

# 2010 – 2015 Consolidated Plan





# SAN JOAQUIN COUNTY

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# CONSOLIDATED PLAN 2010–2015

May 2010

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*Prepared for:*

San Joaquin County  
Community Development Department  
1810 E. Hazelton Ave.  
Stockton, CA 95205  
Jonathan M. Moore, Chief Deputy Director

*Prepared by:*

**AECOM**

2020 L Street  
Sacramento, CA 95811



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# Executive Summary

## 1

## Introduction

### Purpose of the Plan

The San Joaquin Urban County receives funds each year from the federal government for housing, economic development, and community development activities. These funds are intended to meet priority needs locally identified by the County that primarily benefit persons with extremely-low, very-low, and low-income incomes (incomes of 80 percent or less of median area income).

The Consolidated Plan addresses how the San Joaquin Urban County will use Community Development Block Grant (CDBG), HOME Investment Partnership (HOME), and Emergency Shelter Grant (ESG) funds. The San Joaquin Urban County is comprised of the unincorporated portions of San Joaquin County and the cities of Escalon, Lathrop, Manteca, Ripon, and Tracy. The Urban County receives funds each year from the federal government for housing and community development activities. These funds are intended to meet priority needs locally identified by the Urban County. To receive federal funds, the Urban County must submit a strategic plan—the Consolidated Plan—every five years to the U.S. Department of Housing and Urban Development (HUD) that identifies local needs and how these needs will be addressed. The Consolidated Plan must also demonstrate how the County will meet national goals set by the U.S. Congress to develop viable communities by providing decent housing, a suitable living environment, and economic opportunities.

The Consolidated Plan is guided by three overarching goals:

- To provide decent housing by preserving the affordable housing stock, increasing the availability of affordable housing, reducing discriminatory barriers, increasing the supply of supportive housing for those with special needs, and transitioning homeless persons and families into housing.
- To provide a suitable living environment through safer, more livable neighborhoods, greater integration of lower-income residents throughout San Joaquin County communities, increased housing opportunities, and reinvestment in deteriorating neighborhoods.

- To expand economic opportunities through more jobs paying self-sufficiency wages, homeownership opportunities, development activities that promote long-term community viability, and the empowerment of lower-income persons to achieve self-sufficiency.

## Focus of the Plan

As required by the federal government, the identification of needs and the adoption of strategies to address those needs must focus primarily on lower-income individuals and households. The Plan must also address “special” needs identified by the federal government or locally, such as the needs of the elderly, persons with disabilities, large families, single parents, homeless individuals and families, and persons with HIV/AIDS.

## 2 **Priority Needs and Strategies**

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The Urban County’s overall priority is to increase economic opportunity and self-sufficiency for lower-income residents and individuals with special needs so that they can achieve a reasonable standard of living. This priority can be achieved through a combination of:

- Affordable housing;
- Supportive services to maintain independence;
- Education and technical skills that allow individuals to obtain jobs paying self-sufficiency wages; and
- Investment in lower-income and deteriorating neighborhoods, and in facilities that serve lower-income populations.

The Urban County, by focusing on these overall priorities, seeks to address community concerns such as:

- A need for additional affordable housing to address the growing gap between housing costs and local incomes, which leads to rising rates of overcrowding, overpayment, and substandard housing conditions for the County’s lowest income residents;
- Supportive services that increase the ability of seniors, persons with disabilities, and others with special needs to live independently and avoid institutions;
- A network of shelter, housing, and support services to prevent homelessness, move the homeless to permanent housing and independence, and eliminate homelessness within ten years; and
- Programs that promote economic development and increase the job skills level of potential employees, such as job training and job readiness programs.

One of the main obstacles to meeting community needs is inadequate resources for programs that could address these needs. . The availability of funding from both federal and state sources is a primary determinant in the ability of the local jurisdictions to address identified needs. The needs far exceed the ability of these programs to make any significant

impact, which is why the County continues to fund the same type of housing and non housing activities each year. Federal funding of housing and community development programs has been reduced in recent years, and more reductions are anticipated in the future. Budget problems experienced by the State of California have affected state funding of programs.

## **Housing Needs**

High unemployment rates and reduced economic opportunities, access to jobs and services, affect the ability of lower-income households to live in the communities and neighborhoods of their choice. The affordability gap results in a concentration of lower-income households in older neighborhoods that have higher levels of substandard housing and overcrowding. Some of the indicators of housing need and the challenges facing the Urban County are described below.

- Lower-income households (Households earning 0-80 percent of Median Family Income), both renter- and owner-occupied, experienced high rates of housing problems such as cost burden and overcrowding.
- Rental units available to migrant farmworkers are more likely than other housing units to be in seriously substandard condition.
- The number of single-parent households with children has more than doubled in the County from 21,055 in 2000 to 50,534 households in 2008.
- A substantial number of mobile homes (52 percent) were found to need substantial repair or replacement.
- Foreclosure rates in San Joaquin County are among the highest in the nation.
- According to the San Joaquin Council of Governments (SJCOG) Regional Housing Needs Allocation Period of 2007-2014, the unincorporated County has a need for 6,075 new housing units, 2,467 new housing units affordable to lower-income households during the seven years covered by the County's Housing Element, which includes this Consolidated Plan period.
- Rentals in the county tend to be affordable to median and low-income households; however, households with very-low or extremely-low incomes would find it difficult to pay market rents.
- Nearly 4,900 rental housing vouchers are provided by the Housing Authority of San Joaquin County (HASJC). HASJC reports that 11,900 applicants are on its waiting list for rental housing vouchers.
- There are a total of 2,890 beds in 104 residential care facilities for the elderly available for seniors who cannot live independently in conventional housing. However, this is significantly less than the population of frail elderly and elderly who may need a supportive housing environment.

The priorities described below address housing needs, relying on CDBG, HOME, and ESG funds.

**Priority H-1: Housing programs for extremely low-, very low- and other low-income renter households: Expand housing opportunities for lower-income households through an increase in supply of decent, safe, and affordable rental housing and rental assistance.**

Strategy:

- Construct large multifamily and senior housing units for very low- and low-income families;
- Provide funds for rehabilitation of lower-income rental units; and
- Provide housing for migrant farmworkers.

**Priority H-2: Housing programs for extremely low-, very low- and other low-income owner households: Increase homeownership opportunities and improve housing conditions for lower-income households.**

Strategies:

- Provide downpayment and closing cost assistance to lower-income households to purchase their first home.
- Provide funding for lower-income homeowner housing rehabilitation programs.

**Priority H-3: Housing for homeless individuals and families.**

Strategy:

- Expand the number of beds available to homeless persons for emergency shelter and transitional housing.

## **Community Development Needs**

To achieve the Urban County's goals for economic opportunity leading to self-sufficiency, a suitable living environment, and decent housing, the Urban County relies on a network of support services to:

- Address inadequate infrastructure to improve quality of life for County residents and support future development;
- Improve accessibility for seniors and persons with disabilities to public and community buildings and recreational centers; and
- Provide supportive services to assist homeless families make a successful transition from homelessness to permanent housing.

Priorities CD-1 to CD-5 uses of funds for addressing community development needs follow.

### **Priority CD-1 – Non homeless Persons with Special Needs**

Priority special needs groups include farmworkers, seniors, and persons with disabilities.

Strategy:

- Support organizations that provide services to seniors, youth, persons with disabilities, and other groups with special needs.

## **Priority CD-2 – Public Improvements**

Strategies:

Increase the quality of life through expansion of existing facilities/infrastructure, replacement of deteriorating facilities, and construction of new facilities/infrastructure including:

- installation of sewer systems, particularly in lower-income areas;
- installation of water system facilities, particularly in lower-income areas;
- installation of storm drainage systems, particularly in lower-income areas; and
- installation of new or renovation of existing facilities to maximize accessibility by disabled.

## **Priority CD-3 – Public Facilities**

Strategies:

Structures that house a range of public and social activities and services provide opportunities for the development of human potential and enrichment as well as provide a sense of community identity. In order to maintain these structures, the Urban County will pursue:

- renovation of existing public facilities to maintain or expand operational levels;
- expansion of recreational facilities for lower-income youth; and
- expansion of the capacity of homeless service providers through new facilities.

