

Executive Summary

AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

1. Introduction

The City of Cleveland became a Department of Housing and Urban Development (HUD) Entitlement Community in 2004. The 5-Year Consolidated Plan (Con Plan) was submitted in 2019 and covers the period commencing July 1, 2019 to June 30, 2023. Annual Action Plans are a requirement of HUD for jurisdictions such as Cleveland that receives Community Development Block Grant (CDBG) funds.

The Consolidated Plan has several primary sections including a Housing Needs Assessment that assesses needs for affordable housing, homelessness, special needs populations, and non-housing community development needs. The Con Plan also includes a Housing Market Analysis that evaluates existing housing stock and resources. There is a Strategic Plan that outlines objectives for the five-year planning period that sets goals between various eligible activities and projects. Other sections found in the Con Plan address the methodology for citizen participation and the institutional structure for delivering services and programs.

This document is the third year Action Plan and describes the actions, projects and programs that the City of Cleveland will implement to address priority needs identified in the Con Plan. The City will receive \$369,327 for the program year starting July 1, 2021 and ending June 30, 2022.

2. Summarize the objectives and outcomes identified in the Plan

This could be a restatement of items or a table listed elsewhere in the plan or a reference to another location. It may also contain any essential items from the housing and homeless needs assessment, the housing market analysis or the strategic plan.

The Con Plan identified eight overarching priority community development and affordable housing needs. An amendment to the Con Plan was submitted for approval to add economic development and public service.

- Affordable housing for renters and homebuyers;
- Public awareness of fair housing laws and lead-based paint requirements;
- Transitional and supportive housing needs;
- Housing and supportive services for the elderly and disabled;
- Code enforcement
- Public facility and infrastructure improvement

- Economic Development
- Public Service

From these priorities and within the context of limited funding resources, goals were developed with the following proposed CDBG allocation of \$369,327 for program year 2021-2022

- Code Enforcement - \$74,000
- Infrastructure/ Recreation /Public Facilities, Park improvements: \$193,327
- Down Payment Assistance - \$30,000
- Planning/Administration - \$72,000

3. Evaluation of past performance

This is an evaluation of past performance that helped lead the grantee to choose its goals or projects.

The above allocation of resources continues successful initiatives and partnerships built during previous program years. The City of Cleveland has been successful in attacking affordable housing standards and neighborhood quality issues with targeted codes enforcement and improvements to neighborhood infrastructure. Likewise, the City's affordable housing initiatives have relied on working in partnership with area non-profit providers to leverage additional housing resources and expertise. The specific projects proposed for the third year Action Plan are largely the result of the City's evaluation of how similar earlier activities have performed.

4. Summary of Citizen Participation Process and consultation process

Summary from citizen participation section of plan.

During the Action Plan process, the City of Cleveland consulted with a wide variety of housing and service organizations, civic organizations, neighborhood residents and groups, departments of local government, elected officials, and others. The organizations and groups invited to participate covered the major providers of affordable housing, emergency housing, special needs housing, community facilities, services for youth, elderly, and disabled. Sections of government supplying public community centers, parks, recreation, and open space, public works such as sidewalk, street, water/sewer, and stormwater improvements, and with public safety officers focused on permitting and code compliance within CDBG target areas were invited to participate.

The City held 3 public hearings pertaining to the 2021-2022 Annual Action Plan. Public hearings were held virtually on the City's live facebook page. Public hearings were held December 12, 2020, February

16, 2021 and April 5, 2021. A phone number was available for the public to call in for comments. Comments could be taken on the facebook page. There are no sign-in sheets for the meeting.

5. Summary of public comments

This could be a brief narrative summary or reference an attached document from the Citizen Participation section of the Con Plan.

Public comments are attached as an appendix to the Action Plan.

6. Summary of comments or views not accepted and the reasons for not accepting them

All comments were reviewed. All comments are in the Appendix section.

7. Summary

All comments were reviewed. All comments are in the Appendix section.

