

Community Development Block Grant



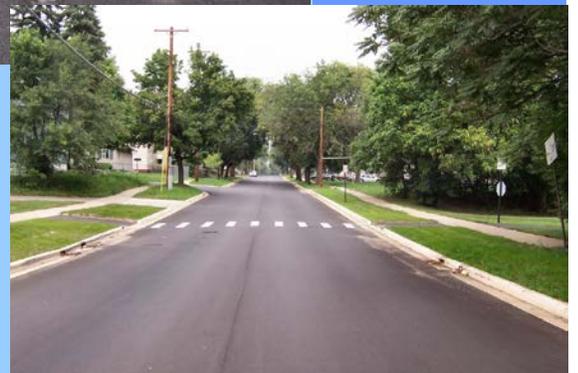
35 Years



Before



*2009 – 2010
Action Plan*



After

Draft Copy

Table of Contents

Application for Federal Assistance – SF-424

Narrative Responses

Executive Summary.....	1
General Information	2
Managing the Process.....	4
Citizen Participation.....	4
Institutional Structure.....	5
Monitoring	5
Lead-based Paint	6

Housing

Specific Housing Objectives	7
Needs for Public Housing	7
Barriers to Affordable Housing.....	8
HOME	9

Homeless

Specific Homeless Prevention Elements	10
---	----

Community Development

Community Development.....	12
Antipoverty Strategy.....	19

Non-Homeless Special Needs Housing

Non-Homeless Special Needs Housing.....	21
---	----

Summary

Summary	22
---------------	----

Appendices

Appendix A	Citizen Comments
Appendix B	Project Sheets
Appendix C	City Council Resolution Dated May 12, 2009
Appendix D	Certifications



SF 424

The SF 424 is part of the CPMP Annual Action Plan. SF 424 form fields are included in this document. Grantee information is linked from the 1CPMP.xls document of the CPMP tool.

SF 424

Complete the fillable fields (blue cells) in the table below. The other items are pre-filled with values from the Grantee Information Worksheet.

Date Submitted	Applicant Identifier	Type of Submission	
Date Received by state	State Identifier	Application	Pre-application
Date Received by HUD	Federal Identifier	<input type="checkbox"/> Construction	<input type="checkbox"/> Construction
		<input checked="" type="checkbox"/> Non Construction	<input type="checkbox"/> Non Construction
Applicant Information			
Jurisdiction: City of Jackson		UOG Code:	MI263174 JACKSON
Address: 161 W. Michigan Avenue		DUNS:	08-503-1656
		Organizational Unit: Administration	
City: Jackson	State: Michigan	Department: Community Development	
ZIP: 49201	Country: U.S.A.	Division: Community Development Dept.	
Employer Identification Number (EIN):		County: Jackson	
38-6004701		Program Year Start Date: 07/01	
Applicant Type:		Specify Other Type if necessary:	
Local Government: City		Specify Other Type	
Program Funding		U.S. Department of Housing and Urban Development	
Catalogue of Federal Domestic Assistance Numbers; Descriptive Title of Applicant Project(s); Areas Affected by Project(s) (cities, Counties, localities etc.); Estimated Funding			
Community Development Block Grant		14.218 Entitlement Grant	
CDBG Project Titles Various		Description of Areas Affected by CDBG Project(s) – Citywide	
CDBG Grant Amount \$1,391,448	Additional HUD Grant(s) Leveraged	Describe	
Additional Federal Funds Leveraged		Additional State Funds Leveraged	
Locally Leveraged Funds		Grantee Funds Leveraged	
Anticipated Program Income \$100,000		Other (Describe)	
Total Funds Leveraged for CDBG-based Project(s) \$1,491,448			
Home Investment Partnerships Program		14.239 HOME	
HOME Project Titles Housing		Description of Areas Affected by HOME Project(s) Citywide	
HOME Grant Amount \$365,975	Additional HUD Grant(s) Leveraged	Describe	
Additional Federal Funds Leveraged		Additional State Funds Leveraged	
Locally Leveraged Funds		Grantee Funds Leveraged	

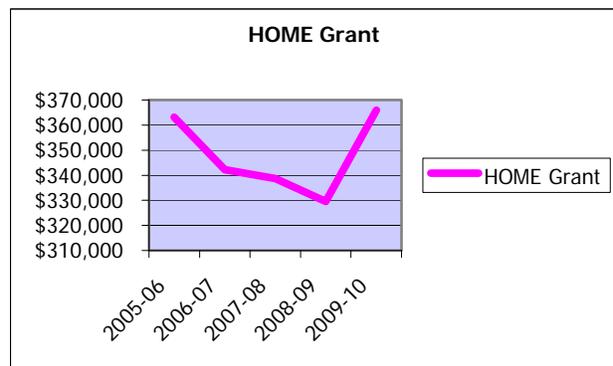
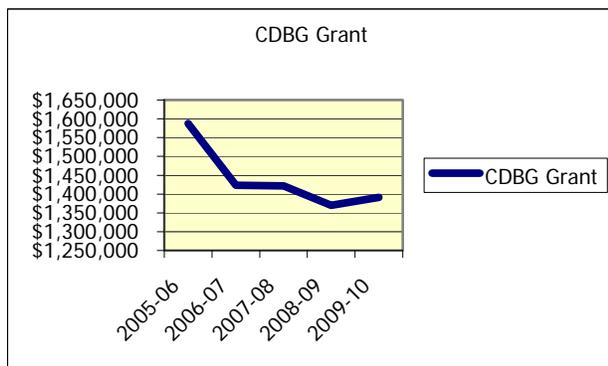
Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for HOME-based Project(s) \$365,975			
Housing Opportunities for People with AIDS		14.241 HOPWA	
HOPWA Project Titles		Description of Areas Affected by HOPWA Project(s)	
HOPWA Grant Amount	Additional HUD Grant(s) Leveraged	Describe	
Additional Federal Funds Leveraged		Additional State Funds Leveraged	
Locally Leveraged Funds		Grantee Funds Leveraged	
Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for HOPWA-based Project(s)			
Emergency Shelter Grants Program		14.231 ESG	
ESG Project Titles		Description of Areas Affected by ESG Project(s)	
ESG Grant Amount	Additional HUD Grant(s) Leveraged	Describe	
Additional Federal Funds Leveraged		Additional State Funds Leveraged	
Locally Leveraged Funds		Grantee Funds Leveraged	
Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for ESG-based Project(s)			
Congressional Districts of:		Is application subject to review by state Executive Order 12372 Process?	
Applicant Districts	Project Districts		
Is the applicant delinquent on any federal debt? If "Yes" please include an additional document explaining the situation.		<input type="checkbox"/> Yes	This application was made available to the state EO 12372 process for review on DATE
		<input type="checkbox"/> No	Program is not covered by EO 12372
<input type="checkbox"/> Yes	<input type="checkbox"/> No	<input type="checkbox"/> N/A	Program has not been selected by the state for review