## **Priority CD-4 – Public Services**

Strategies:

Social activities and services which provide opportunities for the development of human potential and enrichment, as well as a sense of community identity and well being include:

- expansion of the capacity of public service providers to provide services particularly those that provide services to lower-income youth, seniors and the homeless; and
- maintain participation levels in homeless transitional and permanent housing programs.

## **Priority CD-5 – Economic Development**

Strategies:

Activity that eliminates the poverty status and provides opportunity and development of human potential for lower-income persons includes activities that result in the retention or creation of jobs for lower-income persons.

# **How Priorities were Established**

Priorities for the Consolidated Plan derive from the primary goals described at the beginning of this Executive Strategy:

- To provide decent housing;

- To expand economic opportunities; and
- To provide a suitable living environment.

The County has established priorities based in part upon an analysis of statistical data. Sources for this data include the 2000 U.S. Census, California Department of Finance reports, and California Employment Development Department figures. Other data sources include reports from County agencies such as Health Services and the HASJC. Information on needs was also obtained from County and city documents such as general plans, redevelopment plans, and special studies.

Some priorities were established by County members based on public comments received at focus-group meetings for the Consolidated Plan. Appendix D to the Consolidated Plan provides a summary of comments from the meetings. Priorities based on public comments include:

- transportation services,
- school-based and after-school youth services,
- child care services,
- facilities for adult day care and other nonprofit service providers,
- access to services for non-English-speaking residents, and
- job training programs.

The County also solicited input through the distribution of service provider questionnaires and resident surveys in each of the entitlement jurisdictions. Results from these questionnaires and surveys were used in establishing priorities. Underlying all expenditures is the benefit to low- and moderate-income persons, including very low- and extremely low-income persons, as defined by federal consolidated planning regulations.

### **3**

## **The Planning Process**

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The plan development process began in January 2010 with a series of stakeholder workshops. Comments received at these meetings as well as survey responses returned in January 2010 provided the County with some initial direction. County departments and the cities were consulted to ascertain current funding priorities. The County's annual action plans and CAPERS were used to further inform the planning efforts.

The statistical data contained in this plan was derived from many sources, including 2006–2008 American Community Survey data (U.S. Census Bureau 1990, 2000) and Comprehensive Housing Affordability Strategy (CHAS) databases taken from the 2000 Census; various city departments; various agencies of San Joaquin County; the California Department of Finance, Employment Development, and Health Services; and national, state, and local nonprofit organizations.

To foster coordination among housing and other related service providers, community facility providers, public works, and other service providers within the Urban County in identifying and meeting local community needs, County staff invited service providers to stakeholder meetings and asked them to complete a service provider survey. These organizations also surveyed residents and clients. The comments and suggestions from organizations and clients were weighted in consideration with citizen-identified community needs and the target priorities for lower-income neighborhoods set in the development of this Consolidated Plan.



# Funding to Implement the Plan

The County has identified several potential funding sources to implement the strategies contained in the 2010–2015 Consolidated Plan. These sources include, but are not limited to:

- Federal funds covered under the Consolidated Plan: CDBG, HOME, and ESG;
- Funds provided under other HUD programs such as the American Recovery and Reinvestment Act of 2009 (CDBG-R and Homeless Prevention and Rapid Re-Housing Program), Shelter Plus Care, Supportive Housing Program, and State HOPWA funds; and
- Redevelopment tax increment funds and the low/moderate income set-aside from those funds (for those jurisdictions with active redevelopment project areas).

## 4 Evaluation of Past Performance

As shown in **Table 1**, the County has met or exceeded the quantified objectives for all but three (rental residential housing production, renovation of recreational facilities, and micro-enterprise loan program) as of FY 2008-2009, with one year remaining to accomplish these three remaining goals.

<b>Table 1: 2005-2010 Performance Measurement Accomplishments</b>		
<b>Objective</b>	<b>Expected Number</b>	<b>Actual Number (2005–2009) / Status</b>
<b>Housing Objectives</b>		
Rental Residential Housing Production	22 Housing Units	0 Housing Units / Underway
Senior Rental Housing	4 Housing Units	4 Housing Units / Completed
Provide down payment/closing cost assistance to lower-income households to purchase their first home.	20 Households	21 Households / Completed
Provide an owner-occupied rehabilitation loan program to lower-income homeowners.	12 Households	46 Households / Completed
<b>Community Development Objectives</b>		
Public improvements in targeted lower-income areas that may include curbs, gutters, sidewalks; storm drainage; and sanitary sewer systems.	2 Infrastructure Improvements	3 Infrastructure Improvements / Completed
Renovation of existing facilities to maintain or expand operational levels that may include park improvements, lighting and landscaping.	2 Facilities	8 Facilities / Completed
Renovation of recreational facilities for lower-income youth	4 Facilities	3 Facilities
Expansion of the capacity of public service providers to provide services to particularly lower-income youth, seniors, and the homeless.	2,000 Persons	98,191 Persons / Completed
Micro-enterprise loan program	4 Jobs	0

<b>Table 1: 2005-2010 Performance Measurement Accomplishments</b>		
<b>Objective</b>	<b>Expected Number</b>	<b>Actual Number (2005–2009) / Status</b>
<b>Homeless Needs Objectives</b>		
Expand the number of beds available to homeless persons for emergency shelter and transitional housing.	26 Beds	30 Beds / Completed
Emergency Shelter Prevention Maintenance and operation of homeless facilities	2,000 Persons	9,561 Persons / Completed

## **5 Objectives and Performance Measures**

**Table 2** provides the quantifiable goals for each of the 2010-2015 Consolidated Plan objectives also found in **Table 14** within this plan.

<b>Table 2: 2010–2015 Objectives and Performance Measurements</b>	
<b>Objective</b>	<b>Expected Number</b>
<b>Homeless Needs Objectives</b>	
Expand the number of beds available to homeless persons for emergency shelter and transitional housing	25 Beds
Maintenance and operation of homeless facilities	5,000 Persons
<b>Special Needs Objective</b>	
Expansion of the capacity of public service providers to provide services to lower-income youth, seniors, and the homeless	50,000 Persons
<b>Rental Housing Objectives</b>	
Produce housing units for renter occupancy	50 Housing Units
Produce units for renter-occupied senior housing	4 Housing Units
Acquire units for rehabilitation	50 Housing Units
Acquire rental units to maintain affordability	50 Housing Units
<b>Owner Housing Objectives</b>	
Provide down payment/closing cost assistance to lower-income households to purchase their first home	100 Households
Provide an owner-occupied rehabilitation loan program to lower-income homeowners	100 Households
Produce housing units for owner occupancy	100 Housing Units
<b>Infrastructure Objectives</b>	
Public improvements in targeted lower-income areas that may include curbs, gutters, sidewalks; storm drainage; and sanitary sewer systems	2 Infrastructure Improvement Projects
<b>Public Facility Objectives</b>	

**Table 2: 2010–2015 Objectives and Performance Measurements**

Objective	Expected Number
Renovation of existing facilities to maintain or expand operational levels that may include park improvements, lighting and landscaping	5 Facilities
Renovation of recreational facilities for lower-income youth	2 Facilities
<b>Economic Development Objective</b>	
Micro-enterprise loan program	4 Businesses



# Strategic Plan

## 1

## Mission

It is the mission of San Joaquin County (County) to provide a healthy environment that supports, develops, and maintains viable communities in the urban county by providing decent and affordable housing, suitable living environments, and expanded economic opportunities for low- and moderate-income persons and special populations.