PR-05 Lead & Responsible Agencies – 91.200(b)

1. Agency/entity responsible for preparing/administering the Consolidated Plan

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

Agency Role	Name	Department/Agency
CDBG Administrator	CLEVELAND	City Administration

Table 1 – Responsible Agencies

Narrative (optional)

Consolidated Plan Public Contact Information

Cathy Andrews, City of Cleveland, Redevelopment Coordinator

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AP-10 Consultation – 91.100, 91.200(b), 91.215(I)

1. Introduction

The following table provides a list of partners, agencies, and organizations consulted during the Action Plan process.

The table can be found in the appendix.

Provide a concise summary of the jurisdiction’s activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I))

During the Action Planning process, the City of Cleveland consulted with a wide variety of housing and service organizations, civic organizations, neighborhood residents and groups, departments of local government, elected officials, and others. The list of key consultations is included in this document. The organizations and groups consulted covered the major providers of affordable housing, emergency housing, special needs housing, community facilities, services for youth, elderly, and disabled. There were also consultations with the sections of government supplying public community centers, parks, recreation, and open space, public works such as sidewalk, street, water/sewer, and stormwater improvements, and with public safety officers focused on permitting and code compliance within CDBG target areas.

Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.

The City of Cleveland works closely with the Cleveland Emergency Shelter, the only emergency shelter for homeless persons within the jurisdiction. The Cleveland Shelter is part of the Continuum of Care and actively participates in the CoC planning process. Although Cleveland has not been a direct entitlement jurisdiction for the Emergency Shelter Grant (ESG) program, they have in the past participated and received funding under the State of Tennessee’s small cities program administered by the Tennessee Housing and Development Agency (THDA). The City of Cleveland provides technical assistance to the ESG program as it relates to guidance for grant application preparation and grants administration. The shelter provides more than just emergency housing, it also provides employment training in-house, life skills training, and helps reduce homelessness by helping with utilities, deposits, and correcting arrearages.

Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate

outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS

As described above, the City of Cleveland works most often with the Cleveland Emergency Shelter on meeting the needs homeless persons and families. Plans for a transitional shelter to better enable the homeless to move from a shelter situation to a more independent living arrangement in a unit of their own is on their agenda. There is also concern over the lack of adequate accommodations for the chronic homeless that experience recurring episodes of homelessness for longer periods of time. The City will continue to work with the Cleveland Shelter, the CoC, and other potential providers and partners involved in these initiatives.

2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction's consultations with housing, social service agencies and other entities

Table 2 – Agencies, groups, organizations who participated

1	Agency/Group/Organization	Habitat for Humanity of Cleveland
	Agency/Group/Organization Type	Housing Services - Housing Service-Fair Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Anti-poverty Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	City staff met with Habitat for Humanity's Executive Director and Finance Director and discussed projects and anticipated needs for FY 2021-2022. Habitat requested assistance for site prep and infrastructure for the new development for low-income single family housing on Foster Lane.
2	Agency/Group/Organization	CITY OF CLEVELAND
	Agency/Group/Organization Type	Other government - Local
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Anti-poverty Strategy Lead-based Paint Strategy Community Development Needs
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The city department heads and City Manager met with the Redevelopment Coordinator to discuss needs for the upcoming year. The Recreation Director, City Council member and Planning commission members tuned into the fb live discussions.
3	Agency/Group/Organization	Cleveland Emergency Shelter
	Agency/Group/Organization Type	Services-homeless

	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy Anti-poverty Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Director of the Shelter spoke on the phone with City Staff and voiced support for the continued partnership in providing funding and support for the homeless community.
4	Agency/Group/Organization	Cleveland Housing Authority
	Agency/Group/Organization Type	PHA Services - Housing Service-Fair Housing
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Public Housing Needs Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	City Staff met with the Executive Director of the Cleveland Housing Authority and the City will continue to work closely with the housing authority in areas of fair housing and redevelopment.

5	Agency/Group/Organization	City Fields
	Agency/Group/Organization Type	Services - Housing Services-Children Services-Elderly Persons Services-Persons with Disabilities Services-Health Services-Education
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Anti-poverty Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	City Staff met with City Fields Director and discussed current projects and needs for FY2021-2022. City Fields requested a need for funding for Down Payment Assistance and other potential affordable housing programs.