Person to be contacted regarding this application		
First Name Michelle	Middle Initial L.	Last Name Pultz
Title Project Coordinator	Phone (517) 768-6436	Fax (517) 780-4781
E-mail mpultz@cityofjackson.org	Website www.cityofjackson.org	Director Carol L. Konieczki (517) 768-6438
Signature of Authorized Representative Jerry F. Ludwig, Mayor		Date Signed May _____, 2009

Executive Summary

The City of Jackson is pleased to present this Action Plan, its fifth and final program year covered by the most current 5-Year Consolidated Plan. The 2009-2010 fiscal year represents the City's 35th consecutive year to receive a CDBG entitlement grant and 19th year to receive a HOME entitlement grant. During the first four years of the 5-Year Consolidated Plan, the City has seen a decrease of nearly 14% in CDBG funding and a decrease of over 9% in HOME funding, making it more challenging to properly administer, staff, and provide the type of impact these funds can make on the community. On May 1, 2009, HUD released the 2009-2010 allocations which, as can be seen below, have increased (especially HOME) which, along with other recovery funds, should help the City begin to make the types of improvements needed for the community.

Fiscal Year	CDBG Grant	HOME Grant
2005-2006	\$1,587,449	\$363,120
2006-2007	1,423,439	342,188
2007-2008	1,422,034	338,709
2008-2009	1,369,903	329,548
2009-2010	1,391,448	365,975



The 5-Year Consolidated Plan identified four major goals in expending CDBG and HOME funds:

- 1) Provide safe, decent and affordable housing by preserving the existing housing stock and developing opportunities for the addition of affordable homeownership units.
- 2) Encourage an economic climate that supports businesses providing livable-wage jobs in economic sectors likely to remain in strong demand for the foreseeable future by creating permanent jobs, undertaking long-term economic development efforts through entrepreneurial training, enhancing skills through education and training, and providing supportive services to enable access to these employment opportunities.
- 3) Prevent and eliminate blight by improving public facilities whose primary beneficiaries are residents with low- and moderate-incomes.
- 4) Provide an adequate level of human services that satisfies basic social, physical, mental, emotional, and economic needs of all residents, especially those with low- and moderate-incomes.

The most recent analysis of expended funds was conducted for the 2007-2008 Consolidated Annual Performance and Evaluation Report, which indicated:

Goal 1 – 55% of funds were expended towards decent, affordable housing through various programs: rehabilitation, emergency hazard repairs, World Changers, new construction, rental inspections, down payment assistance, foreclosure prevention and homeownership counseling.

Goal 2 – Two percent of funds were invested in economic development. The City is currently reviewing its economic development opportunities to expand the use of CDBG funds into other eligible activities, such as microenterprise assistance.

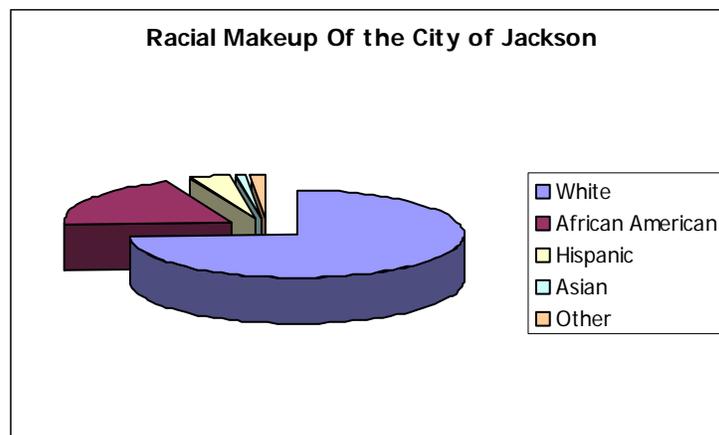
Goal 3 – 30% of funds have been allocated towards the elimination of blight through ordinance enforcement activities, sidewalk replacement, streetscaping the downtown, street and water main replacements, beautification efforts such as tree planting and improving existing parks, and funding a façade improvement loan program for downtown businesses.

Goal 4 – 13% of funds have been utilized to provide public services to the low- and moderate-income City residents.

General Information

Jackson County is strategically located in south-central Michigan at the crossroads of two major highways, Interstate 94 and US-127, and also by state highways M-50 and M-60. Lansing, the capital of Michigan, is located less than an hour's drive north, Detroit approximately 70 miles to the east, and Chicago approximately 200 miles to the west. The City of Jackson encompasses approximately eleven square miles and, according to 2000 Census data, had a population of 36,316 residents. However, the 2007 population estimate for the City indicates 34,022 residents, a decrease of over 6% (Source: US Census Bureau, 2007 Population Estimates). This is a continual decline in residents as the City has lost over 9% of its residents since 1990, when Census data counted 37,446 residents.

Examining the population base further, the median age is 31.3 with 17,307 males (48%) and 19,009 females (52%), based on 2000 Census date.



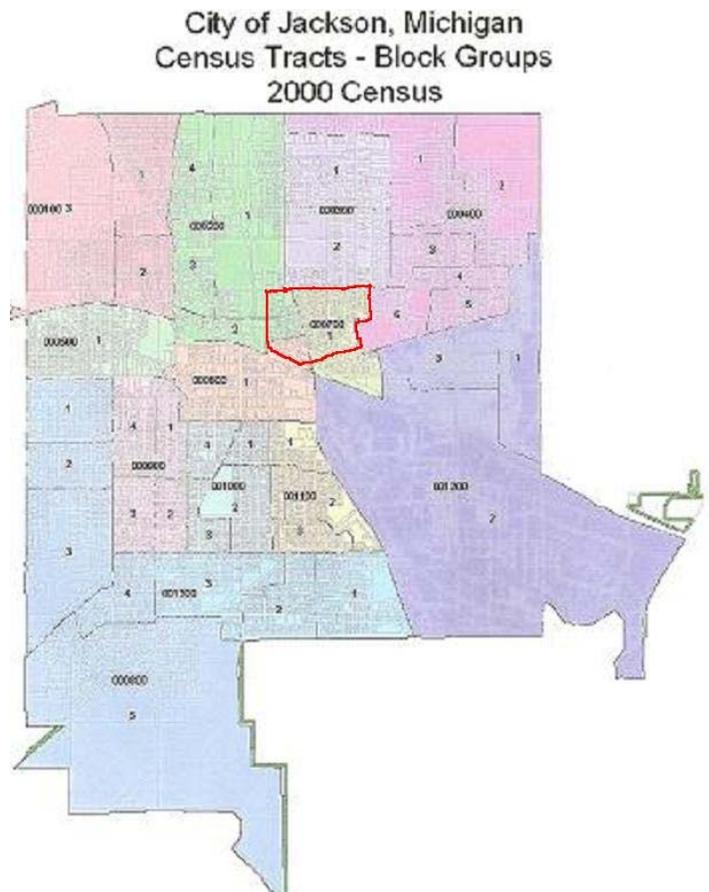
At the close of 2008, while the unemployment rate in the United States was at 7.2%, Michigan recorded 10.4% (the highest in the nation according to US Bureau of Labor Statistics), Jackson County 11.1%, and the City of Jackson 15.8%. The City realized a two percent increase in a single month alone (13.8% in November 2008 to 15.8% in December 2008) and 4.8% for the year (11% in December 2007). On March 4, 2009, Sparton Corporation, whose company headquarters and manufacturing plant have been located in the City of Jackson since 1900, announced it was closing its door by June 30, 2009, putting 39 salaried and 167 hourly employees out of a job. Products currently manufactured in Jackson will be transferred to Sparton's facilities in Brooksville, Florida and Ho Chi Minh City, Vietnam. Production Engineering recently purchased the old Goodyear plant, moving its facilities from Summit Township to the City of Jackson due to its anticipated growth; however, May 1, 2009 brought the announcement that Production Engineering was laying off approximately 50 employees.