The objectives of the 5-Year Strategy are the following:

1. Meet the housing needs of low- and moderate-income households to:
  - increase the supply of housing affordable to low- and moderate-income households;
  - maintain safe and sanitary housing for low- and moderate-income households;
  - ensure long-term affordability of units for low- and moderate-income households;
  - promote homeownership;
  - increase the resources available to address housing-related needs identified in the San Joaquin County Consolidated Plan (Consolidated Plan) within the Urban County area; and
  - to increase the ability of community-based housing organizations (nonprofit and for-profit) to implement housing projects and programs in collaboration with Urban County jurisdictions.
2. Address infrastructure and public facility inadequacies in low- and moderate-income neighborhoods to eliminate the physical barriers that deny access to public and community facilities and places to those with limited mobility.
3. Expand availability of quality public services to low- and moderate-income persons to:
  - provide essential social services, such as food and clothing, crisis intervention, antigang alternatives, and day care and recreational opportunities to low- and moderate-income persons; and

- encourage economic development activities to create and retain jobs, especially in downtown areas that need physical revitalization and have stagnant rental and high vacancy rates.
4. Meet the housing and supportive services needs of the homeless and other special needs groups to:
- provide shelter for the homeless;
  - provide support services and facilities for:
    - a. the homeless,
    - b. persons threatened with homelessness,
    - c. persons with special needs, and
    - d. lower-income households; and
  - increase the supply of transitional housing.



## General Questions

1. Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed.
2. Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a)(1)) and the basis for assigning the priority (including the relative priority, where required) given to each category of priority needs (91.215(a)(2)). Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.
3. Identify any obstacles to meeting underserved needs (91.215(a)(3)).

# 1

## Geographic Area

The San Joaquin County Consolidated Plan Planning Area, also known as the Urban County, comprises the unincorporated portions of San Joaquin County and the cities of Escalon, Lathrop, Manteca, Ripon, and Tracy (Appendix A, "Planning Area Map"). The cities of Stockton and Lodi are separate entitlement communities and develop their own consolidated plans. In June 2008 and effective July 2009, the City Council of Lodi took action to withdraw from the Urban County and to pursue status as an entitlement community with the U.S. Department of Housing and Urban Development (HUD). Because this action was so recent, much of the Urban County data still includes Lodi. The Planning Area is located just east of the San Francisco–Oakland metropolitan region and northeast of the San Jose–Silicon Valley area. The Planning Area is bordered to the north by Sacramento County; the east by Stanislaus, Calaveras, and Amador Counties; and the south by Stanislaus County. Positioned at the heart of California's rapidly urbanizing Central Valley, the entire County is a focal point of an area that many forecasters believe will be the fastest growing region in the State of California in the coming decades.

State Route 99 and Interstate 5, two of the state's major north-south roadways, pass through the County, offering excellent access in both of these directions. Interstates 205 and 580 provide direct connections to the San Francisco Bay Area to the west. The presence of three transcontinental railroads, Amtrak Service, an intercity bus line, a metropolitan airport, and a port with access to the Pacific Ocean makes the County strategically located to continue its major role in intra- and interstate trade. This regional transportation network in conjunction with relatively lower land costs has attracted industrial development that is unrelated to

agriculture. Historically, food processing has been one of the area’s largest manufacturing activities. Now durable goods, including electronics manufacturing, are being emphasized.

The increasingly close ties to the San Francisco Bay Area, the Sacramento metropolitan area, and the larger Central Valley, have resulted in more interregional travel and have strained the County’s roadways. Several deficiencies in the circulation system have become evident in recent years. Projections for the current four-lane Interstate 205 indicate that it will need to be widened to eight lanes or more to handle additional commuters crossing the Altamont Pass every day. Growth has burdened the wastewater treatment systems and water supplies in the County, and the ability to upgrade and expand water supply systems and wastewater treatment plants to accommodate the new growth has been greatly hampered by their high costs. If the County is to sustain this growth and achieve a more diversified economic base, new financial and regulatory mechanisms must be established to ensure timely and cost-efficient provision of, and improvements to, the County’s infrastructure.

## **2 Basis for Allocating Funding**

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### **Geographic Allocation**

Each year the County receives an annual allocation of Community Development Block Grant (CDBG), HOME Investment Partnership (HOME), and Emergency Shelter Grant (ESG) funds from HUD. The amount that is available depends on the amount of funds appropriated by Congress. Over the past five years, San Joaquin County has received an average of \$5.3 million per year of funding under the Consolidated Plan. However, the annual allocation from HUD has declined each year, from about \$6 million in the 2005–2006 federal fiscal year to about \$4.3 million in the 2009-2010 fiscal year (HUD, 2009). Approximately half of these funds will be passed through to the cities of Escalon, Lathrop, Manteca, Ripon, and Tracy during this Consolidated Plan period.

CDBG, HOME, and ESG funds are awarded to projects and programs on a competitive allocation basis. A Notice of Funding Availability (NOFA) is sent to jurisdictions, public agencies, affordable housing developers, community-based organizations, and interest groups active in the urban county area. Each participating jurisdiction conducts a separate public allocation process. Projects are reviewed and funding allocations are made based on several criteria, including the project’s ability to reach and serve its target population. Consideration is given to project location to ensure that funds are allocated throughout the Planning Area while services are directed to those areas and persons with the greatest need.

In designing this plan, the County adhered to the three primary HUD statutory goals to:

- **Provide Decent Housing:** This goal includes assisting homeless persons in obtaining affordable housing, retaining affordable housing stock so that permanent affordable housing is available to lower-income residents without discrimination, and increasing supportive housing with structural features and services that enable persons with special needs to live in dignity.
- **Provide a Suitable Living Environment:** This goal includes improving the safety and livability of neighborhoods; increasing access to qualified facilities and services; reducing the isolation of income groups within areas by deconcentrating housing opportunities and

revitalizing deteriorating neighborhoods; restoring and preserving natural and physical features of special value for historic, architectural, or aesthetic reasons; and conserving energy resources.

- **Expand Economic Opportunities:** This goal includes creating jobs accessible to lower-income persons, providing access to credit for community development that promotes long-term economic and social viability, and empowering lower-income persons to achieve self-sufficiency in federally assisted and public housing.

Underlying all expenditures is the benefit to low- and moderate-income persons, including very low- and extremely low-income persons, as defined by federal consolidated planning regulations<sup>1</sup>. The preparation of this Consolidated Plan was conducted in a collaborative manner with input from citizens, community-based organizations, and other local jurisdictions.

Assistance within the Planning Area will be targeted to populations residing in areas of lower-income and minority concentrations. Refer to Appendix B of the Consolidated Plan, which contains maps of these areas.

## Priority Needs

The 5-Year Strategic Plan was also developed in accordance with the following more specific goals:

- elimination of slums and blight;
- elimination of conditions that are detrimental to health, safety, and public welfare;
- conservation and expansion of the County's housing stock;
- expansion and improvement of the quantity and quality of community services;
- better utilization of land and other natural resources;
- reduction of the isolation of income groups within communities and geographical areas;
- restoration and preservation of properties of special value;
- alleviation of physical and economic distress; and
- conservation of the nation's scarce energy resources.

Priorities will be assigned locally based on the established need and the urgency of the need, which in turn were based on identified gaps in service as set forth in the HUD tables.

The County has two committees—the Technical Advisory Committee (TAC) and a Policy Advisory Committee (PAC)—that report to the city councils and the San Joaquin County Board of Supervisors, respectively, who are involved in the allocation and use of HUD funds.

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<sup>1</sup> Low and moderate income" is defined as a household whose income does not exceed 80 percent of the median family income (MFI) for San Joaquin County. Very low income is defined as at or below 50 percent of the median income. Extremely low income is defined as at or below 30 percent of the median income for the area as determined by HUD.



This structure has been modified as needed for other cooperative ventures, including preparation of the Consolidated Plan.

The TAC comprises a representative of each of the cities in the Planning Area and the County's professional planning or administrative staff. The members present needs from their jurisdictions and make recommendations for the allocation of their share of HUD funds. For the preparation of the Consolidated Plan, this process was augmented by making regular contact with representatives of the Housing Authority of the County of San Joaquin (HACSJ) and the San Joaquin County Mental Health Services and Human Services Agency.

The PAC consists of one elected official from each city in the Planning Area and two elected officials from the County. The PAC meets with representatives from the TAC, reviews their recommendations, and takes them to their respective full bodies for action.

The allocation of HUD funds in the Planning Area is the result of independent decisions made by each of the cities and by the County. While County staff reviews these decisions to ensure their appropriateness under HUD standards, each jurisdiction has its own internally set goals determined by the professional assessment of staff and the input of elected officials who know the preferences of their constituents. Within this process each jurisdiction also makes its own decisions about contracts with nonprofit organizations overseen by County staff.