Identify any Agency Types not consulted and provide rationale for not consulting

NA

Other local/regional/state/federal planning efforts considered when preparing the Plan

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	Chattanooga Regional Homeless Coalition	Transitional and supportive housing
Blythe Oldfield Neighborhood Master Plan	City Fields Community Development Corporation	Affordable housing, economic stability, healthy and sustainable neighborhoods.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

AP-12 Participation – 91.105, 91.200(c)

1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting

Three public hearings were held for the 2021-2022 Action Plan. The first public hearing was held on December 14, 2020 to begin the planning process for FY2021-2022. The second public hearing was held February 16, 2021. The public hearing provided an overview of the CDBG program, Action Plan process, and anticipated allocation for 2021. Examples of previously funded projects and current projects were discussed. The third public hearing was held on April 5, 2021. A discussion outlined the recommendations, goal and estimated funding allocations. All 3 hearings were virtual held live on the City's Facebook page. There are no sign-in sheets. Newspaper announcements, mail and emails were methods used to advertise for the meetings.

Public Notice was made on April 7, 2021 for a 30-day comment period ending on May 8, 2021 associated with the proposed 2021-2022 Annual Action Plan. The Plan was available for review at City of Cleveland Development and Engineering Services office.

In general, meetings are advertised in the local paper, notices were emailed, mailed, and hand delivered to an extensive list of service providers. All meeting/public hearing documentation and comments are included in Appendix. Any comments are in the minutes.

Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Public Meeting	Minorities Non-English Speaking - Specify other language: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing				

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
2	Newspaper Ad	Minorities Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	All comments are in the appendix	All comments are in the appendix	NA	

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
3	Internet Outreach	Minorities Non-English Speaking - Specify other language: Spanish Persons with disabilities Non-targeted/broad community Residents of Public and Assisted Housing	Comments are in the appendix	Comments are in the appendix	NA	

Table 4 – Citizen Participation Outreach

Expected Resources

AP-15 Expected Resources – 91.220(c)(1,2)

Introduction

The 2021-2022 Annual Allocation is anticipated to be funded consistently with prior years funding at \$363,964. Any anticipated resources from other sources will be leveraged with the CDBG sources in the future to maximize and address the community development needs.

Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	public - federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	369,327	0	0	369,327	750,000	Admin and Planning; Housing; Down payment Assistance. Public Improvements, Infrastructure; Site development

Table 5 - Expected Resources – Priority Table

Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how

matching requirements will be satisfied

The City of Cleveland has leveraged most of its projects since the inception of the city's CDBG program. It will continue its efforts to work with private, state, and local departments, agencies, and nonprofits to ensure that projects are completed effectively. If projects are proposed in the CDBG target area, the CDBG grant manager will work with the proposing agency to see how the project can be leveraged and if match requirements will be required for each project. Other low to moderate areas in the city will be evaluated and considered as projects are identified

If appropriate, describe publically owned land or property located within the jurisdiction that may be used to address the needs identified in the plan

If publicly owned land is available for redevelopment proposals or community development assets, the grant manager will work with the entity proposing the project to ensure that the standards are consistent with CDBG rules and regulations as well as city procedures.

Discussion

Annual Goals and Objectives

AP-20 Annual Goals and Objectives

Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	Code Enforcement	2019	2024	Affordable Housing Non-Housing Community Development	CDBG TARGET AREA	Code Enforcement	CDBG: \$74,000	Housing Code Enforcement/Foreclosed Property Care: 300 Household Housing Unit
2	Public facility and infrastructure improvements	2019	2024	Non-Housing Community Development		Affordable housing for renters and homeowners Public Facility & Infrastructure Repair/Correction	CDBG: \$193,327	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 800 Persons Assisted Homeowner Housing Added: 15 Household Housing Unit
3	Affordable Housing	2019	2024	Affordable Housing		Affordable housing for renters and homeowners	CDBG: \$30,000	Homeowner Housing Added: 6 Household Housing Unit

Table 6 – Goals Summary

Goal Descriptions

1	Goal Name	Code Enforcement
	Goal Description	Provide funds for an employee and program cost associated with a codes enforcement inspector.
2	Goal Name	Public facility and infrastructure improvements
	Goal Description	
3	Goal Name	Affordable Housing
	Goal Description	Provide down payment assistance to 5 qualified first time home buyers.