Other recent Jackson area downsizings announced in 2008 include:

- **Gerdau Mac Steel** – laid off 300 of 380 workers indefinitely
- **Michigan Automotive Compressor Inc.** – offered voluntary buyouts to nearly all of its 740 workers
- **TAC Inc.** – offered buyouts to 70 of 590 employees and has gone to a four-day week
- **CertainTeed** – temporarily laid off 80 of 250 workers

In 2007 several small companies closed with an estimated workforce loss of 150 jobs. In 2006, the City received news the local plant Edscha was closing, resulting in 170 job losses; 2005 saw the closing of another local plant (TRW Automotive, Inc.) resulting in 340 layoffs, and Eaton Corporation consolidated two local plants and eliminated approximately 190 positions.

The City of Jackson has applied for a Neighborhood Stabilization Program (NSP) grant through the State of Michigan and has identified Census Tract 7 as the specific target area. The City anticipates utilizing a significant portion of NSP funds to demolish up to 21 blighted structures that have been abandoned or foreclosed, most of which will occur in Census Tract 7. The City also plans to acquire and rehabilitate 13 to 15 homes in this area using NSP funds and will undertake outreach and public information to the rest of the residents in the target area in the hopes of providing another 30 homes with rehabilitation assistance utilizing its CDBG and HOME funds. According to 2000 Census data, Census Tract 7 experiences a poverty rate of 22.2%, vacancy rate of 10.5%, homeownership rate of 36.4% and, at the time of the Census, experienced the highest unemployment rate in the City at 19.8%. A recent review of the area indicated the potential for at least 79 demolitions and 106 rehabilitation projects.



In addition to CDBG, HOME and NSP funds, the City is the recipient of a two million dollar HUD Office of Healthy Homes Lead Hazard Control Grant. The purpose of this funding is to provide funds to low- and moderate-income families living in the City of Jackson and Jackson County to accomplish the national initiative to eliminate childhood lead poisoning. The program offers testing for lead paint hazards in the home, testing of young children under age 6 for elevated blood lead levels, and funding to remediate the lead paint hazards from the home. The grant expires later in 2009; however, the City is planning to reapply for additional Lead Hazard Control funds as they become available.

On February 25, 2009, the City of Jackson learned it would also be the recipient of an additional \$371,955 in CDBG funds (CDBG-R) and \$568,942 in Homelessness Prevention and Rapid Re-Housing Program (HPRP) funds. Discussion is ensuing with City staff on how best to utilize these additional funds.

Managing the Process

The City of Jackson is the lead agency to administer the programs covered by the Consolidated Plan. During development of this Action Plan, City staff relied on input from the Citizens Advisory Council (see Citizen Participation below) and other City administrative staff members. Consultation with the executive director of Jackson Housing Commission, the City's Public Housing Authority, and review of their Annual Report helped provide information regarding public housing. Staff also attended monthly Continuum of Care meetings, reviewed minutes from those meetings, and consulted with homeless shelter directors for input regarding homeless needs.

The Jackson City Council held a public hearing on January 20, 2009 to seek public input on community development and housing needs before writing this Action Plan. No comments were received at that public hearing from citizens; however, many of the agencies applying for public service funds addressed the City Council to give an oral presentation of their application and reiterate the need to financially support their proposed projects.

City staff will continue to help bring agencies together whose separate individual programs compliment each other and provide a better overall service for city residents. Due to a rising number of struggling Jackson County families, a collaborative community effort is currently being planned, called "Neighbors in Need." This program aims to help 500 families avoid homelessness and provide 4,000 residents with help accessing services through assistance with transportation and navigating the social service system. Local social service officials hope to raise \$650,000 and draw upon the help of 500 volunteers. Although still in its planning stages, the collaboration involves at least 30 local social service agencies or community groups responding to the crisis that has arisen in the wake of plant closings and home foreclosures.

Citizen Participation

In addition to the normal publication and public hearing requirements, opportunities for citizen participation during the 30-day comment period were increased as follows:

- Adding additional members to the Citizens Advisory Council, which meets to receive oral presentations from applying agencies then makes funding recommendations to City Council.
- A copy of the Action Plan draft was distributed to public housing complexes at Shahan-Blackstone Apartments, Reed Manor, and Chalet Terrace in addition to its usual

placement at the Community Development Department, Carnegie Branch (main) of the library, Greater Jackson Habitat for Humanity Office, and Neighborhood Resource Center.

- The Action Plan draft was made available on the City's website for the first time.

The Citizens Advisory Council (CAC) is comprised of up to 15 members represented by a cross-section of the City of Jackson with over 51% being low- and moderate-income persons living in CDBG-eligible areas, together with representation from protected classes, elderly, and severely disabled adults. The CAC held two public meetings on January 8 and 13, 2009, to allow agencies applying for CDBG funding to conduct an oral presentation of their application. On January 15, 2009, the CAC met again to formulate funding recommendations to the City Council, which was presented to the City Council before it made preliminary allocations on February 24, 2009. Those recommendations and other citizen comments received during the Public Hearing on January 20, 2009 are attached as **Exhibit A**.

Institutional Structure

The City of Jackson works with other organizations, including public institutions, non-profit organizations, and private industry, in carrying out its objectives in the Action Plan. The City will continue to strengthen relationships with agencies that provide services to Jackson's low- and moderate-income residents. Coordination and collaboration among housing providers, social service agencies, and local government is expected to continue during the coming year.

The City encourages its citizens and business leaders to participate in all aspects of its programs and governing decisions. In addition to public hearings on specific issues, citizens are given time at the beginning of each City Council meeting to address the City Council on issues of concern to them. Through this citizen input, the City Council has developed alternative program plans to address concerns.

City staff has attended meetings of the Partnership Park Neighborhood Association to receive and act on issues addressed during those meetings. Staff has also attended meetings of the Jackson Area Association of Realtors and Jackson Area Landlord's Association to offer presentations on programs offered by the City, such as its rehabilitation and lead hazard control programs.

