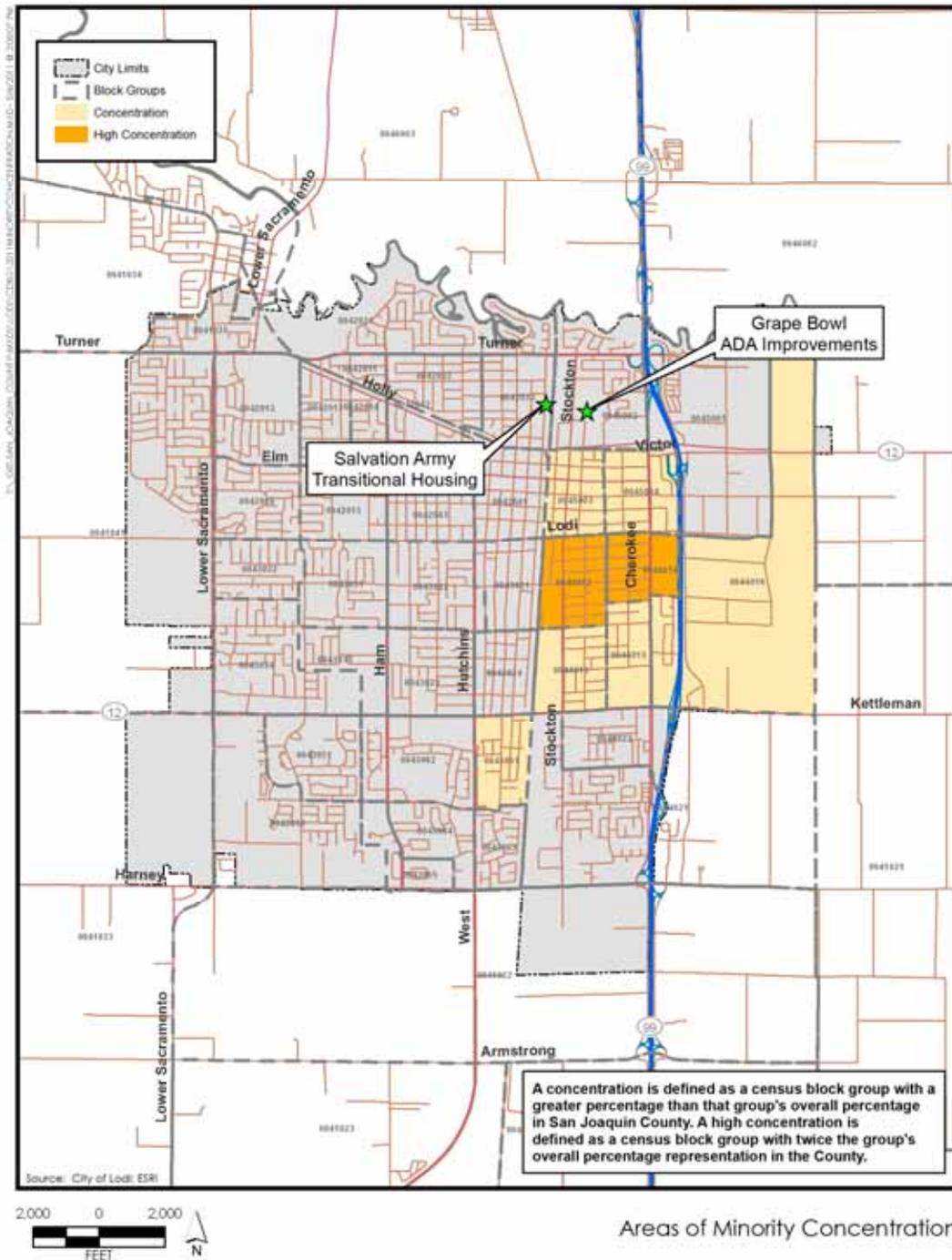
FIGURE 1  
Location of Proposed Projects in Target Areas



2011 CDBG Target Areas

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**FIGURE 2**  
**Location of Proposed Projects in Minority Areas**



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## 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 2011-12, the City will fund the construction of three shelter housing units at the Salvation Army's Hope Harbor site. In recent years, the City has provided substantial funding to the Salvation Army for both their emergency shelter and their transitional housing facilities.

In addition to construction efforts, the City will fund several programs and services to assist its homeless and special needs populations in 2011-12. These include the following:

- Food assistance programs, through the public services grant to the Second Harvest Food Bank;
- Home accessibility modifications that increase the ability of individuals to secure safe and decent housing meeting their needs, through partnership with DRAIL; and
- 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 Underserved 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

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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.

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, one bright side is that the housing stock affordable to low-income families has expanded significantly as a result of falling prices and lower interest rates. A four-person low-income household could afford a mortgage of about \$180,000 and a one-person household could afford about \$127,000. As of March 2011, there were more than 200 homes priced below \$180,000 and over 100 priced less than \$127,000. The majority of the homes are three bedrooms and in fair to good shape. The City also has many rental vacancies at prices below \$1,000 per month.

In 2011-12, the City will offer several programs to foster and maintain affordable housing. The Salvation Army shelter housing construction will increase the number of units available to persons moving from homelessness to permanent housing. The home accessibility modification program operated by DRAIL will assist disabled persons with the improvements necessary to remain in their own homes. The City's first-time homebuyer program will offer down payment assistance loans to help low-income renters buy their own homes with fixed-rate mortgages.

Many of the City's efforts to foster and maintain affordable housing relate to the Housing Element. The City is in the process of updating the Housing Element, which is anticipated to be certified by HCD by July 2011. The City's 2003-2009 Housing Element, which is in effect until the new Housing Element is adopted, included a number of important programs to facilitate the development of affordable housing in Lodi. Some of these programs include:

- **Zoning Ordinance revisions.** The City revised Title 17 of the Lodi Municipal Code (Zoning Ordinance) to reduce barriers to, and provide incentives for, the construction and conservation of a variety of housing types.
- **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-

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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.

- **Homebuyer assistance.** The City will continue to implement a first-time homebuyer down payment assistance program. The City will promote the program by providing information at the Community Development Department's public counter and by providing a link to the program on the City's website, as well as by reaching out to real estate agents and lenders.
- **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.

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 allocating prior-year CDBG and HOME funds (through the Urban County) in support of affordable housing development, as well as providing regulatory incentives, density incentives, and several other measures to affordable housing developers. These are described in more detail in the City's 2003-2009 Housing Element.

## 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.

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## 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 providing a range of housing, employment, and supportive service opportunities aimed at enabling those in poverty to move into the workforce. During the 2011-12 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 contribution of funding for shelter housing at the Hope Harbor facility will ensure that more families have the opportunity to participate in the Salvation Army’s programs.

The City’s support of the Second Harvest Food Bank 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

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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. 3-16).