Projects

AP-35 Projects – 91.220(d)

Introduction

Proposed projects for FY 21-22 will focus on completion of prior years of recreation goals and activities. It will also focus on affordable housing for low to moderate income and expansion and rehabilitation of public facilities.

Projects

#	Project Name
1	Codes Enforcement
2	Down Payment Assistance
3	Infrastructure and Site Development
4	Public Facilities and Recreation
5	Administration

Table 7 - Project Information

Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

AP-38 Project Summary
Project Summary Information

1	Project Name	Codes Enforcement
	Target Area	
	Goals Supported	Code Enforcement
	Needs Addressed	Code Enforcement
	Funding	CDBG: \$74,000
	Description	Provides funds for an employee and program cost associated with a codes enforcement inspector to provide enforcement of municipal codes in the Target Area.
	Target Date	6/30/2022
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	
	Planned Activities	
2	Project Name	Down Payment Assistance
	Target Area	
	Goals Supported	Affordable Housing
	Needs Addressed	Affordable housing for renters and homeowners
	Funding	CDBG: \$30,000
	Description	Down payment assistance of \$6,000 will be provided to qualified home buyers through Habitat for Humanity.
	Target Date	6/30/2023
	Estimate the number and type of families that will benefit from the proposed activities	Provide to 5 low to moderate Income families.
	Location Description	In the CDBG Target Area
	Planned Activities	Down payment assistance to 5 qualified homebuyers in the CDBG Target Area
3	Project Name	Infrastructure and Site Development
	Target Area	
	Goals Supported	Affordable Housing
	Needs Addressed	Affordable housing for renters and homeowners

	Funding	CDBG: \$52,000
	Description	Site work and infrastructure for development of Foster Lane for Habitat for Humanity for approximately 12 attached and detached single family homes for low-income families.
	Target Date	6/30/2023
	Estimate the number and type of families that will benefit from the proposed activities	Project will benefit up to 12 low income families.
	Location Description	The project is located in the CDBG Target Area , Census Tract 107.
	Planned Activities	Site development and needed infrastructure for development for homes for low-income families.
4	Project Name	Public Facilities and Recreation
	Target Area	
	Goals Supported	Public facility and infrastructure improvements
	Needs Addressed	Public Facility & Infrastructure Repair/Correction
	Funding	CDBG: \$141,327
	Description	For a phase of the expansion and rehabilitation of Mosby Park. For phase 2C of Blythe Multi-fields (AKA Avery Johnson Park)
	Target Date	6/30/2023
	Estimate the number and type of families that will benefit from the proposed activities	Low to moderate income families and individuals.
	Location Description	Located in the target area.
	Planned Activities	The expansion and rehabilitation of Mosby Park/playground. Phase 2C of Blythe -Multi Fields (AKA Avery Johnson Park)
5	Project Name	Administration
	Target Area	
	Goals Supported	Code Enforcement Public facility and infrastructure improvements Affordable Housing

Needs Addressed	Affordable housing for renters and homeowners Public Facility & Infrastructure Repair/Correction Code Enforcement Public Awareness-Fair Housing & Lead Based Paint
Funding	CDBG: \$72,000
Description	Planning, implementation and administration of projects and programs.
Target Date	6/30/2022
Estimate the number and type of families that will benefit from the proposed activities	
Location Description	
Planned Activities	

AP-50 Geographic Distribution – 91.220(f)

Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed

The CDBG Target Area for the City of Cleveland covers all of Census Tracts 107, parts of Census Tracts 104 and 108 within the city limits, and parts of 103 and 105, all of which are within low to moderate income census block groups. The area is roughly bounded by Keith Street, Lee Highway, and Westland Drive to the west; 20th Street to the north; Little Chatata Creek and Appalachian Highway to the east; and Appalachian Highway to the south. Downtown Cleveland is directly west/northwest of the target area. Data in this section is taken from HUD CPD Maps, 2011-2015 5-Year ACS, 2013-2017 5-Year ACS, and the 2010 Census, depending on data available.

