

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 2024 and covers the period commencing July 1, 2024 to June 30, 2029. 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 2nd 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 \$360,274 for the program year starting July 1, 2025, and ending June 30, 2026.

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.

- 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 facilities 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 \$360,274 for program year 2025-2026:

- Code Enforcement - \$70,000
- Infrastructure/ Recreation /Public Facilities, Park improvements: \$154,674
- Down Payment Assistance – 63,600
- 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 second 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 individuals. 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 two public hearings pertaining to the 2025-2026 Annual Action Plan. Public hearings were held on January 14, 2025, and February 18, 2025.

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 Meetings received positive comments as it relates to the implementation of the CDBG Program. Most comments were made as it relates to the support for affordable housing and the completion of projects that are underway. Sidewalks were requested.

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. All comment were accepted.

7. Summary

Positive comments and suggestions were made in the public hearings. No comments or suggestions were rejected.

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)

City of Cleveland's Administration Department is the leading agency for the development, administration, and review of the 2025 Annual Action Plan. The Administration Division administers Community Development Block Grant (CDBG) funds received from the U.S. Department of Housing and Urban Development (HUD), and coordinates execution of projects related to the priorities and goals identified in the Consolidated Plan.

Consolidated Plan Public Contact Information

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

1. Introduction

The city developed an outreach effort to maximize input from a large cross-section of stakeholders. This outreach effort included public meetings, neighborhood meetings, and published meeting notices. Consultation with the community and affected service providers is a fundamental component of the Action Plan process. The key to the Annual Action Plan consultation process is to consult with a wide array of organizations whose mission and contribution to the community ensures a diverse yet comprehensive assessment of needs, as well as input into the development of housing and community development strategies to address these needs.

The city launched a collaborative effort to consult with elected officials, city departments, community stakeholders, and beneficiaries of entitlement programs to develop the projects.

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))

The city welcomed and encouraged the participation of all citizens in the development of plans and in the review of progress in implementing plan activities. The city particularly encouraged involvement by low and moderate-income households residing in areas targeted, for program activities for minorities and non-English speaking persons, as well as persons with disabilities. In addition, residents of public housing and other assisted housing are encouraged to participate. A special effort is made to assure that low and moderate-income persons, households in areas assisted by program activities, and persons having special needs have opportunities to participate.

The city held two public hearings through its public participation process prior to the development of the plan and provided a 30-day comment period for review. These meetings are summarized in the Citizen Participation Section of this plan. A draft of the Annual Action Plan was made available at the Development and Engineering Building located at 185 Second Ave, NE, Cleveland TN. Notices of public meetings and hearings were published in the local newspaper and a copy of the plan was made available at the Engineering Building located at 185 Second Ave. N, Cleveland, TN.

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 individuals within the jurisdiction. The Cleveland Emergency 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 do participate and receive funding under the State of Tennessee's small cities program administered by the Tennessee Housing and Development Agency (THDA). The City of Cleveland matches the ESG program with technical assistance to the Cleveland Emergency Shelter staff as it relates to grants and provides the building where the shelter is housed. 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

The city is a part of the regional Chattanooga/Southeast Tennessee Continuum of Care (CoC). The CoC covers an eleven-county region in consultation to develop this plan; the city consulted with the Continuum to gain access to all CoC data. The city was provided data from the Homeless Management Information System (HMIS), Point-in-Time Count (PIT), the Housing Inventory Count, and information from the Annual Homeless Assessment Report (AHAR). Through this collaboration, the city ensures that CoC goals and the city's Consolidated Plan priorities are integrated into the plan.

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
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Grants Manager had conversation with Habitat via telephone and email.
2	Agency/Group/Organization	CITY OF CLEVELAND
	Agency/Group/Organization Type	Services - Broadband Internet Service Providers Services - Narrowing the Digital Divide Agency - Managing Flood Prone Areas Agency - Management of Public Land or Water Resources Agency - Emergency Management Other government - Local
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Strategy Market Analysis Economic Development 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 Grants Manager met with city staff to include city manager, department heads and other city staff to discuss services and needs.