Monitoring

Community Development staff conducts desk reviews of quarterly performance reports required to be filed by each subrecipient of CDBG funds. From those desk reviews, staff is able to determine if a project is on track or when it is expected to be begin. Several one-on-one technical assistance meetings have been scheduled with individual agencies to help explain different aspects of the program and to aide the agency in accomplishing its goals. Each request for reimbursement needs to supply supporting documentation, which is carefully reviewed by staff before payments are made.

Two staff members conducted an annual on-site monitoring of each subrecipient receiving 2008-2009 funds to verify back up documentation to their quarterly reports was part of their recordkeeping activities. Other facets of the program were reviewed as well, including financial records. While a majority of the City's subrecipients received very favorable outcomes to the monitoring visit, some issues became apparent that required the agency either to take minor

corrective action or to completely revise a certain procedure to keep it in compliance with program regulations.

Lead-based Paint

The City of Jackson Community Development staff conducts visual inspections for defective paint surfaces. During routine inspections of properties involved in rehabilitation, homeowners are given educational materials about the dangers of lead-based paint. Women, Infants and Children (WIC) participants are advised of the availability of lead-based blood tests offered through the Jackson County Health Department. City of Jackson inspectors are trained on the requirements of the HUD Lead Safe Housing Rule (24 CFR 35, as amended 6/21/04) and ensure lead-based paint problems are properly resolved in all City funded housing rehabilitation projects.

Since HUD's lead-based paint regulations took effect in September 2000, the City has seen rehabilitation costs increase by 60%. Unfortunately, the City's funding sources did not increase at the same rate, making it more and more difficult to have a significant impact on the housing in the community. Because of the age of the housing stock, the homes of virtually all applicants for rehabilitation assistance must be tested for lead-based paint. Over the years, the City has utilized a number of certified companies to provide lead risk assessments and clearance reports for its projects. The City also maintains a list of approved area general contractors certified by the State of Michigan to utilize lead-safe work practices, interim controls, and lead-based paint hazard abatement to housing rehabilitation projects. Jackson is fortunate to have an experienced rehabilitation staff; all have received training in implementation of HUD Lead-Based Paint Regulations under the Residential Lead-Based Paint Hazard Reduction Act of 1992, which is Title X of the Housing and Community Development Act of 1992, and are able to conduct housing inspections, integrate and incorporate the findings of a lead risk assessment and paint inspection, and prepare construction specifications for City rehabilitation projects to address both issues.

As stated previously, the City of Jackson was awarded a two million dollar HUD Office of Healthy Homes Lead Hazard Control Grant. The purpose of this funding is to provide funds to low- and moderate-income families living in the City of Jackson and Jackson County to accomplish the national initiative to eliminate childhood lead poisoning. The program offers testing for lead paint hazards in the home, testing of young children under age 6 for elevated blood lead levels, and funding to remediate the lead paint hazards from the home. The program offers up to \$20,000 of assistance to eligible homeowners and up to \$15,000 per unit of assistance to eligible rental properties with families of low- and moderate-income living in the unit. The City has partnered with Community Action Agency, Jackson County Health Department, and Center for Family Health to promote and implement the program within the City of Jackson and throughout Jackson County. Lead program staff has received specialized training in the areas of lead risk assessment, lead paint testing, and lead clearance testing. The current grant expires later in 2009; however, the City plans to reapply for additional Lead Hazard Control funds as they become available.

IS YOUR CHILD SAFE FROM LEAD POISONING?



Housing

Specific Housing Objectives

The City's focus has always been to provide more decent, affordable housing opportunities for its residents by through financial assistance to eligible households to facilitate ownership by low- and moderate-income persons. The City has also provided assistance to local non-profits to fund affordable housing development. For fiscal year 2009-2010, the City has allocated the following funds to achieve these objectives:

	CDBG	HOME
Foreclosure Prevention		
Counseling and grant up to \$5,000 to overcome financial crisis from which homeowner has recovered.	\$ 12,500	
Homeownership Counseling		
Counseling and direction for potential new homeowners; required when receiving down payment assistance.	6,000	
Rehabilitation – Community Development	200,000	\$227,657
Emergency hazard loans of up to \$10,000; a 20-year, zero percent interest rate deferred loan to low- and moderate-income homeowners.		
Rehabilitation loans of up to \$20,000; a 20-year, zero percent interest deferred loan to low- and moderate-income homeowners.		
CHDO Set-Aside Activities		\$50,000
Acquisition/Rehabilitation/Resale.		

Historically, down payment assistance and allocations to Habitat for Humanity for new construction or rehabilitation have been provided in the past from HOME program funds; however, these types of programs will be funded utilizing the NSP grant funds from the State of Michigan. By increasing HOME Rehabilitation Assistance and shifting other HOME allocations to the NSP, this allowed City Council to dedicate more CDBG funds toward fixing local streets, which have deteriorated significantly over the years due to decreased revenues and budget constraints.

Needs for Public Housing

The Jackson Housing Commission (JHC) is the City's Public Housing Authority (PHA). The JHC manages 545 units of public housing in seven developments and a Section 8 program of 475 participants. After assessing the housing needs of the City and surrounding Jackson County area, JHC has determined that it currently meets, and will continue to meet, the housing needs of the community to the extent practical for a medium-sized agency.

In addition, the JHC has:

- No plans to demolish any of its properties. In fact, the JHC plans extensive physical improvements at each location within the next three years. Comments and suggestions from the various Resident Advisory Boards (Shahan-Blackstone, Chalet Terrace, Reed Manor and Section 8) are taken into consideration and, if feasible, implemented.

- A HUD-approved Home Ownership Plan to sell 50 scattered site units to qualifying low- and moderate-income homebuyers. Proceeds from sales will be used for good supporting housing purposes to include, but not be limited to, development of low-income housing.
- Implemented local preferences to improve the living environment by de-concentration, promoting income mixing, and improving security throughout the developments.
- Created and continues to facilitate self-sufficiency programs to improve resident employability, as well as solicit support services for the elderly and families with disabilities.