Social Characteristics: The estimated eligible population is over 16,000. There are 6,395 total households. Householders living alone range from a high of 56% in CT 105 to a low of 21% in CT 103; elderly households account for approximately 8% to 34% within the target area block groups. At least 9%, and up to almost 30% of the households in each tract have a disabled member.

While still predominately White, over half of Cleveland’s African American population resides in the target area. Over one-third of the Hispanic population resides in the target area and nearly a quarter of the Asian population resides there as well. Almost 70% of the American Indian/Alaska Native population resides within the CDBG Eligible Area. Block Group 2 of Census Tract 104 and Block Group 1 of Census Tract 108 have the largest concentrations of minority persons with 33% and 28% respectively. Although close in percentage, Block Group 2 of Census Tract 104 has over three times the minority individuals than Block Group 1 of Census Tract 108.

Housing Characteristics: Within the CDBG eligible area there are 6,395 total housing units. Owner occupancy ranges from a high of 59% in Block Group 1 of CT 103 to a low of 7% in Block Group 2 of CT 105. The median value of owner-occupied housing ranges from \$56,600 in Block Group 1 of CT 103 to \$194,200 in Block Group 1 of CT 102. Gross rents ranges from \$458 in Block Group 3 of CT 107 to \$877 in Block Group 2 of CT 103. It is worth noting that of the tracts within the target area, Block Group 1 of CT 103 has the lowest median value of owner-occupied housing and likely the lowest gross rent for rental housing, but data was not available for this particular block group. Because in a previous section of the Consolidated Plan cost burden was identified as the most widespread housing problem by a considerable margin, cost burden with the target area was further studied. Within the target area, householders had cost burdens ranging from a high of over 46% in CT 107 to a low of 34% in CT 103. Regardless of the specific tract, at least one-quarter of all households are cost burdened.

Economic Characteristics: Median household income in the four CTs range from a high of \$40,421 in CT 102 to a low of \$16,385 in CT 104. Within Census Block 1 of CT 104 over 50% of households have incomes less than \$15,000, and more than one in three have household income less than \$10,000. This compares to \$41,570 as the median household income for Cleveland as a whole. Households receiving

Supplemental Security Income (SSI), cash public assistance income, or Food Stamps/SNAP in the past 12 months range from 21% in CT 102 to 88% in CT 104. The rate of families with incomes below the poverty level ranges from a high of 51% in CT 104 to a low of 12% in CT 102; the poverty rate for families in Cleveland as a whole is 17%. Within the civilian labor force unemployment ranges from a high of over 32% in CT 104 to a low of 9% in CT 101.

Geographic Distribution

Target Area	Percentage of Funds
CDBG TARGET AREA	100

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

Collectively taken, the above referenced characteristics are the primary rationale for allocating community development investments within the CDBG target area. This is also a more densely developed detached single-family area on smaller lots, leading to the City’s strategy of improving the public spaces and facilities, particularly those spaces used for recreational purposes. The open spaces provide an opportunity for children to play and adults to exercise, and indoor space where non-profit and local government agencies can provide services to those in need, which are over represented in the low to moderate income CTs comprising the target area. An additional rationale is that the housing stock is generally older and there is a high percentage of rental properties, which when combined with lower incomes stresses owner’s ability to maintain their properties. Lastly, targeting a limited area promises a bigger impact and the focusing of leveraged resources.

If low to moderate income projects are proposed outside of the CDBG target area, each will be evaluated and reviewed to ensure eligibility and consistency with the overall goals of the 2019-2023 Consolidated Plan.

Discussion

In general, the CDBG target area is targeted for investment because of heightened need. That need is evidenced by concentrations of minorities and others with lower incomes, higher housing cost burdens, higher unemployment rates, higher percentages of households living on fixed incomes, and higher percentages of households with a disabled member.

Affordable Housing

AP-55 Affordable Housing – 91.220(g)

Introduction

The City of Cleveland’s CDBG program supports affordable housing opportunities. With few exceptions, the CDBG regulations do not allow funds to be used for the construction of housing. However, what is permitted and what had been an effective strategy for the City’s CDBG investments is supporting other partner agencies such as Habitat for Humanity that do new construction, either through allowable activities such as land acquisition, infrastructure, and site development, and by providing financial assistance for low to moderate income homebuyers. These activities will be strategically pursued throughout the Annual Action Plan and Consolidated Plan planning periods.