3	Agency/Group/Organization	Cleveland Emergency Shelter
	Agency/Group/Organization Type	Housing Services - Housing Services-Elderly Persons Services-Persons with Disabilities Services-Persons with HIV/AIDS Services-Victims of Domestic Violence 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 Non-Homeless Special Needs HOPWA 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 Grants Manager met with the Executive Director of the Bradley Cleveland Community Services Agency to discuss future needs of the emergency shelter. The Executive Director also attended one of the CDBG Public meetings.
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 Non-Homeless Special Needs Market Analysis
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Grant Manager spoke with the Cleveland Housing Authority Executive Director by telephone.
5	Agency/Group/Organization	City Fields
	Agency/Group/Organization Type	Housing Services - Housing Services-Children Services-Elderly Persons Services-Health Services-Education Services-Employment
	What section of the Plan was addressed by Consultation?	Housing Need Assessment Market Analysis Economic Development Lead-based Paint Strategy
	Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?	The Grant Manager met with City Fields numerous times during the planning process.

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
10-Year Plan to Prevent Hunger and End Homelessness	Housing, Health & Human Services Alliance of Rutherford County	The Strategic Plan's goals to address homelessness align with Continuum of Care's goals and strategies.

Table 3 – Other local / regional / federal planning efforts

Narrative (optional)

City of Cleveland's GIS Department maps the floodplain and floodway areas in the City of Cleveland.

Internet is available to all areas of the City of Cleveland.

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

Two public hearings were held for the 2025-26 Annual Action Plan. The first was held on January 14, 2025 and the second was held on February 18, 2025. Both public hearings provided an overview of the CDBG program, Action Plan process, and anticipated allocations for FY 2025-26. Examples of previously funded projects and current projects were discussed. Discussion outlined the recommendations, goals, and estimated funding allocations.

Comments were geared toward the continuation of the Down Payment Assistance program and the need for sidewalks.

Public notice was made on June 7, 2025 for a 30-day comment period ending on July 7, 2025 for the proposed 2025-26 Annual Action Plan. The plan was available for review at the City of Cleveland's Development and Engineering Services office.

In general, public hearings are advertised in the local paper; notices for these hearings are emailed, mailed, and hand delivered to an extensive list of service providers. All meetings/public hearing documentation and comments are included in the Appendix. Comments are listed in the minutes.

The city will utilize funds for Down Payment Assistance, Codes Program, Infrastructure and Planning and Admin.

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 Hearing	Non-targeted/broad community	This public hearing, held on January 14, 2025, had good attendance.	All comments are reflected in the minutes that are in the attachments and/or the appendix.	All comments and suggestions were accepted.	
2	Public Hearing	Non-targeted/broad community	This public hearing, held on February 18, 2025, had good attendance.	All comments are reflected in the minutes that are in the attachments and/or the appendix.	All comments and suggestions were accepted.	

Table 4 – Citizen Participation Outreach

Expected Resources

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

Introduction

The City of Cleveland uses multiple resources to carry out activities that benefit low-to-moderate income persons. Cleveland receives CDBG Entitlement funding. The Redevelopment Coordinator of the Administration Department administers the funding on behalf of the City of Cleveland. The city is receiving \$360,274 in CDBG funding for FY2025. The city does not anticipate any program income.

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	360,274.00	0.00	0.00	360,274.00	1,445,000.00	The primary objective of the CDBG program is to provide decent housing, suitable environment, and opportunities for low and moderate income persons and neighborhoods.

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 will provide engineering design services and construction inspection services for the infrastructure project.

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

The city will primarily utilize right-of-way or property that the city owns for the sidewalk project.

Discussion

The City of Cleveland will continue the Down Payment Assistance Program, Codes Program and install sidewalks.

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	Homeownership Assistance	2024	2028	Affordable Housing	CDBG TARGET AREA	Increase Access to Decent Affordable Housing	CDBG: \$63,600.00	Direct Financial Assistance to Homebuyers: 11 Households Assisted
2	Infrastructure Improvements	2024	2028	Non-Housing Community Development	CDBG TARGET AREA	Non-Housing Community Development	CDBG: \$154,674.00	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 2660 Persons Assisted
3	Code Enforcement	2024	2028	Affordable Housing	CDBG TARGET AREA	Non-Housing Community Development	CDBG: \$70,000.00	Housing Code Enforcement/Foreclosed Property Care: 300 Household Housing Unit
4	Administration	2024	2028	Planning and Administration	CDBG TARGET AREA	Planning and Administration	CDBG: \$72,000.00	Other: 10000 Other

Table 6 – Goals Summary

Goal Descriptions

1	Goal Name	Homeownership Assistance
	Goal Description	Down Payment Assistance will be provided to 11 qualified first-time homebuyers through Cleveland/Bradley Habitat for Humanity and City Fields.
2	Goal Name	Infrastructure Improvements
	Goal Description	The city will install sidewalks in the CDBG Target area.
3	Goal Name	Code Enforcement
	Goal Description	A Code Enforcement Inspector is funded by the CDBG program to provide concentrated codes enforcement of the municipal codes within the designated CDBG target area and better educate property owners and residents of their responsibilities.
4	Goal Name	Administration
	Goal Description	Provide the administrative structure for the planning, implementation, and management of the CDBG grant program as well as other housing and community development, and homelessness programs.