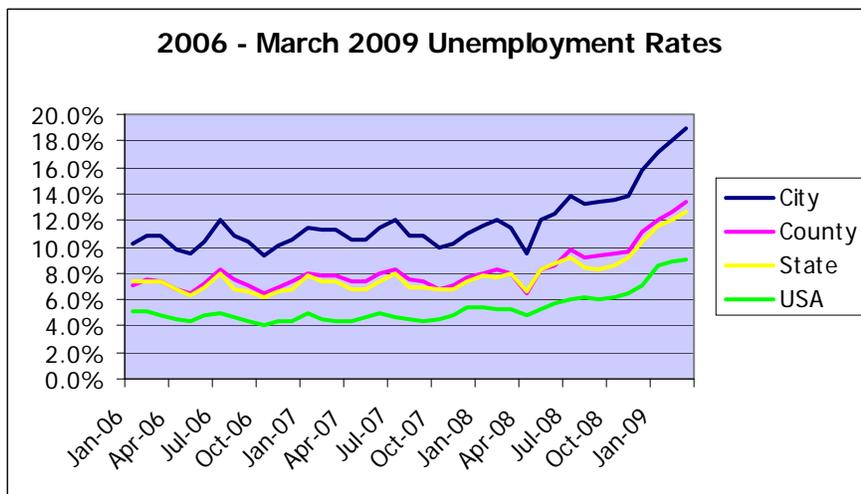
The waiting list for Section 8 housing is quite extensive, totaling 1,084 for 475 units. Of those on the waiting list, 97% are extremely low-income (less than or equal to 30% area media income) households. Unfortunately, the waiting list for Section 8 housing has been closed for two years and only experiences a 21% turnover rate, which will allow only 9% of those families on the waiting list to attain Section 8 housing.

Public Housing has a waiting list of 295 for 543 units and generally experiences a 24% turnover rate, which will allow approximately 44% of those families on the waiting list to attain public housing. Extremely low-income families make up 98% of Public Housing’s waiting list.

On February 25, 2009, it was learned JHC will receive \$889,894 in Public Housing Capital Funds from the stimulus package signed by President Obama on February 17, 2009.

Barriers to Affordable Housing

More affordable housing units are needed in the community, as many landlords are reluctant to take Section 8 vouchers. The Continuum of Care Housing Committee is exploring partnerships with the Jackson Housing Commission, Michigan State Housing Development Authority (MSHDA) and Jackson County Land Bank Authority to explore development of vacant buildings in the downtown into mixed use buildings with store front businesses on the ground floor and affordable housing in the upper floors. While availability of affordable housing units remain a high priority to the City when allocating its CDBG and HOME funds, the state and local economy has continued a downward trend with no significant recovery in the foreseeable future. Unemployment rates in Jackson are skyrocketing.



Due to the economic crisis, City inspectors are seeing an increase of multiple households sharing the same housing unit, creating overcrowded and dangerous living conditions.

HOME

The City of Jackson controls the resale of homebuyer property during the affordability using the recapture option. Should the homebuyer receiving direct HOME subsidy sell the property during the affordability period, repayment of the entire direct HOME subsidy the buyer received when he/she purchased the home will be triggered. The homebuyer may sell the property to any willing buyer at whatever price the market will bear. If there are no net proceeds or the net proceeds are insufficient to repay the HOME investment due, the City will recapture the amount of net proceeds, if any. Recaptured funds will be used for any HOME-eligible activity. The homeowner will receive a return on investment only if there are remaining net proceeds from the sale after payment of all outstanding mortgages, including the HOME mortgage and closing costs.

Jackson City Council made the following allocations:

Rehabilitation Assistance (RAP)	\$227,657
Administration (Community Development)	30,300
CHDO Set Aside - Acquisition/Rehab/Resale	50,000
CHDO Operating Expenses	15,000
Total:	\$322,957

The Community Development Department will use HOME funds, in addition to CDBG funds, to subsidize its rehabilitation program. Because of the current economic and housing climate, the Department has seen a significant increase in requests from low- and moderate-income homeowners to assist in repairing their residences. Currently, the City offers a \$20,000 maximum, 20 year deferred loan (to correct code violations) through its rehabilitation program; however, rehabilitation staff are reviewing current guidelines to determine if adjustments are needed to reflect the current economic and housing climate. A separate five-year forgivable loan is made available to address all lead issues during rehabilitation; there is no maximum limit to the amount of a lead loan. Administration fees will be used as program income for the CDBG program and become part of the CDBG administration budget.

Jackson Affordable Housing Corporation (JAHC) is the City's solely designated Community Housing Development Organization (CHDO). As such, JAHC will receive no less than 15% of the 2009-2010 HOME entitlement grant to perform CHDO set-aside activities as a developer, namely acquisition/rehabilitation/resale. Rehabilitation conducted will meet the local rehabilitation standards outlined in Chapter 14 of the City of Jackson Code of Ordinances, and all other ordinance and zoning requirements as may apply. In order to accomplish this program, the City has allocated CHDO Operating Expenses at an amount less than 10% of the annual HOME entitlement grant, which is also less than 50% of JAHC's total operating expenses.

Homeless

Specific Homeless Prevention Elements

The Jackson County Continuum of Care received \$164,100 in Emergency Shelter Grant (ESG) from the Michigan Housing Development Authority (MSHDA). The Continuum allocated funding as follows:

- \$19,200 to Training and Treatment Innovations, Inc. (TTI) for Homeless Assistance Recovery Program (HARP).
- \$45,642 to the Aware Shelter, an emergency shelter for victims of domestic violence, to cover shelter costs.
- \$36,028 to Community Action Agency for landlord/tenant mediation.
- \$12,200 for a Continuum of Care coordinator.
- \$25,046 to Community Action Agency for foreclosure prevention.
- \$25,984 to The Salvation Army for its emergency needs department.

A City staff member attends the monthly Continuum of Care meetings, comprised of approximately 20 other community leaders. The ongoing meetings are utilized to provide consistency and support for those invested in addressing homelessness programming and resources. The City continues to work with the community and non-profit agencies to coordinate resources to prevent and eliminate homelessness.

Following is the most recent information regarding shelter providers in the City:

Grace Haven	30 beds (homeless)
Interfaith Shelter	80 beds (homeless)
AWARE Shelter	19 beds at shelter; 48 transitional
CAA	12 TBRA vouchers, 159 transitional beds, 12 permanent supportive housing
Training & Treatment Innovations	27 permanent supportive housing
MPRI	50 transitional beds (prisoner re-entry)

The Michigan Prisoner ReEntry Initiative (MPRI) is currently providing up to \$400 per month in rental subsidy for an average rental period of three months. It is the goal of MPRI to provide prisoners returning to society access to permanent, safe, and affordable housing, or services designed to help the individual achieve permanent housing (i.e., emergency shelter, transitional housing). Every returning prisoner will have access to stable employment or services designed to help secure stable employment (i.e., transitional employment, job seeking services).

The Jackson Transportation Authority, which has been in existence since the early 1930s, recently received two small grants to make bus services more available and affordable to City residents:

- "New Freedom Transportation" grant for the disabled.
- "Job Access Reverse Commute" grant for the disabled and income eligible persons to get to or from jobs when regular buses are not running.

On February 25, 2009, the City of Jackson learned it would be the recipient of \$568,942 in Homelessness Prevention and Rapid-Rehousing Program (HPRP) funds. The purpose of these funds is to provide financial assistance and services to either prevent individuals and families from becoming homeless or help those who are experiencing homelessness to be quickly re-housed and stabilized.