### **3 Obstacles Meeting Underserved Needs**

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The primary obstacle to meeting underserved needs is availability of funding. The availability of funding from both federal and state sources is a primary determinant in the ability of the local jurisdictions to address identified needs. The needs far exceed the ability of these programs to make any significant impact, which is why the County continues to fund the same type of housing and nonhousing activities each year. Federal funding of housing and community development programs has been reduced in recent years, and more reductions are anticipated in the future. Budget problems experienced by the State of California have affected state funding of programs.

Three primary factors contribute to the lack of affordable housing:

- (1) difficulty in obtaining credit and financing by homebuilders and/or homebuyers,
- (2) the growing difficulty of homebuyers to obtain purchase financing, and
- (3) public concerns about the development of housing, particularly lower cost housing at higher densities, which further restricts its supply.

To address these obstacles, the County jurisdictions fund a number of projects and programs directed at meeting the underserved housing needs. Programs include allocating funds to housing developers for the development of affordable housing supporting nonprofits in their efforts to provide transitional housing and rental assistance, and providing downpayment assistance to low-income homebuyers.



## Managing the Process (91.200 (b))

1. Lead Agency. Identify the lead agency or entity for overseeing the development of the plan and the major public and private agencies responsible for administering programs covered by the consolidated plan.
2. Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.
3. Describe the jurisdiction's consultations with housing, social service agencies, and other entities, including those focusing on services to children, elderly persons, persons with disabilities, persons with HIV/AIDS and their families, and homeless persons.

\*Note: HOPWA grantees must consult broadly to develop a metropolitan-wide strategy and other jurisdictions must assist in the preparation of the HOPWA submission.

# 1

## Lead Agency

San Joaquin County has designated its Community Development Department, which administers the programs on its behalf, to serve as the lead agency for preparation of the Consolidated Plan. The Consolidated Plan was prepared by staff from the Community Development Department's Neighborhood Preservation Division with the assistance of a consulting firm and staff from the cities of Escalon, Lathrop, Manteca, Ripon, and Tracy. Staff from the County's Human Services Agency, Public Health Services, and San Joaquin General Hospital and Mental Health Services, along with staff from the HACSJ, also provided significant assistance in the preparation of this document. County staff also had several meetings and shared information with staff from the City of Stockton during the preparation of the Consolidated Plan. The San Joaquin County Continuum of Care Committee, which in addition to some of the organizations mentioned above includes representatives from the County's homeless shelters and service providers, also provided input.

To enhance coordination between public and private providers of housing and other related service, as well as among the various governmental agencies noted in the previous paragraph, the Community Development Department has built upon relationships established during development of other housing-related planning documents, including the 2005 Consolidated Plan, the Housing Element, and the Continuum of Care. These

relationships consisted of both written contacts and face-to-face meetings, both public and informal, with both public and private sector agencies and service providers. Public agencies and documents were generally consulted to generate data and update previously provided information, such as contacting many of the seventy agencies that participated in the development of the previous consolidated plan and are listed in the resources section of this Consolidated Plan's "Housing and Community Development Strategic Plan" chapter. The latter, generally taking the form of informal meetings between staff and occasional formal public hearings, were used to review draft documents and receive public comments on those documents, respectively. Additional information regarding coordination is contained in the remaining paragraphs in this section of the document and in the chapter of the Consolidated Plan titled "Citizen Participation."

The San Joaquin County Community Development Department (CDD), as administrator of the Urban County CDBG, HOME, and ESG programs, coordinates and consults with other program providers; federal, state, and local government entities; nonprofit and for-profit entities; professional organizations; interest groups; and other parties interested in the implementation of federal programs.

In pursuit of increased communication and coordination, CDD staff will continue to participate in periodic meetings with the City of Stockton and HACSJ staff, continue conducting quarterly meetings of Urban County jurisdiction staff, continue participation in the Central Valley Housing Agency consortium, continue outreach and information sharing with other county agencies serving similar clientele, continue involvement in the Stockton Area Loan Pool Committee, and continue facilitating the Homeless Consortium.

## **2** **Plan Development Process**

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The plan development process began in January 2010 with a series of stakeholder workshops. Comments received at these meetings as well as survey responses returned in January 2010 provided the County with some initial direction. City departments were consulted to ascertain current funding priorities. The County's annual action plans and CAPERS were used to further inform the planning efforts.

The statistical data contained in this plan was derived from many sources, including 2006–2008 American Community Survey data (U.S. Census Bureau 1990, 2000) and Comprehensive Housing Affordability Strategy (CHAS) databases taken from the 2000 Census; various city departments; various agencies of San Joaquin County; the California Department of Finance, Employment Development, and Health Services; and national, state, and local nonprofit organizations.

To foster coordination among housing and other related service providers within the Urban County in identifying and meeting the local community needs, County staff invited service providers to the stakeholder meetings and asked them to complete a service provider survey. These organizations also surveyed residents and clients. The comments and suggestions from organizations and clients were weighted in consideration with citizen-identified community needs and the target priorities for lower-income areas set in the Board of Supervisors and respective City Councils.

As mentioned in General Question #2, the TAC comprises a representative of each of the cities in the Planning Area and the County's professional planning or administrative staff. The

members present needs from their jurisdictions and make recommendations for the allocation of their share of HUD funds.

The following agencies and organizations were contacted to provide input in the development of this Consolidated Plan:

### **Government Agencies**

- San Joaquin County
  - Community Development Department
  - Public Works Department
  - Behavioral Health Department
  - Public Health Department
  - Human Services Agency
- City of Stockton
- City of Escalon
- City of Lathrop
- City of Manteca
- City of Ripon
- City of Tracy

### **Homeless Service Providers**

- Greater Stockton Emergency Food Bank
- Second Harvest Food Bank
- South County Crisis & Educational Center
- Stockton Shelter for the Homeless
- Dignity's Alcove, Inc.
- Archway Shelter
- Gospel Center Rescue Mission
- McHenry House
- Lodi House

### **Youth and Family Service Providers**

- Boys & Girls Club of Manteca
- Boys & Girls Clubs of Tracy
- VBR Foster Family Agency  
Give Every Child a Chance
- Family & Youth Services of San Joaquin County

### **Housing Organizations**

- Visionary Home Builders
- San Joaquin Fair Housing
- Housing Authority of the County of San Joaquin

### **Senior and Community Service Providers**

- San Joaquin County Human Services Agency
- Department of Aging & Community Services
- Haven of Peace
- DRAIL
- Lutheran Social Services
- HOPE Interfaith Ministries
- Tracy Interfaith Ministries
- STAND
- Tracy Volunteers Community Services
- Women’s Center of San Joaquin County
- St. Mary’s Interfaith Community Services
- Ray of Hope, Inc.
- Central Valley Low Income Housing Corporation CVLIHC

### **Substance Abuse Service Providers**

- New Directions Alcohol and Drug Awareness Program
- San Joaquin County Behavioral Health Services

## **3**

## **Consultations**

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Federal regulations include the requirement that a jurisdiction consult extensively with community service providers, other jurisdictions, and other entities with a potential interest in or knowledge of that jurisdiction’s housing and nonhousing community development issues, as part of the Consolidated Plan development process. The primary methods by which the County and its participating cities consulted with service providers were through focus-group meetings and service provider questionnaires. Service providers that attended the meetings and/or provided feedback through the service provider questionnaires included:

- Head Start Child Development Council
- Gospel Center Rescue Center
- Visionary Home Builders of California
- San Joaquin County Behavioral Health Services
- V.B.R. Foundation, Inc
- Lutheran Social Services
- Family and Youth Services of San Joaquin County
- St. Mary’s Interfaith Community Services
- Alcohol and Drug Awareness Program DBA New Directions
- Dignity’s Alcove, Inc
- Stockton Shelter for the Homeless
- Tracy Interfaith Ministries



## Citizen Participation (91.200 (b))

1. Provide a summary of the citizen participation process.
2. Provide a summary of citizen comments or views on the plan.
3. Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.
4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.