Projects

AP-35 Projects – 91.220(d)

Introduction

Projects planned for the 2025-2026 program year are identified in the table below, with additional detail provided in AP-38. Over the next year, the City of Cleveland anticipates assisting low- and moderate-income persons by performing the activities outlined below.

Projects

#	Project Name
1	Administration
2	Codes
3	Infrastructure
4	Down Payment Assistance 2025

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	Administration
	Target Area	CDBG TARGET AREA
	Goals Supported	Administration
	Needs Addressed	Planning and Administration
	Funding	CDBG: \$72,000.00
	Description	Planning and administration for CDBG Entitlement Funding
	Target Date	6/30/2026
	Estimate the number and type of families that will benefit from the proposed activities	Cleveland's CDBG Target Area will benefit from this proeject. The estimated number of individuals that is expected to benefit is 13,290. Of those 13,290 individuals, 9,410 or 71 percent, are of low- to moderate-income.
	Location Description	Administration will be in Census Tract 103, Block Groups 1 and 2; Census Tract 104, Block Groups 1 and 2; Census Tract 105, Block Group 2; Census Tract 107, Block Groups 1, 2, 3, and 4; Census Tract 108, Block groups 1, 2, and 3.
	Planned Activities	Planning and Administration of the CDBG Entitlement Funds
2	Project Name	Codes
	Target Area	CDBG TARGET AREA
	Goals Supported	Code Enforcement
	Needs Addressed	Non-Housing Community Development
	Funding	CDBG: \$70,000.00
	Description	Concentrated Codes Enforcement program for the CDBG Target Area.
	Target Date	6/30/2026
	Estimate the number and type of families that will benefit from the proposed activities	
	Location Description	CDBG Target Area: Census Tract 103, Block Groups 1 and 2; Census Tract 104, Block Groups 1 and 2; Census Tract 105, Block Group 2; Census Tract 107, Block Groups 1, 2, 3, and 4; Census Tract 108, Block Groups 1, 2, and 3.
	Planned Activities	

3	Project Name	Infrastructure
	Target Area	CDBG TARGET AREA
	Goals Supported	Infrastructure Improvements
	Needs Addressed	Non-Housing Community Development
	Funding	CDBG: \$154,674.00
	Description	Installation for Sidewalks in the Target Area
	Target Date	
	Estimate the number and type of families that will benefit from the proposed activities	Approximately 5,000 residents living in Block Groups 2 and 3 of Census Tract 107 and Block Groups 1 and 3 of Census Tract 108 are expected to benefit from the proposed sidewalks.
	Location Description	This project will be located in Census Tract 107, Block Groups 2 and 3 and Census Tract 108, Block Groups 1 and 3.
	Planned Activities	Installation of 4ft. to 5 ft. wide sidewalks.
4	Project Name	Down Payment Assistance 2025
	Target Area	CDBG TARGET AREA
	Goals Supported	Homeownership Assistance
	Needs Addressed	Increase Access to Decent Affordable Housing
	Funding	CDBG: \$63,600.00
	Description	Down Payment Assistance will be provides to 11 qualified home buyers.
	Target Date	6/30/2026
	Estimate the number and type of families that will benefit from the proposed activities	Eleven low-to-moderate income families will be provided down payment assistance thorough approved partner agencies.
	Location Description	The CDBG Target Area
Planned Activities	Provide Down payment assistance to qualified families.	

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

Cleveland receives entitlement program funds directly from HUD. Program resources are allocated citywide based on low-mod areas which can coincide with areas of minority concentration. The city relies on widely accepted data such as the American Community Survey (ACS), HUD low and moderate-income summary data, and Federal Financial Institutions Examinations Council (FFIEC) data to determine areas throughout the community with concentrations of low- and moderate-income communities. The city intends to use its resources in the geographical boundaries of the city. The city has also identified CDBG target areas where CDBG funds will be used for the Consolidated Plan period and the Annual Action Plan.