The City actively supports area public and private housing and social service agencies that provide assistance to residents. Cleveland and Bradley County are fortunate to have many agencies which are instrumental in meeting the various needs of lower income residents. The City works directly with Habitat for Humanity, an affordable housing provider; and City Fields, a Community Development Corporation serving the CDBG target area; the Cleveland Housing Authority and Cleveland Emergency Shelter on the public housing and homeless fronts. The City of Cleveland provides code enforcement measures, foreclosed property care, & public awareness of Fair Housing to households. Financial and educational assistance is also provided by the City through its various social partners.

The City plans to continue the partnership with City Fields to complete portions of the master plan. In 2018, they became a 501c3 designated Community Development Corporation (CDC) to help the City more aggressively address affordable housing by developing quality affordable housing and social and economic development issues that exist in certain parts of Cleveland. To achieve this goal, City Fields has partnered with the CDBG office to assist with down payment assistance. As a CDC, City Fields can develop affordable housing to grow homeownership in their target area. Purchasing homes in order to renovate and sell them to future homeowners can also aid in preventing rapid gentrification. Additionally, this designation allows them to work with local banks, offering financial services that will benefit the neighborhood.

One Year Goals for the Number of Households to be Supported	
Homeless	0
Non-Homeless	0
Special-Needs	0
Total	0

Table 9 - One Year Goals for Affordable Housing by Support Requirement

One Year Goals for the Number of Households Supported Through	
Rental Assistance	0

One Year Goals for the Number of Households Supported Through	
The Production of New Units	12
Rehab of Existing Units	0
Acquisition of Existing Units	0
Total	12

Table 10 - One Year Goals for Affordable Housing by Support Type

Discussion

AP-60 Public Housing – 91.220(h)

Introduction

The Cleveland Housing Authority has been serving Cleveland and Bradley County since 1959 and operates four hundred twenty (420) conventional units of public housing on fourteen (14) scattered sites. As of May 1, 2021, a total of three hundred fifty-seven (357) families resided in the public housing program and one hundred seventy-eight (178) families were being served in the Housing Choice Voucher program totaling approximately \$2.6 million dollars of combined rental assistance to our community. Currently, the Public Housing waiting list is open with 136 families on the list. The Housing Choice Voucher waiting list is currently closed with no estimate for an opening date. The average income of these residents remains at or below 30% of AMI. CHA financial support is derived from HUD in the form of Public Housing operating subsidy and Section 8 Housing Assistance Payment and Administrative Fee funding.

Actions planned during the next year to address the needs to public housing

CHA is currently pursuing a conversion of its Public Housing Program to HUD's Multi-Family Program through HUD's Rental Assistance Demonstration (RAD). The conversion presents an opportunity for CHA to solidify its financial base using the Section 8 funding stream and exit the Public Housing Operating Subsidy funding system. The conversion also presents an opportunity for CHA to become the owner of the portfolio and thus utilize available financing methodologies to leverage additional capital for modernization and/or new construction of its affordable housing stock. As of May 1, 2021, CHA is preparing a Low-Income Housing Tax Credit (LIHTC) application for submission to the Tennessee Housing Development Agency (THDA) for early 2022, which combined with other funding sources will finance the first phase of the redevelopment of three hundred (300) public housing apartments as part of the RAD conversion. CHA has created "Cleveland Forward, LLC" and "Cleveland Forward LLC, GP" as instrumentalities of the authority through which it will own and manage all future converted properties of affordable housing stock.

CHA intends to complete the conversion in multiple phases and will utilize a variety of methods available thru RAD. Specifically, CHA will execute a gut-rehab modernization of three hundred (300) units of the four hundred twenty (420). Additional phases will include the disposition (sale) of select properties to CHA's non-profit instrumentality, Tanasi Housing Development Corporation to enhance the affordability of those units. Lastly, CHA may utilize HUD's Streamlined Voluntary Conversion (SVC) for any remaining Public Housing Program units to complete the conversion. The conversion will position CHA's affordable housing portfolio for financial sustainability through HUD's Multi-Family program. All conversion activities/methodologies will result in units remaining affordable and continue to serve existing and future program participants with affordable housing for low-income clients.