\* Please note that Citizen Comments and Responses may be included as additional files within the CPMP Tool.

# 1 Summary of the Citizen Participation Process

The Citizen Participation Plan was first developed by staff of the County's Community Development Department and representatives from each of the six jurisdictions in 1985 and modified throughout the years to enhance citizen participation. The Citizen Participation Plan provides a framework and the process by which the County's consolidated planning efforts comply with the citizen participation requirements issued by HUD. The *Citizen Participation Plan* contains the required elements listed in the consolidated plan regulations at 24 Code of Federal Regulations (CFR) 91.105.

As an entitlement community, San Joaquin County receives annual grant funding from the CDBG, HOME, and ESG programs to assist in housing and community development needs. The citizen participation process will educate the public on the purpose of the three grants and the process that the County will use to secure them. Through implementation of this *Citizen Participation Plan*, the public will be afforded the maximum feasible opportunity to provide input on housing and community development needs, issues and problems affecting extremely low-, very low-, and low-income persons. Also, the public is encouraged to develop project proposals, give input to project selections and funding distribution, and participate in the implementation of funded activities.

# Elements of the Citizen Participation Plan

The following objectives have been incorporated into the County's Consolidated Plan:

## Participation

Provide for and encourage citizen participation, with particular emphasis on participation by extremely low-, very low-, and low-income individuals and groups, particularly those living in slum and blighted areas and in areas where federal funds are used for or are proposed to be used; and for the participation of minority and non-English-speaking residents, as well as persons with disabilities. Community input will be gathered through a variety of methods such as community meetings, surveys, and other appropriate forums, regarding funding priorities for services provided by community and faith-based organizations.

The County will also consult with other public and private agencies that provide assisted housing, health services, and social and fair housing services, as well as businesses, developers and community organizations, during the preparation of the Consolidated Plan. This consultation will consider other resources available that may be available to address the needs of the chronically homeless.

## Access to Meetings

Conduct public meetings throughout the development process of the Consolidated Plan to obtain citizen response to identifying the housing and community developments needs within the communities. Public meetings shall be held after adequate notice as determined by federal regulations and at times and locations convenient to potential and actual beneficiaries, with accommodation for persons with disabilities and non-English-speaking residents.

The community outreach and participation process involved focus group and community meetings, service provider questionnaires, and resident surveys distributed by e-mail and participating organizations. Four service provider meetings were conducted during January 2010 on the following topics: housing needs (including public housing needs), homeless needs, community development needs (including economic development needs), and nonhomeless special needs. Appendix D summarizes comments from these meetings.

Attendees included representatives of public agencies and nonprofit organizations and individuals interested in the Consolidated Plan. The meetings were a joint County/City of Stockton effort. The City and County invited stakeholders specific to their service areas. The County sent surveys and meeting invitations to the following organizations:

- Visionary Home Builders
- San Joaquin County Human Services Agency
- Department of Aging & Community Services
- San Joaquin Fair Housing
- Boys & Girls Club of Manteca
- Greater Stockton Emergency Food Bank
- Housing Authority of the County of San Joaquin

- Second Harvest Food Bank
- South County Crisis & Educational Center
- Haven of Peace
- New Horizons-Alcohol & Drug Awareness Program
- Boys & Girls Clubs of Tracy
- HOPE Interfaith Ministries
- Tracy Interfaith Ministries
- STAND
- McHenry House
- Archway Shelter
- Family & Youth Services of San Joaquin County
- Stockton Shelter for the Homeless
- St. Mary's Interfaith Community Services
- Women's Center of San Joaquin County
- Gospel Center Rescue Mission
- Lodi House
- Give Every Child a Chance
- Tracy Volunteers Community Services
- Ray of Hope, Inc.
- VBR Foster Family Agency
- CVLIHC
- Lutheran Social Services
- DRAIL
- Dignity's Alcove, Inc.

The Board of Supervisors adopted the Consolidated Plan during a public hearing on May 11, 2010. No public comments were received during this hearing.

## **Access to Information**

Provide citizens, public agencies, and all other interested parties with reasonable and timely access to information and records relating to the CDBG, HOME, and ESG entitlements including: the amount of funds available, proposed and approved uses of funds, program requirements, anti-displacement policy, and benefit of proposed CDBG, HOME, and ESG activities for extremely low-, very low-, and low-income persons.

## **Technical Assistance**

Provide technical assistance within the capability of the County's Community Development Department and the designated representative from each jurisdiction to groups representing persons of extremely low-, very low-, and low-income persons, governmental agencies, and individuals as far as practical, in developing proposals for Consolidated Plan activities, as well as to those wishing additional information. Technical assistance received from HUD in the form of comments on documents and other submissions will be incorporated into subsequent documents and provided at future public hearings.

## **Public Hearings**

For all documents requiring adoption by the San Joaquin County Board of Supervisors, two public hearings, meeting the following requirements, will be held:

- at a time and in a location that is convenient for people who might or will benefit from program funds,



- accessible to people with disabilities, and
- adequately publicized.

The hearings will be scheduled to obtain the views of citizens, public agencies, and other interested parties and will respond to proposals and comments at all stages of the Consolidated Plan development process. The latter will be accomplished by identifying housing and community development needs, reviewing proposed uses of funds, and reviewing program performance. The County will hold at least two public hearings during each program year cycle, including at least one of which will be held before the proposed Consolidated Plan document (either the actual Consolidated Plan or future annual amendments) is published for comment.

## **Publishing the Plan**

Publish all proposed Consolidated Plan documents on the County's Web site ([www.sjgov.org](http://www.sjgov.org)) so that affected citizens have sufficient opportunity to review it and provide comments. The requirement will also be met by publishing a summary of the proposed consolidated document in one or more newspapers of general circulation and making copies of the proposed document available at advertised libraries, government offices, and in public places. Any summary will describe the contents and purpose of the consolidated document, along with a list of the locations where copies of the entire document may be examined.

## **Comments**

Prior to the submittal of documents, citizens will be provided a minimum thirty-day period in which to comment on the draft document. The County will consider the views of citizens, public agencies, and other interested parties—both written and oral—in preparing the final Consolidated Plan and attach a summary of such comments to the final submission to HUD. The summary will include a written explanation of comments not accepted and the reason why these comments were not accepted.

The public will also be given an opportunity to comment on annual performance reports that are prepared and submitted to HUD. A minimum 15-day comment period on all draft performance reports will be preceded by the publishing of a public notice as described above. All written comments, as well as oral comments received during any public hearings on draft performance reports, submitted during the comment period will be considered during preparation of the final performance report. A written summary of comments received and responses will be attached to the performance report that is submitted to HUD.

Prior to the submission of any substantial change in the proposed use of funds, which is defined as the reallocation of 10 percent or more of total annual CDBG, HOME, or ESG funds from one eligible use to another, citizens and other interested parties will be given a 2-week notice period prior to a minimum 30-day comment period to submit written comments on the proposed substantial amendment to the Consolidated Plan. The noticing procedures will be consistent with the procedures previously described and the comments received will be processed according to the procedures described above in "Comments."

## **Timely Response to Written Complaints**

Complaints from citizens and interested parties relating to the Consolidated Plan, substantial amendments, and performance reports shall be directed to: the Neighborhood Preservation Division at the CDD, 1810 E. Hazelton Avenue, Stockton, CA 95205, in writing, along with the name of a contact person and a mailing address for the response. A written response to each complaint shall be prepared and returned to the contact person within fifteen working days, unless not otherwise practical. In the event that a response will not be prepared and returned within that period of time, the Community Development Department will notify the contact person in writing to identify the reason for delay and the anticipated date for preparation and return of the written response.

## **2 Summary of Citizen Comments**

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Appendix D of this document provides a summary of comments by citizens made during several public meetings. The following is a sample of some of the comments:

- Homelessness has expanded to include people living with friends or family members.
- There needs to be creative methods to provide housing, both temporary and permanent.
- Permanent assisted and supportive housing is a high priority.
- Connecting people with services for which they are eligible is very important.
- Addressing mental health issues is an important part of providing services.
- It's difficult to deal with housing when people don't have jobs. Many types of work are no longer available because of job loss and the loss of odd jobs.
- There is a need to provide services and housing for youth just out of foster homes.