Geographic Distribution

Target Area	Percentage of Funds
CDBG TARGET AREA	100
Citywide	0

Table 8 - Geographic Distribution

Rationale for the priorities for allocating investments geographically

To generate the greatest impacts, the city will focus efforts citywide in low-income areas. The general priorities and needs are public services, affordable housing, and public facilities & infrastructure that meet the needs of the city's very low-, low- and moderate-income residents.

Federal CDBG funds are intended to provide low and moderate income (LMI) households with viable communities, including decent housing, a suitable living environment and expanded economic opportunities. Eligible activities include community facilities and improvements, housing rehabilitation and preservation, affordable housing development activities, public services, economic development, planning, and administration. The system for establishing priority for the selection of these projects is

predicated upon the following criteria:

- Meeting the statutory requirements of the CDBG program
- Meeting the needs of LMI residents
- Focusing on LMI areas or neighborhoods
- Coordination and leveraging of resources
- Response to expressed needs
- Sustainability and/or long-term impact
- The ability to demonstrate measurable progress and success

Public facility and infrastructure activities will be provided for areas where the percentage of LMI persons is 51% or higher. CDBG will also be used for beneficiaries that meet criteria under limited clientele beneficiaries, such as the elderly, persons with disabilities, the homeless, etc. It is also expected that funding will be provided to assist low- and moderate- income homeowners. Public facilities and infrastructure activities will be based in the qualified census tracts.

See attached map for CDBG Target Area

Discussion

To generate the greatest impact, the city will focus efforts in low-income areas. The general priorities and needs are public services, affordable housing, and public facilities & infrastructure that meet the needs of the city's very low-, low- and moderate-income residents.

Federal CDBG funds are intended to provide low and moderate income (LMI) households with viable communities, including decent housing, a suitable living environment, and expanded economic opportunities. Eligible activities include community facilities and improvements, housing rehabilitation and preservation, affordable housing development activities, public services, economic development, planning, and administration. The system for establishing priority for the selection of these projects is predicated upon the following criteria:

- Meeting the statutory requirements of the CDBG program
- Meeting the needs of LMI residents
- Focusing on LMI areas or neighborhoods
- Coordination and leveraging of resources
- Response to expressed needs
- Sustainability and/or long-term impact
- The ability to demonstrate measurable progress and success

Public facility and infrastructure activities will be provided for areas where the percentage of LMI persons is 51% or higher. CDBG will also be used for beneficiaries that meet criteria under limited

clientele beneficiary, such as the elderly, persons with disabilities, the homeless, etc. It is also expected that funding will be provided to assist low- and moderate- income homeowners. Public facilities and infrastructure activities will be based in qualified census tracts according to the quartile method.

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 has been an effective strategy for the city’s CDBG investments is supporting other partner agencies such as Habitat for Humanity and City Fields 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 public and private housing and social service agencies that aid 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 increase homeownership in their target area. Purchasing homes 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	11
Special-Needs	0
Total	11

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	11
Rehab of Existing Units	0
Acquisition of Existing Units	0
Total	11

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

Discussion

The City of Cleveland will continue the partnerships with City Fields and Habitat for Humanity in the efforts of affordable housing.

AP-60 Public Housing – 91.220(h)

Introduction

The Cleveland Housing Authority has been serving Cleveland and Bradley County since 1959 through the provision of affordable rental assistance programs to eligible citizens. CHA currently operates a Project Based Rental Assistance (PBRA) program of 293 units, and a Public Housing (PIH) program of 114 units. All CHA properties are disbursed over fourteen (14) scattered sites in southeast Cleveland. Additionally, CHA also operates a Housing Choice Voucher (HCV) program serving up to 208 families and a Veterans Affairs Supportive Housing (VASH) program serving up to 15 veteran families.

As of March 1, 2025, a total of 289 families reside in PBRA units and 93 families reside in public housing units. There were 151 families served through the Housing Choice Voucher program, and 12 veteran families are served in the VASH program. CHA administers approximately \$4.5 million dollars of combined rental assistance to the Cleveland and Bradley County community. A major rehabilitation project was completed in 2024 with all PBRA units being reoccupied in fully renovated units.