Thirty local community organizations have recently come together to form a campaign called "The Jackson County Crisis Response for our Neighbors in Need" (Neighbors in Need) to provide some of the very activities which are eligible under HPRP. Many of these non-profit organizations have previously received CDBG and/or HOME funds from the City of Jackson or State of Michigan and have significant experience with these and other local, state or Federal grants. As many of the non-profit organizations participating with Neighbors in Need already have eligible programs in place which would require little to no modification, the City feels utilizing this collaboration would be a perfect fit for HPRP funds.

Community Development

Community Development

Jackson City Council members were faced with an extremely difficult decision regarding 2009-2010 CDBG funds. On one hand, local city streets have fallen into such disrepair from declining revenue and budget concerns, the poor conditions have created significant deterioration in neighborhoods. On the other hand, the economy has taken such a downturn not only locally, but also nationally and globally, more and more residents need access to the programs offered by non-profit agencies. During preliminary allocations on February 24, 2009, the Council could only base its decision on what was known at the time and not count on any additional, uncertain funding. The following day, the City learned additional CDBG and HPRP monies would be forthcoming in the near future. With that said, Council made the following allocation decisions regarding its 2009-2010 CDBG entitlement grant:

Outcome/Objective Legend			
	Availability/ Accessibility	Affordability	Sustainability
Decent Housing	DH-1	DH-2	DH-3
Suitable Living Environment	SL-1	SL-2	SL-3
Economic Opportunity	EO-1	EO-2	EO-3

Public Service

Project: Emergency Adult Dental Care Agency: Center for Family Health	Target Area LMI Adult City Residents	Total Funding \$15,000
		Planned Units
Output: Improve access of low- and moderate-income adult City residents to emergency dental care		1,100
Indicator: Number of low- and moderate-income adult City residents who receive emergency dental care		1,100
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of creating a Suitable Living Environment (05M Health Services 570.201(e), LMC, 01 People)		

Project: Neighborhood Resource Center Agency: Community Development Department	Target Area CT 10, BG 2; CT 11, BG 2 & 3	Total Funding \$12,000
		Planned Units
Output: Operation of Neighborhood Resource Center		
Indicator: Number of people receiving at least one of the following:		
<ul style="list-style-type: none"> ✓ Commodity Food Distribution ✓ Participation in Community Meetings ✓ Information and Referral Service 		
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of creating a Suitable Living Environment (05 Public Services (General) 570.201(e), LMA, 01 People)		

Project: Foreclosure Prevention Agency: Jackson Affordable Housing Corporation	Target Area LMI Homeowners	Total Funding \$12,500
		Planned Units
Output: Provide grant up to \$5,000 to LMI homeowners who have experienced a financial crisis from which they have recovered		3
Indicator: Number of people in foreclosure able to retain home		3
HUD Outcome/Objective: (DH-1) Accessibility for the purpose of providing Decent Housing (05Q Subsistence Payments 570.210(e), LMC, 01 People)		

Project: Homeownership Counseling Agency: Jackson Affordable Housing Corporation	Target Area LMI Homeowners	Total Funding \$6,000
Output: Provide counseling and direction for persons interested in home ownership		Planned Units 424
Indicator: Number of people receiving counseling		424
HUD Outcome/Objective: (DH-1) Accessibility for the purpose of providing Decent Housing (05R Homeownership Assistance (not direct) 570.210(e), LMH, 04 Households)		

Project: King Center Summer Youth Program Agency: Parks & Recreation Department	Target Area CT 11	Total Funding \$40,000
Output: Provide youth a broader view of new experiences, cultural experiences and educational components		Planned Units 400
Indicator: Number of youth served		400
HUD Outcome/Objective: (SL-3) Sustainability for the purposes of Suitable Living Environment (50D Youth Services 570.201(e), LMC, 01 People)		

Project: Partnership Park After School Program Agency: Partnership Park Downtown Neighborhood Association	Target Area CT 6, BG 1	Total Funding \$5,000
Output: Provide after-school activities for youth in the Partnership Park Neighborhood		Planned Units 40
Indicator: Number of youth served		40
HUD Outcome/Objective: (SL-3) Sustainability for the purposes of Suitable Living Environment (05D Youth Services 570.201(e), LMC, 01 People)		

Project: Utility Shutoff Prevention Agency: The Salvation Army	Target Area LMI City Residents	Total Funding \$40,000
Output: Allow families to keep their power or heat services active; assistance limited to one (1) time per year		Planned Units 72
Indicator: Number of families served		72
HUD Outcome/Objective: (SL-3) Sustainability for the purposes of Suitable Living Environment (05Q Subsistence Payments 570.201(e), LMC, 01 People)		

Project: Central Michigan 2-1-1 Agency: United Way of Jackson County	Target Area LMI City Residents	Total Funding \$12,000
Output: Provide information and referral services		Planned Units 4,199
Indicator: Number of people served		4,199
HUD Outcome/Objective: (SL-3) Sustainability for the purposes of Suitable Living Environment (05 Public Services (General) 570.201(e), LMC, 01 People)		

Total Allocation to Public Services: \$142,500 (10%)

Administration and Planning

Project: Administration and Planning Agency: Community Development Department	Target Area n/a	Total Funding \$216,425
Output: Administration and planning of the CDBG program		Planned Units n/a
Indicator: none required		
HUD Outcome/Objective: 21A General Program Administration 570.206		

Total Allocation to Administration and Planning: \$216,425 (15%)

Other Projects

Project: Code Enforcement Agency: Community Development Department	Target Area Eligible CDBG areas City-wide	Total Funding \$450,000
Output: Improved neighborhoods and properties		Planned Units 2,400 blight citations/
Indicator: Number of blight ordinance violations cited and/or rental inspections conducted		2,000 initial rental inspections
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of Suitable Living Condition (15 Code Enforcement 570.202(c), LMA, other)		

Project: Residential Rehabilitation Agency: Community Development Department	Target Area Eligible CDBG areas City-wide	Total Funding \$200,000
Output: Improved housing conditions		Planned Units 14
Indicator: Number of homes repaired		14
HUD Outcome/Objective: (DH-3) Sustainability for the purpose of Decent Housing (14A Rehab; Single-Unit Residential 570.202, LMH, 10 Housing Units)		

Project: Monroe Street Sidewalk Agency: City of Jackson Engineering Department	Target Area CT 2, BG 1	Total Funding \$30,000
Output: Construct Sidewalk on Monroe Street between North Blackstone to 80 feet east of railroad		Planned Units 1
Indicator: Installation of sidewalk		1
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of Suitable Living Environment (03L Sidewalks 570.201(c), SBS, 11 Public Facilities)		

Project: Street Paving/Reconstruction Agency: City of Jackson Engineering Department	Target Area CT 6, CT 7	Total Funding \$300,000
Output: Improve street surface		Planned Units 3
Indicator: Installation of new street surface		3
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of Suitable Living Environment (03K Street Improvements 570.201(c), SBS, 11 Public Facilities)		