## **3 Summary of Efforts to Broaden Public Participation**

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As discussed in the response to Item #1 above, the County and City of Stockton cosponsored a series of service provider meetings that solicited input from various special needs groups on housing and nonhousing community development needs. These groups were listed above. In addition, the County invited organizations and individuals to submit surveys and other comments to contribute to the creation of the Consolidated Plan. The County also sent Spanish language surveys.

## **4 Comments Accepted**

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The County accepted all comments on the Consolidated Plan.



## Institutional Structure (91.215 (i))

1. Explain the institutional structure through which the jurisdiction will carry out its consolidated plan, including private industry, non-profit organizations, and public institutions.
2. Assess the strengths and gaps in the delivery system.
3. Assess the strengths and gaps in the delivery system for public housing, including a description of the organizational relationship between the jurisdiction and the public housing agency, including the appointing authority for the commissioners or board of housing agency, relationship regarding hiring, contracting and procurement; provision of services funded by the jurisdiction; review by the jurisdiction of proposed capital improvements as well as proposed development, demolition or disposition of public housing developments.

### 1

## Institutional Structure

The San Joaquin County Board of Supervisors must adopt the Consolidated Plan and the document must, in turn, be approved by HUD before implementation of the goals and objectives of the document's first-year action plan. The Board delegated the responsibility of preparing and implementing the Consolidated Plan to the County's Community Development Department because of its experience with development of the last consolidated plan and because it has been administering HUD programs in San Joaquin County since 1985.

The remaining players on the "delivery team" consist of participating cities and public agencies with ongoing responsibilities for providing housing and related services and private agencies receiving HUD funds. Those public and private agencies are identified later in this document in the section entitled "Housing and Community Development Strategic Plan." Monitoring for compliance with the goals and objectives of the Consolidated Plan will be the primary responsibility of the Community Development Department, with selected monitoring to be undertaken by specific public- and private-sector agencies.

The strengths of the delivery system are related to the fact that the responsible public agencies have been involved in program administration and implementation since 1985. If there is a weakness in the delivery system, it would involve the previous lack of direct communication between public and private service providers. In addition, both the public and private sector agencies previously involved in the delivery of services have been unaware of the functions of and services provided by the other. There is an ongoing effort to address this shortcoming by the creation and publishing of an extensive listing of public and private service providers. The problem has been further addressed by the continued discussions between the two groups during the preparation of the 2005–2010 document, this document, and by the fact that the completed document has been and will be readily available to service providers throughout the County. In particular, coordination of homeless shelter and services has been enhanced through the Community Coalition on Homelessness Interagency Council, comprised of representatives of local public agencies, nonprofit homeless service providers, youth service agencies, and business and employment groups, among others.

### San Joaquin County

The County has identified a number of constraints to development, in general, and providing affordable housing, in particular. These include inter- and intragovernmental coordination, consistency of the process, duplication of permit and inspection services, the cost of streamlining, impact fees, lack of coordination between state departments, new regulations, and California Environmental Quality Act (CEQA) evaluation. Those items that are beyond the ability of the County to influence (e.g., lack of coordination between state departments, new state regulations, and required CEQA evaluation) have been noted and the nature of the problems affecting the County have been outlined to the state. The problems relate to the inconsistent application of state regulations by different agencies and personnel in those agencies, lack of timely response by the state to requests for information and comment, and detachment of state personnel from the process and as a result they are insulated from complaints about regulations and functions. The County will be amending its Zoning Ordinance to reserve multifamily zones for multifamily housing only. Those constraints over which the County has influence are included in the 5-Year Strategic Plan and are discussed in the following paragraphs.

### Inter- and Intragovernmental Coordination

In spite of its efforts to consolidate permitting authority into a single authority in a single place, a number of County and non-County (school, fire, water, and sewer districts) agencies have chosen not to participate in the process. For that reason, the concept of “one-stop” permitting remains a somewhat elusive goal. Efforts to improve the efficiency of and bring more agencies into a process that streamlines and expedites permitting will still be made, however, only through continued work by County administrative staff working in conjunction with representatives of the permitting authorities.

## **Strengths in the Organizational Structure**

The above-described organization structure has a number of positive attributes, including:

**Autonomy in decision making.** Each individual city is best able to assess its own needs. The County, in turn, has a comprehensive view of the unincorporated portion of the Planning Area, as well as first-hand understanding of the health and human welfare needs of the entire population, because it is the principal provider of these types of services.

**The development of relationships and joint ventures between governmental and nonprofit agencies.** Contracts with nonprofit organizations result in the blending of public and private funds, resulting in a maximizing of benefits within the Planning Area. This process also leads to fuller cooperation and increased understanding of the mutual challenges faced by both the private and public sectors. It is notable that over the last several years it has frequently been the case that several governmental entities contributed CDBG funds to a nonprofit organization providing services throughout the County, including the Senior Services Agency's Meals and Meals-on-Wheels programs and the San Joaquin Food Bank, which gathers and distributes food to agencies serving the poor throughout the County. Such "pooling" of funds and other resources has been more important and necessary to enable agencies to complete their capital projects and meet program goals within a shorter time frame; thereby improving their ability to be responsive to community needs.

**The creation of effective public-private partnerships.** The process results in the flexibility to leverage non-County public and private sector investments in affordable housing, housing acquisition, and rehabilitation programs. The process has also resulted in the involvement of private-sector lending institutions in the construction, bridge financing, and permanent financing of affordable housing units in the Planning Area.

## **Weaknesses in the Organizational Structure**

A number of weaknesses, or gaps, have also been identified in the way this system is currently operating. The following actions should be considered to improve effectiveness of program.

**Coordinate decision making.** Funding decisions, because they are made independently by each jurisdiction, may not have the benefit of a full assessment of the needs of the wider community, or Planning Area. Certain needs could be overlooked or not given their due importance.

**Expansion of outreach.** Many local nonprofit organizations do not access the system. As a result, a fairly limited number of nonprofit organizations have applied for HUD funds within the last several years. More nonprofits have become aware and involved in HUD programs recently, however more awareness is necessary.

**Improve timely implementation of projects.** Recently, some jurisdictions have had difficulty implementing their federally funded projects in a timely manner. There are several reasons for this, including the following:

- Many of the funded projects include funding from multiple sources. It has proven to be difficult coordinating the availability of this funding at the same time.

- Loss of staff. Overall loss in staff from County departments and within private nonprofit organizations make implementation of programs more difficult and challenging.
- “Banking” of funds. To fund large projects, some jurisdictions must utilize several years’ worth of allocations, thereby leaving funds sitting for several years from the time that a project was initially funded.
- The development of housing projects often takes 3-5 years from conception to completion.

Discussions have begun to identify methods to allow projects to be implemented more quickly. One alternative includes allowing funds to be transferred between jurisdictions on a short-term basis to allow projects that are in need of additional funding to “borrow” against future allocations.

**Expand availability of technical assistance.** The system needs to include an outreach and education component for private for-profit and nonprofit developers. There is also a need on the part of service providers for additional program information, training, and technical assistance. Progress has been made but more is required.

**Advocate for changes in Federal regulations that discourage interagency cooperation.** The current system of distributing HUD funds can encourage agencies to be grant-driven in their direction, rather than basing their programs primarily on their own assessment of needs. The result is often an agency-by-agency, or grant-by-grant, approach to dealing with community problems, including homelessness. More broad-based grants which allow greater flexibility would encourage a more accurate response to community needs.

**Partnerships needed.** Ways need to be found to encourage public/private partnerships, including joint ventures between for-profit and nonprofit housing developers.

**Expand interagency communication.** A number of nonprofit organizations provide supportive housing and housing-related services; however they are not always included in this institutional structure because no funding links connect them to the local government entities who are responsible for the Consolidated Plan. Communication with them needs to be enhanced.