As of this date, there are 171 applications for the PBRA program, and the waiting list is currently closed. The waiting list for public housing contains 38 applications among all bedroom sizes (1, 2, 3, 4, and 5) and is also closed. The Housing Choice Voucher waiting list contains 187 active applications and remains closed as of the date of this report. The average income of residents in all programs remains at or below 30% of AMI. CHA financial support is derived from HUD in the form of PIH Operating Subsidy, PBRA Housing Assistance Payments, and Section 8 Housing Choice Voucher funding.

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

CHA is pursuing the conversion of the remaining 114 public housing units to HUD's Multi-Family Program through HUD's Rental Assistance Demonstration (RAD). The conversion presents an additional 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 methods to leverage additional capital for modernization and/or new construction of affordable housing stock.

CHA intends to begin the conversion and redevelopment process of the remaining 114 PIH units in multiple phases during 2025. Of the 114 units slated for RAD conversion, 80 units at the Walker Street site will be targeted for either gut-rehab or complete redevelopment. Additional phases may include the disposition (sale) of selected properties to CHA's non-profit instrumentality,

Tanasi Housing Development Corporation, to enhance the affordability of those units. Tanasi will function as CHA's development arm for all future affordable housing production as well as other

development opportunities.

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. 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.

CHA is positioned as a Redevelopment Authority for the City of Cleveland and can work in collaboration to pursue opportunities for both the development and redevelopment of additional affordable housing in the Cleveland and Bradley county area.

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

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

N/A

Discussion

The City of Cleveland is partnering with Cleveland Housing Authority for future activities. Those activities are currently in the pre-planning stage.

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

Introduction

This section describes the one-year goals and activities for the City of Cleveland in assessing and serving the needs for homeless individuals and special needs populations. 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. Over the years, the City of Cleveland has strategically partnered with social service organizations to achieve its Consolidated Plan goal of eliminating homelessness. Cleveland has one primary facility for housing homeless individuals, Cleveland Emergency Shelter, operated by the Bradley/Cleveland Community Services Agency. The Cleveland Emergency Shelter is also a Harbor Safe House that can accommodate between 10 to 12 families who are victims of domestic violence.

The city's homeless strategy collaboratively addresses the essential needs for homeless and other special needs populations. The goal is to invest in activities that lead people experiencing homelessness to permanent housing as quickly as possible while offering a variety of intervention options that provide options to address the different needs. Such interventions include rapid rehousing, permanent supportive housing, immediate access to low-barrier emergency shelter; intensive service-focused recovery housing programs; transitional housing options for special needs populations (especially households fleeing domestic violence, youth and youth adults, and people with substance use issues); diversion programs. Life Bridges 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.

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

Outreach to homeless individuals is primarily done through case managers and staff at area shelters and health care facilities. During the next year, the City of Cleveland will continue to embark on unified outreach missions in collaboration with other city departments to ensure individuals experiencing homelessness or may need assistance are provided with essential resources. 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.

The city is taking the lead to locate property to relocate and expand the existing emergency shelter.

Addressing the emergency shelter and transitional housing needs of homeless persons

Currently there are no transitional housing options available within the city, however, funds are allocated to the Cleveland Emergency Shelter to provide essential services and homelessness prevention when available. The city will continue to support organizations that address the emergency shelter and transitional housing needs of the homeless to establish a more robust social service system.

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 will continue to support local organizations in reducing the amount of time that individuals and families (chronically homeless, families with children, veterans and their families, and unaccompanied youth) experience homelessness. The city and the providers of services and emergency housing for the homeless are more focused on meeting immediate shelter needs. The primary goals are to help people obtain permanent housing as quickly as possible, increase their self-sufficiency, and remain stably housed. 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. The main need is to link people with available housing opportunities as quickly as possible and support them in accessing subsidies and increasing their income to help them

sustain their housing long-term.

Discussion

During the next consolidated plan period, the City of Cleveland will continue to:

- Support organizations that provide transitional housing space for the homeless.
- Support case management, housing counseling, and job training for homeless people, and those at risk of becoming homeless, individuals and families.
- Assist in the identification of available prevention programs and development of a gaps analysis that allows us to create a homeless prevention plan in the coming years.
- Support agencies that provide emergency food, rental assistance, utility assistance, and home repair that help prevent homelessness.
- Take the lead on finding property for relocation and expanding the existing shelter.

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

Introduction:

The city's homeless strategy collaboratively addresses the essential needs of homeless and other special needs populations. Providing education and training to the public on the importance of affordable housing opportunities throughout the city is a top priority. The goal is to invest in activities that lead people experiencing homelessness to permanent housing as quickly as possible while offering a variety of intervention options that provide options to address the different needs. Professionals in the community understand the needs and convene regularly to discuss how to make sure there are a range of housing types and incomes throughout all parts of the city. Leveraging funding opportunities used by nonprofit developers could be matched with other public-private partnerships made available to the city.