Project: Handicap Curb Ramps Agency: Department of Public Services	Target Area Eligible CDBG areas City-wide	Total Funding \$20,000
Output: Improve accessibility for disabled and elderly residents		Planned Units 9
Indicator: Number of curb ramps installed		9
HUD Outcome/Objective: (SL-1) Accessibility for the purpose of Suitable Living Environment (03L Sidewalks 570.201(c), SBS, 11 Public Facilities)		

Project: Stairwell Agency: John George Home, Inc.	Target Area 1501 E Ganson, Jackson, MI	Total Funding \$50,000
Output: Improved resident safety, emergency personnel access and ingress/egress		Planned Units 1
Indicator: Installation of enclosed stairwell		1
HUD Outcome/Objective: (SL-1) Accessibility for the purpose of Suitable Living Environment (14B Rehab; Multi-Unit Residential 570.202, LMH, 10 Housing Units)		

Project: Ash Tree Removal/Replacement Agency: Parks & Recreation (Forestry) Department	Target Area CT 7; CT 10; CT 13, BG 1	Total Funding \$8,000
Output: Remove and replace dead ash trees growing in public right-of-way		Planned Units 30
Indicator: Number of trees removed/replaced		30
HUD Outcome/Objective: (SL-3) Sustainability for the purpose of Suitable Living Environment (03N Tree Planting 570.201(c), SBS, 11 Public Facilities)		

Total Allocation to Other Projects: \$1,058,000

While allocations to various non-profit agencies applying under the Public Service cap had to be scrutinized very carefully, City Council feels it provided funding to those agencies that will make the biggest impact on the community:

Center for Family Health – Emergency Adult Dental Care – the Center for Family Health provides the only dental clinic in Jackson County that consistently accepts Medicaid and offers all services on a sliding discount. The targeted clients are low-income adults who have no other access to dental care and patients often present with severe dental problems.

Community Development – Neighborhood Resource Center – the Center provides office space for Commodity Food Distribution, Helping All People Excel (HAPE), NAACP, first ward Councilmember, and the Elnora V. Moorman Community Help Center. The part-time director of the Neighborhood Resource Center provides information and referral services to area residents, coordinates food distribution, and community meetings as needed.

Jackson Affordable Housing Corporation – Foreclosure Prevention – provides foreclosure prevention funds and counseling to homeowners who have experienced a financial crisis from which they have recovered. Financial assistance is provided in the form of a grant at a maximum of \$5,000 per family.

Jackson Affordable Housing Corporation – Homeownership Counseling – helps to facilitate group counseling at the Homeownership Workshop Program provided through the Michigan State University Extension Program, and one-on-one counseling by Jackson Affordable Housing staff.

Parks & Recreation Department – King Center Summer Youth Program – a youth program proven to be extremely successful and beneficial to approximately 500 low- and moderate-income City youths. Participating youths are exposed to cultural and educational field trips, summer reading, life skills learning, and free health and hygiene services. In addition, breakfasts and lunches are provided to the participants, and over 30 college and high school students receive work experience, mentoring and job training while assisting with the program.

Partnership Park Downtown Neighborhood Association – Partnership Park After School Program – collaboration with Catholic Charities to provide after-school activities for youth in the Partnership Park Neighborhood two evenings a week. Children receive assistance with homework and participate in other educational activities, workshops designed to teach life skills, learning to give back to the community, and time for recreation.

The Salvation Army – Utility Shutoff Prevention – assistance is provided to families one-time per year to prevent the shutoff of electrical and gas utilities. Assistance is provided in collaboration with Department of Human Services and other organizations when funds are available.

United Way of Jackson County – Central Michigan 2-1-1 – free information and referral service established to respond to callers who need non-emergency health and/or human service assistance.

The Community Development Department is charged with not only administering the CDBG and HOME grants, but also Code Enforcement and Residential Rehabilitation. The Code Enforcement budget pays for staff to perform various duties such as blight ordinance enforcement, rental housing inspections and rehabilitation staff costs.

Because of the current economic and housing climate, the Department has experienced a significant increase in requests from low- and moderate-income homeowners to assist in rehabilitating their residences. Currently, the City offers a \$20,000 maximum, 20 year deferred loan (to correct code violations) through its rehabilitation program; however, rehabilitation staff are reviewing current guidelines to determine if adjustments are needed to reflect the current economic and housing issues. A separate five-year forgivable loan is made available to address all lead issues during rehabilitation; there is no maximum limit to the amount of a lead loan. Emergency Hazard funds are available in the form of a maximum \$10,000, 20-year deferred loan to correct issues of urgent needs, such as defective furnaces, roofs, etc.

The City's Engineering Department received funds for a sidewalk and street paving/reconstruction. The sidewalk project will provide match for a Michigan Department of Transportation grant on the Grand River ArtsWalk (GRAW) to install a sidewalk on Monroe Street, which will serve as a loop connector for the GRAW. The GRAW is an important part of a larger vision held by the City of Jackson to revitalize its downtown by connecting people with places. The non-motorized pedestrian pathway is planned to connect the City's central business district to the Armory Arts Project, developed less than one mile north of downtown. The first phase of the Armory Arts Project has been completed, providing 88 live-work units for artists, their families, and other low- and moderate-income residents. All units provide low-income housing and charge no more than one-third of an occupant's income as rent. The proposed GRAW will begin near the downtown Farmer's Market at the intersection of Louis Glick Highway and Mechanic Street, run north along Mechanic Street and through the Armory Arts Project to North Street, then along the east side of the Grand River to Monroe Street. Here, it will connect with adjacent neighborhoods, including Shahan-Blackstone Apartments, a 108-unit public housing complex run by the Jackson Housing Commission. Future plans call for the GRAW's extension to connect with a regional/state-wide trail system. The proposed work on the GRAW will include both bituminous and concrete bike paths at a minimum of 10' wide, concrete sidewalks, ADA ramps, crosswalks, benches, trash receptacles, retaining walls, a pedestrian bridge, and landscape improvements according to American Association of State Highway and Transportation Officials (AASHTO) guidelines. The City, in partnership with local artists, will incorporate a variety of both temporary and permanent art installations throughout the projects. Completion of the GRAW will stimulate reuse of adjacent brownfield sites while preserving and enhancing greenspace within the underutilized waterfront corridor. The project is anticipated to improve citizen awareness of the environment, provide stakeholder investment in cleanup/redevelopment, and bring an exciting recreational amenity to Jackson, ultimately

improving human health. Funds for this project come from the Michigan Department of Environmental Quality, Michigan Department of Transportation, the City's Public Improvement Fund, and CDBG.