## **Actions to Eliminate Weaknesses in the System**

In order to effectively deal with the gaps in this delivery system and develop a comprehensive plan to meet our needs in the Planning Area, strategies to correct them must be formulated and agreed upon by the TAC and PAC. A system to better assess the needs of the entire Planning Area also needs to be developed in order to facilitate decisions regarding priorities and the distribution of funds. To gain a broader and clearer understanding of needs and possible solutions, both the cities and the County should continue to solicit the input and participation of the County’s Mental Health and Social Service professionals, as well as from private organizations that work with the homeless, those in danger of becoming homeless, and those populations with special housing needs. This information would be complemented by the cities’ first-hand knowledge of their own particular community needs and possible avenues for interagency coordination.

In line with improving coordination of services and resources within the County, the County often works in conjunction with the City of Stockton in sharing resources such as GIS mapping capabilities, sharing public agency programs such as Mental Health Services, private nonprofit service providers and affordable housing developers and consultation on strategies. The County meets with the City to coordinate the use of HOME and CDBG funding in neighboring geographic areas. In addition, the County and City of Stockton collaborate to obtain funds for the County such as jointly applying for NSP Funds.

The PAC and TAC will, therefore, continue to reassess their roles and membership in order to further strengthen, coordinate, and integrate the priority-setting and decision-making structure. Following the completion of the Consolidated Plan, both groups will meet to begin to recommend changes to accomplish the following goals:

- to further develop and utilize the PAC's role in formulating the policies and setting guidelines for the allocation of HUD funds,
- to develop closer coordination between policy makers and the Technical Advisory Committee, resulting in increased participation by the community and a broader base of information being made available to the PAC members, and
- to establish a mechanism by which the TAC receives information on an ongoing basis from the San Joaquin Continuum of Care Committee on the principal needs of the homeless, those in danger of becoming homeless, and those with special housing needs (the information received can be formulated into preliminary priorities to be presented to the Policy Advisory Committee for consideration).

It will be the role of the two committees to analyze community needs, establish priorities, develop descriptions of the types of programs to be funded, and recommend the percentage of funds to be allocated to each type of program and each geographic area. While the PAC and TAC now meet primarily to determine the allocation of funds, they would need to meet more regularly to perform other related functions: making decisions on which grant programs should be pursued, analyzing how best to bring resources to bear on the most significant identified needs; considering how to coordinate the provision of services, while at the same time minimizing overhead and duplication of administrative actions; and deciding how to encourage citizen participation.

The lines of communication that were first developed and utilized during preparation of the CHAS and that have continued to evolve during development of multiple consolidated plans will remain an important link between governmental agencies and community organizations that provide housing and related services to the homeless, to those in danger of becoming homeless, and to other populations with special housing needs.

### **3** **Strengths and Gaps in Public Housing Delivery System**

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The Housing Authority of the County of San Joaquin (HAC SJ) is governed by the Board of Commissioners, composed of a seven-member board of locally appointed commissioners and an executive staff who implement and manage the County's mandates.

The HACSJ, in its PHA *Five-Year Plan for Fiscal Year 2005–2009*<sup>2</sup>, outlined its capital improvements plans. Refer to the “Needs of Public Housing and the Public Housing Strategy” sections of this document for a description of the proposed capital improvements.

In its 5-year plan, the HACSJ states the following goals (Kauss, Barbara, 2010):

- Expand the supply of assisted housing.
- Improve the quality of assisted housing.
- Increase assisted housing choices.
- Provide an improved living environment.
- Promote self-sufficiency and asset development of assisted households.
- Ensure equal opportunity and affirmatively further fair housing.
- Educating all residents and program participants about their right to fair housing.

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<sup>2</sup> HASJC will develop an updated 5-year plan (2010-2015) during summer of 2010.





## Monitoring (91.230)

1. Describe the standards and procedures the jurisdiction will use to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.

### 1

## Monitoring

It is the County's intent to monitor all subrecipients of HUD program funds on a regular basis. Monitoring will occur to ensure statutory and regulatory requirements are being met and that information submitted to the County is accurate and complete.

An agreement will be executed with all subrecipients that will clearly state the project scope of work, performance measurement standards, reporting requirements, drawdown requirements, applicable federal requirements, etc. The monitoring process will emphasize on-site field visits, desk audits, open communications and assistance to subrecipients to create good data collection and reporting system.

Specifically, the objectives of the County's monitoring program will be as follows:

1. To determine if a subrecipient is carrying out its program and its individual activities, as described in the application and the subrecipient Agreement.
2. To determine if a subrecipient is carrying out its activities in a timely manner, in accordance with the schedule included in the Agreement.
3. To determine if a subrecipient is charging costs to the project which are eligible under applicable laws and CDBG regulations and reasonable in light of the services or products delivered.
4. To determine if a subrecipient is conducting its activities with adequate control over program and financial performance, and reasonable in light of the services or products.
5. To access if the subrecipient has continuing capacity to carry out the approved project, as well as other grants for which it may apply.
6. To identify potential problem areas and to assist the subrecipient in complying with applicable laws and regulations.

7. To assist subrecipients in resolving compliance problems through discussion, negotiation, and the provision of technical assistance and training.
8. To provide adequate follow-up measures to ensure that performance and compliance deficiencies are corrected by subrecipients, and not repeated.
9. To comply with the federal monitoring requirements of 24 CFR 570.501(b) and 24 CFR 85.40.
10. To determine if any conflicts of interest exist in the operation of the CDBG program, per 24 CFR 570.611.
11. To ensure that required records are maintained to demonstrate compliance with applicable regulations, monitoring will be conducted on a regular basis with special attention given to new program providers.

The HOME Investment Partnership Program Monitoring Plan is as follows:

1. Homeownership loans are reviewed every 5 years, or until a deferred loan is converted to an amortized loan. The reviews may involve on-site visits.
2. Rental projects will have on-site visits once per year whenever possible. At a minimum, however, projects involving *one to four units* will be inspected *every three years*, projects involving *five to 25 units* will be inspected *every 2 years*, and projects involving *26 or more units* will be inspected *annually*.
3. Tenant income will be verified *initially* by examining the source documents evidencing annual income for the family. In *subsequent verifications*, the County will obtain from the family *a written statement* of the amount of the family's annual income and family size, *along with a certification* that the information is complete and accurate. Sample certifications are available at the CDD.

Rental projects involving the HACSJ will have family incomes verified by obtaining annual written statements from the administrator of the HACSJ. The statements indicate tenant's family size and amount of gross annual income.

Rental projects involving tax credits will have family incomes verified by obtaining annual written statements, copies of the same statements submitted to the Tax Credit Allocation Committee (TCAC), and from the nonprofit organization managing the rental properties. The statements, at a minimum, must indicate tenant's family size, amount of gross annual income, rent and utilities.

4. Older properties will be inspected for compliance with, at minimum, applicable local codes, ordinances, zoning ordinances, the Health and Safety Code Standards, and the Uniform Housing Code. New dwellings must also meet the current Uniform Building, Plumbing, Mechanical Codes, and the National Electrical Code, in addition to the current edition of the Model Energy Code.
5. The CDD, Neighborhood Preservation Division will be responsible for all monitoring of HOME-assisted projects.

6. A Housing Quality Standard Inspection List, which is used for on-site inspections, is available at the Community Development Department. Also available is a sample notification letter used by San Joaquin County in monitoring rental property owner's compliance with local and HOME Program requirements.
7. Tracking of project monitoring is done by staff with the help of computer programs. Documentation of on-site monitoring visits and findings are accomplished by Rehabilitation Specialists during the time of the visit by filling out report forms on the individual projects. The completed reports are placed in the individual project files.
8. Failure to comply with San Joaquin County program regulations, HOME Program regulations or the terms of the HOME Program Regulatory Agreement, as recognized during the course of monitoring, may result in a finding of noncompliance, which may result in the imposition of sanctions. The sanctions, however, are reflective of the type of project monitored for compliance.

Homeowners that receive down payment assistance (the GAP Loan Program) are not penalized if their incomes rise after they are qualified for their loans. Noncompliance can only be achieved through nonoccupancy by the owner or through sale of the property. At that time, the loan becomes due and payable.

Homeowners that receive funding to rehabilitate their homes likewise are not penalized if their incomes rise after they are qualified for their loans. Noncompliance can only be achieved through nonoccupancy by the owner, through sale of the property, or some other form of title change. At that time, the loan becomes due and payable.