Actions to encourage public housing residents to become more involved in management and

participate in homeownership

The Cleveland Housing Authority Board is comprised of seven members, including one resident. Appointments to the CHA Board are made by the Mayor of Cleveland. CHA strongly encourages the involvement of its residents in providing input into its management policies and operating procedures. CHA's Resident Associations holds periodic meetings to provide a forum for input, coordination between residents and CHA staff regarding regulatory/policy changes as well as current and future modernization activities.

City Fields, a 501c3 designated Community Development Corporation (CDC) has partnered with the CDBG office to assist with down payment assistance. Many of the residents in our neighborhood are currently renters. Thirty Five residents have completed home ownership classes in partnership with the University of Tennessee Extension Office that provides a certificate that allows graduates to certify their education and provide them with credentials to access mortgages and down payment assistance. CDBG funds of up to \$6,000 per household are being made available for those who meet the income qualifications. City Fields is also offering up to \$2000 in down payment assistance. This will make home ownership more of a reality for low-income families in the target area.

If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance

NA

Discussion

AP-65 Homeless and Other Special Needs Activities – 91.220(i)

Introduction

Cleveland has one primary facility for housing homeless persons. This is the Cleveland Emergency Shelter operated by the Bradley/Cleveland Community Services Agency. The Cleveland shelter has 50 beds and provides emergency shelter housing for males, females, and couples. The Executive Director reports that they can usually house anyone who needs housed, meaning they seldom turn anyone away who be unsheltered. The shelter receives ESG funding the State of Tennessee and uses those funds for essential services and homeless prevention (utility deposits, some arrearages, etc.). In addition to the Cleveland Emergency Shelter there is also a Harbor Safe House that can accommodate between 10 to 12 families who are victims of domestic violence. Life Bridges also provides services for mentally handicapped individuals to become more self-sufficient; to train them to perform everyday tasks and helps them to gain employment in the community. There is no transitional housing or permanent supportive housing in Cleveland, although the agencies mentioned provide wrap around type services, including life training, employment training, and other programming.

Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including

Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs

The Homeless Needs Assessment in this Consolidated Plan is primarily based on point-in-time information provided to HUD by the Chattanooga/Southeast Tennessee Continuum of Care (CoC). These counts are done at least every other year and will continue throughout the consolidated planning period. CoC's are required to provide an unduplicated count of homeless persons according to HUD standards. Where appropriate, anecdotal information and/or estimates by service providers are included in the Consolidated Plan narrative to support the need and extent of homelessness. Although homelessness is very visible in most U.S. communities, including Cleveland, TN, by its very nature it is extra difficult, particularly for smaller jurisdictions with fewer resources, to accurately document and quantify.

Outreach to homeless individuals is primarily done through case managers and staff at area shelters and health care facilities. These agencies are the key service providers for homeless needs and manage their programs to keep services in line with their assessment of needs and discussions with clients.

Addressing the emergency shelter and transitional housing needs of homeless persons

The City of Cleveland has in the past received funding through the State of Tennessee Small Cities Emergency Shelter Grant program. These funds are sub-granted to the Cleveland Emergency Shelter for essential services and homelessness prevention. At this time there are no transitional housing options

available within the City, however, this is routinely identified as a need and continues to be discussed.

Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again

The City of Cleveland and the providers of services and emergency housing for the homeless are more focused on meeting immediate shelter needs. The need to end the cycle of homelessness is recognized, but limited resources and capacity, and the relatively small number of persons experiencing homelessness, restrict what can be accomplished and result in a focus more purely on daily health and safety issues. The Cleveland Emergency Shelter has a total of 50 beds, and is actively pursuing funding for transitional shelter needs.

Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.

The City of Cleveland receives funding through the State of Tennessee Small Cities Emergency Shelter Grant program. These funds are sub-granted to the Cleveland Emergency Shelter for essential services and homelessness prevention. Homeless prevention funds go for security and utility deposits, and in some cases for arrearages.