The streets targeted for paving/reconstruction during the 2009-2010 fiscal year are:

Wesley – Blackstone to Jackson



State – Pearl to Ganson



Homewild – Perrine to State



Every intersection of these paving projects will receive a handicap accessible curb ramp. The Department of Public Services (DPS) will receive a companion allocation for the installation of

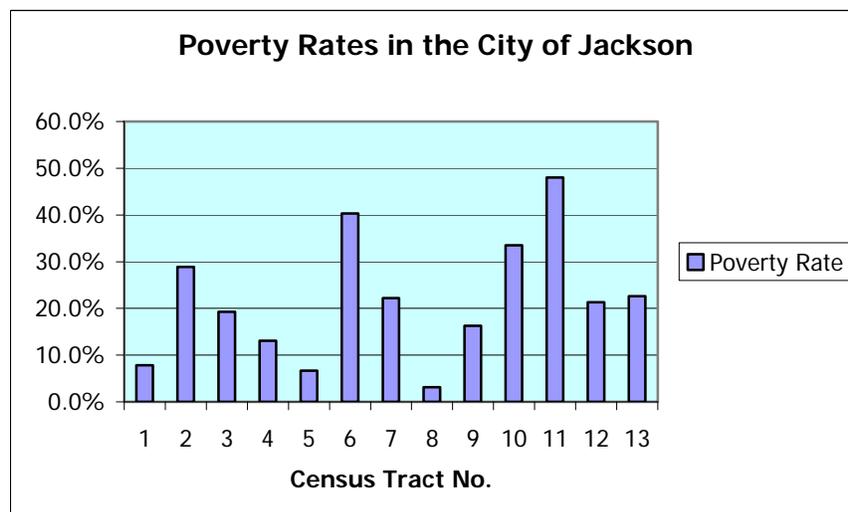
handicap ramps as required by 28 CFR 35.150(d)(2). DPS staff has consulted with disAbility Connections, a local non-profit agency supporting disabled Jackson County residents in their efforts to live independently, for priority placement of the curb ramps.

The John George Home provides housing for 33 extremely low-income and two very low-income elderly gentlemen, some of who have resided there for 30 years. In 2008-2009, the John George Home received CDBG funding to install a new elevator to provide second floor access for emergency services personnel and those residents too fragile to negotiate stairs. The elevator, which is slated to begin construction soon, will allow residents needing canes or walkers to keep their housing instead of moving to a nursing home or outside the Jackson community. After the initial allocation for the elevator was made in 2008-2009, the John George Home received word from the State of Michigan it would have to modify its plans to include the removal of the existing fire escape and install an enclosed stairwell. While the John George Home has an excellent level of support from the Jackson community, the current economic times have caused a significant reduction in charitable donations. Because the installation of the elevator and stairwell go hand-in-hand (one cannot be completed without the other), City Council allocated those funds requested by the John George Home to install a new stairwell.

Finally, the City of Jackson Forestry Division began an Ash Tree Removal/Replacement program in 2008-2009 funded in part by a CDBG allocation and by the City's Property Improvement Fund. Because a significant number of ash trees have died due to the Emerald Ash Borer invasion, it causes a substantial blight in the public rights-of-way. City Council approved a reduced amount of CDBG funds to continue that program.

Antipoverty Strategy

Based on information from the 2000 Census, over 20% of the City's residents live at or below the poverty level, with two of the highest concentrations in Census Tracts 10 and 11, where the average number of residents living at or below the poverty level is over 40%. Much of this area has been designated the "Partnership Park Neighborhood" and has experienced a significant reinvestment in the neighborhood, including the erection of 16 new affordable housing units at an estimated construction value of over \$1.5 million in 2005. At least two new homes are planned to be constructed through collaboration between Community Action Agency and the Greater Jackson Habitat for Humanity in this area using anticipated NSP funds during 2009-2010.



The City of Jackson has neither the resources nor facilities to carry out programs directly targeted at reducing the number of households at or below the poverty level. However, through the use of CDBG and HOME funds, the City can offer services and programs to assist its low- and moderate-income residents:

Deferred Loan Program – utilized through the Community Development Department's Rehabilitation Program offering interest-free loans with no monthly payments. Repayment is deferred for 20 years or until the owner moves, rents out the home, or fails to use the property as their primary residence.

Emergency Hazard Program – as with the Deferred Loan Program, these loans are interest free with no monthly payments and allow the Community Development Department to expedite the correction of hazardous conditions (e.g. leaking roof, non-working furnace, etc.).

The Jackson Housing Commission offers a Family Self-Sufficiency Program to public housing residents by providing an escrow account whereby a portion of their rent is deposited and can be withdrawn after successful completion of the program and used as a down payment on their first home. Enrollees are encouraged to set goals of pursuing education, job training, or employment. To assist program participants in obtaining their goals, transportation, childcare, clothing, and counseling services are provided. The Jackson Housing Commission will be the recipient of \$889,894 in Public Housing Capital Funds, which will be used to make improvements to the commission's three subsidized housing communities, Chalet Terrace, Reed Manor and Shahan-Blackstone Apartments, such as roofs, interior doors, and maintenance to community facilities.

As stated previously, on February 25, 2009, the City of Jackson learned it would be the recipient of \$568,942 in HPRP funds. City staff is working with the collaborative group Neighbors in Need, which is comprised of 30 local community service organizations, to devise programs to provide financial assistance and services to either prevent individuals and families from becoming homeless or help those who are experiencing homelessness to be quickly re-housed and stabilized. Through this assistance, it is hoped poverty levels will be reduced by helping program participants meet their monthly housing and utility obligations.

Non-Homeless Special Needs Housing

On August 15, 2006, the Jackson City Council took action to waive the permit fees for work performed by local non-profit charitable organizations, specifically for handicap-accessible ramps. Since that time, 17 ramps have been installed for disabled homeowners by disAbility Connections, the Rotary Club, and World Changers. The Council also routinely waives permit fees for World Changers and/or Mission Serve roofing projects.

When undergoing a rehabilitation project, the City of Jackson and its subrecipients take into consideration the needs of the current homeowner. For instance, one elderly woman wanted to stay in her long-time home but the only bathroom was on the second floor. Due to her declining mobility and confirmation of a poor prognosis for recovery from her doctor, when the home was rehabilitated a first floor room was converted into a second bathroom to enable her to stay in the home. Every effort is made during the rehabilitation process to take into account any special needs of the occupant to increase the likelihood of longer-term occupancy and livability.

Summary

As demonstrated in the preceding pages, the City of Jackson is dedicated to serve its citizens to the best of its ability with entitlement grant funds stretched thin. No one area has taken precedence over another; City Council members attempted to fund those projects that will make the biggest impact on the community as a whole. The needs of the City are great – not only for its citizens, but also for the City's basic service requirements. Hopefully, through an influx of pending grants from the Housing and Economic Recovery Act of 2008 and American Recovery and Reinvestment Act of 2009, significant improvements will be made to the housing stock, streets, and public services available to low- and moderate-income residents.

S:\Michelle Pultz\CDBG\FY 09-10\Action Plan\Action Plan.doc