The city collaborates with the local providers to strengthen the homeless governance structure and ensure services are provided to these populations. Such interventions include rapid rehousing, permanent supportive housing, immediate access to low-barrier emergency shelter; intensive service-focused recovery housing programs; transitional housing options for special needs populations (especially households fleeing domestic violence, youth and youth adults, and people with substance use issues); diversion programs.

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 of Cleveland 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. Other benefits of allowing detached accessory dwellings include the on-site presence of landlords which creates accountability for those living in the accessory units. 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
- Work with non-profit and for-profit developers to discuss and strategize for creating housing

opportunities across the city

- Maintain resources for translation services to disseminate information
- Aid with the formation of neighborhood groups
- Provide fair housing information to landlords and tenants
- Provide down payment and closing cost assistance

Discussion:

The City of Cleveland will continue to work with non-profits to help create more affordable housing opportunities.

AP-85 Other Actions – 91.220(k)

Introduction:

The Strategic Plan addresses the issue of meeting underserved needs through a variety of initiatives. Several of these initiatives are proposed for funding in this Annual Plan. The CDBG staff will host various workshops for subrecipients to provide an overview of program guidelines and expectations. We will utilize these workshops as an opportunity to network, share successes and lessons learned, and to discuss best practices for utilizing HUD funding. Technical Assistance will also be provided to subrecipients as needed.

Actions planned to address obstacles to meeting underserved needs

The city will collaborate with community leaders, stakeholders, and local non-profit agencies to help remove obstacles to better meet the needs of the underserved population and improve service delivery. The city will coordinate the work of nonprofit agencies to provide social services, disseminate news and information, and spearhead community-wide solutions to local needs. Program staff will also ensure that all fair housing education materials are current and compliant with the Affirmatively Furthering Fair Housing Final Rule.

Actions planned to foster and maintain affordable housing

In the interest of preserving affordable housing, the city will continue to support the use of CDBG program funds for activities such as down-payment assistance to ensure low-income households have an opportunity for affordable housing. The city will also promote fair housing choice and encourage support fair housing rights for all and provide program funds to conduct outreach and education regarding the Fair Housing Law act of 1968.

Actions planned to reduce lead-based paint hazards

To address lead-based paint hazards the city adheres to the Residential Lead-Based Paint Hazard Reduction Act of 1992 in federally assisted housing. The city requires disclosure of known information on lead-based paint hazards before the sale or lease of housing built before 1978. The city also implemented city codes and regulations to protect its citizens from lead-based paint hazards which are integrated through purchasing policies and code enforcement.

Actions planned to reduce the number of poverty-level families

The city will utilize CDBG funds to reduce the number of poverty-level families. This structure ensures continuity and that poverty-reducing activities implemented under CDBG are provided in conjunction with housing related efforts and decisions. Ongoing communication between the city and non-housing

and housing service providers will support such efforts.

Actions planned to develop institutional structure

The city recognizes the need to maintain a high level of coordination on projects involving other City departments and/or non-profit organizations. This collaboration guarantees efficient use of resources with maximum output in the form of accomplishments.

The city will address gaps and improve institutional structure by using the following strategies:

- Reduce and/or alleviate any gaps in services and expedite the delivery of housing and community development improvements to eligible persons.
- Evaluate the procurement process and guidelines for all rehabilitation and construction projects.
- Coordinate projects among City departments and support ongoing efforts for City initiatives.
- Maintain a strong working relationship with them based on the mutually shared goal of providing suitable housing for low- and extremely low-income persons.
- Work with and support local nonprofits operating in low- and moderate-income neighborhoods to build affordable housing for the elderly, veterans and other special needs populations.

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

The city will continue to work with a broad cross-section of public, private, faith-based, and community organizations to identify the needs of its citizens. By continuing to collaborate with the CoC and the community, the city will continue to streamline the actions of public service agencies to improve the lives of all persons in the City of Cleveland.

Discussion:

Program Specific Requirements

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

Introduction:

A CDBG Area has been defined in the City of Cleveland and all CDBG funds are expected to be available for low -to - moderates income households and individuals.

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.	100.00%

City of Cleveland CDBG funds will be utilized to assist low to moderate income families and individuals.