Discussion

AP-75 Barriers to affordable housing – 91.220(j)

Introduction:

Educating and training the public of the importance of affordable housing opportunities throughout the city will be a priority. Professionals in the real estate community understand the needs of the community and may need to convene regularly to discuss how to make sure there are a range of housing types and incomes throughout all parts of the city may be an option.

Funding opportunities used by nonprofit developers could be matched or leveraged with other public-private partnerships made available to the city. The need to work with regional agencies and partners to create balance within the region may also be appropriate to create a viable and sustaining community for all.

Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment

The City continues to make improvements to the Zoning Ordinance to promote affordable housing and has amended the Zoning Ordinance on Accessory Dwelling Units to include “detached accessory dwelling” which provides a secondary dwelling within an existing single-family home. Recent demographic data reveals that multi-generational habitation has now reached 17% and is expected to increase with the graying of the general population as more individuals look to be in the care of close relatives. Other benefits of allowing detached accessory dwellings include the on-site presence of landlords which creates accountability for those living in the accessory units.

Discussion:

Fair Housing Narrative:

An Analysis of Impediments to Fair Housing Choice (AI) was prepared in 2019 and outlined the following impediments:

- Lack of public awareness of fair housing laws
- Southside of Cleveland is currently concentrated with low-income households and affordable housing developments
- Mortgage lending practices are to be addressed since there were high denial rates among

certain races

- Lack of landlord/tenant coordination and information

The City will continue and expand efforts to:

- To educate and disseminate information regarding fair housing laws and complaint procedures by working with public and private sector partners
- Improving the city's website
- Work with non-profit and for-profit developers to discuss and strategy for creating housing opportunities across the city
- Maintain resources for translation services to disseminate information
- Provide assistance for neighborhood groups trying to form
- Provide fair housing information to landlords and tenants
- Provide down payment and closing cost assistance in conjunction with City Field's and Habitat

AP-85 Other Actions – 91.220(k)

Introduction:

Actions planned to address obstacles to meeting underserved needs

- Code enforcement in LMI (CDBG Target) area
- Affordable housing efforts with local nonprofit developers, as well as down payment assistance availability
- Public facility and infrastructure improvements in the CDBG Target area
- Continued leveraging and partnerships with other city departments, area nonprofits, and interested organizations

Actions planned to foster and maintain affordable housing

- Affordable housing opportunities made available through local nonprofit developers such as the Habitat for Humanity of Cleveland and City Fields
- Code enforcement to increase livability in the LMI (CDBG Target) area

Actions planned to reduce lead-based paint hazards

- Code enforcement efforts in the CDBG Target area
- Training and public awareness of lead-based paint hazards

Actions planned to reduce the number of poverty-level families

- Continued leveraging of resources in the CDBG target area which has a high concentration of poverty-level families
- Regional efforts to respond to the increase of jobs in the region

Actions planned to develop institutional structure

The gaps in the structure and service delivery system will include collaboration with the Chamber of Commerce, Cleveland State Community College, and Lee University students, administrators, and faculty. Funding opportunities can be available through collaborative efforts between the city and many of its partners and regional outreach.

Actions planned to enhance coordination between public and private housing and social service agencies

The city will continue to partner with area public and private housing and social service agencies to help

create livable communities for all the citizens of Cleveland. To increase leveraging and partnerships, the city may need to work with regional agencies for additional leveraging and innovative ideas for future development options.

Discussion:

Program Specific Requirements

AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

Introduction:

A CDBG Target area has been defined in the City of Cleveland and all CDBG funds are expected to be available for low to moderate income households within this area. Projects may be proposed outside of the CDBG Target area and each will be evaluated on its eligibility and consistency with the Consolidated Plan.

Community Development Block Grant Program (CDBG) Reference 24 CFR 91.220(I)(1)

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan.	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan	0
5. The amount of income from float-funded activities	0
Total Program Income:	0

Other CDBG Requirements

1. The amount of urgent need activities	0
2. The estimated percentage of CDBG funds that will be used for activities that benefit persons of low and moderate income. Overall Benefit - A consecutive period of one, two or three years may be used to determine that a minimum overall benefit of 70% of CDBG funds is used to benefit persons of low and moderate income. Specify the years covered that include this Annual Action Plan.	0.00%