Homeowners that are not in compliance, whether this involves GAP loans or rehabilitation loans, will be sent warnings that their noncompliance may risk the acceleration of their loan repayment. Failure to pay the loan in full may lead to foreclosure.

Rental property owners come in two basic categories: smaller projects of one to four units and larger projects involving five or more units. In smaller projects a finding of noncompliance may be made when a unit no longer meets property standards, if a tenant's income rises above the maximum amount, if the rent charged is too high, if there is no lease in effect, and/or if there is no written tenant policy. In addition to the requirements for projects involving one to four units, projects involving five or more units must have an affirmative marketing plan.

For projects that do not currently meet the requirements of the program, a letter of noncompliance is sent to the property owner with a compliance deadline. Failure to comply by the deadline may involve one or more sanctions that could ultimately lead to foreclosure on the property to recover the funds for use in one or more similar projects.

9. Property owners whose projects involve five or more HOME-assisted housing units must have an affirmative marketing plan to attract eligible persons to the available housing without regard to race, color, national origin, sex, religion, familial status or disability. San Joaquin County's affirmative marketing requirements and procedures include:

- A. The public is informed about federal fair housing laws and the County's affirmative marketing policy through press releases, handouts and flyers bearing the Equal Opportunity logotype.
  - B. Project owners must carry out the County's affirmative marketing procedures and requirements through the use of commercial media, community contacts, and use of the Equal Housing Opportunities logotype.
  - C. For persons not likely to apply for housing without special outreach, project owners are to solicit applications in the housing market area through the use of community centers, advertisements, and any other means reported by the project owners in their marketing plans.
  - D. Records are kept regarding the County's efforts at community outreach in an advertisement file. The efforts of individual properties are kept in the individual project files.
  - E. San Joaquin County will annually assess the success of affirmative marketing through the analysis of the past year's homebuyers and the efforts made by project owners and landlords to meet their marketing goals. Corrective actions may include notification of responsibility to meet the marketing commitment, foreclosure, and possible elimination from future consideration of project funding.
10. San Joaquin County does not have a standard program agreement. Agreements vary depending on their purpose. The GAP Loan Program has a simplified agreement since it is only between the homeowner and the County and deals primarily with the owner's responsibilities to the secondary HOME Program loan involving, for example, occupancy requirements, resale, etc.

Since project owner/builders have more responsibility, involving reporting, marketing, and sales, these agreements are more complex. With larger projects involving greater than four units, the agreements are the most complex, particularly with rental and Community Housing Development Organization projects.



## Lead-Based Paint (91.215 (g))

1. Estimate the number of housing units that contain lead-based paint hazards, as defined in section 1004 of the Residential Lead-Based Paint Hazard Reduction Act of 1992, and are occupied by extremely low-income, low-income, and moderate-income families.
2. Outline actions proposed or being taken to evaluate and reduce lead-based paint hazards and describe how lead based paint hazards will be integrated into housing policies and programs, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.

### 1

## Number of Housing Units with Lead-Based Paint Hazards

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The San Joaquin County Environmental Health Department (EHD) operates the Childhood Lead Poisoning Prevention Program for all communities within the County, including Stockton and Lodi. The EHD performs environmental investigations of possible lead sources at the homes of children who have blood lead levels exceeding those established by the State Department of Health Services as part of the Public Health Services Childhood Lead Poisoning Prevention Program contract. These investigations include on-site inspections, interviews with family members, x-ray Florescence (SRF) testing of paint samples or sampling of other possible lead sources such as soil, toys, food products, and hobby materials. The EHD also notified homeowners or occupants if significant sources of lead are found, provides education, requires remediation by an approved contractor, and pursues enforcement action when necessary.<sup>3</sup>

According to the San Joaquin County Environmental Health Department (EHD), approximately six new childhood lead poisoning cases occurred in 2009 within San Joaquin County. The EHD estimates that the majority of all cases reported occur in Stockton, primarily located in the downtown area due to the area's older housing stock or in Lodi and Tracy due to the Pakistani community's use of surma, a cosmetic powder which has published reports of containing lead (Heinrich, Gail, 2010).

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<sup>3</sup> San Joaquin County Environmental Health Department, December 2004.

Of the 103,107 occupied housing units in the Planning Area, 43,354 are estimated to contain lead-based paint; 14,379 were renter occupied and 28,975 were owner-occupied. Of the renter occupied units, about 2,493 were occupied by very low-income households and 4,820 by low-income households. In other words, fifty-one percent of all renter-occupied housing units containing lead-based paint were occupied by poor households. In terms of owner-occupied housing units containing lead-based paint, very low-income and low-income households fared somewhat better (although this was more a function of their inability to afford homeownership than their wise choice of housing accommodations). Of the owner-occupied units containing lead-based paint, 933 were occupied by very low-income households and about 2,090 were occupied by low-income households. Together, these numbers account for 10 percent of all owner-occupied housing units containing lead-based paint.

## **2 Actions to Evaluate and Reduce Lead-Based Paint Hazards**

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Several agencies operating in the Planning Area are actively engaged in activities to evaluate and reduce lead-based paint hazards. The principal participants in this effort include the HACSJ, San Joaquin County Public Health Services, the Environmental Health Division of Public Health Services, and the Neighborhood Preservation Division of the CDD.

The HACSJ has an active program of evaluating and reducing lead-based paint hazards in housing units involved in the Housing Choice Voucher Program (HCVP), formerly Section 8 Rental Certificate Program. Key features of the program are summarized below:

- At the time all persons are certified for the HCVP, they are issued a “Notice to Section 8 Participants—The Danger of Lead Poisoning” form. This notice is signed by the family, with the family and the HACSJ each retaining a copy.
- If a HACSJ representative inspects a unit built prior to 1978 and finds that it has peeling or chipping paint and a child or children under the age of seven, the unit is immediately rejected for participation (or continued participation) in the Section 8 Program. If the owner of the unit still wishes to participate in the Program, he must remediate the lead-based paint hazard in accordance with HUD standards. Abatement must be performed before the Section 8 contract is executed or within thirty days of the HACSJ’s notification to the owner of the lead-based paint hazard detected at the inspection.
- If a HACSJ representative inspects a unit built prior to 1978 which has peeling or chipping paint and no children under the age of seven, the owner of the unit may be requested to remediate the lead-based paint hazard, depending on the overall condition of the unit.

The Environmental Health Division of the County’s Public Health Services (PHS) Department becomes involved in actions to evaluate and remediate lead-based paint hazards as a consequence of testing for elevated levels of lead in children’s blood. Medical reports are generated through testing at the Public Health Services clinic and from local doctors. Instances of elevated levels of lead in children result in the testing of the child’s residence for existing lead levels. Remediation, if required, is then undertaken through appropriate public health programs.

Public Health Services is currently under contract with the State of California, to perform case management activities for those children who are identified with elevated blood lead levels. The program's activities are county-wide and include all of the County's incorporated cities. The case management is directed through PHS's Lead Prevention Committee. Current members of this committee include the Health Officer, Lead Committee Coordinator, the Environmental Health Division, Nursing Division, Public Health Laboratory, Health Education, California Children's Services, Public Health Clinic, Child Health and Disability Prevention (CHSP), Women, Infants, and Children Program (WIC), and the City of Stockton's Housing Division.

The Committee reviews identified cases of childhood lead poisoning, develops protocols for investigation, assesses training needs, conducts community outreach and medical screening, targets areas for blood lead screening, and develops abatement and enforcement options for source reduction. Additional activities which will be pursued by PHS include the following: ongoing media releases concerning lead poisoning prevention programs in the County, development of protocols with all incorporated cities concerning lead-based paint source reduction, and developing a protocol for relocation of lead-poisoned children and families to a lead-safe dwelling pending lead remediation. The Committee meets quarterly to assess its progress toward the above goals and to develop strategies and plans for meeting those goals.

The Neighborhood Preservation Division becomes involved in lead-based paint hazard evaluation and reduction as a result of its involvement in housing rehabilitation activities. Housing units that are to be rehabilitated are routinely tested for lead-based paint hazards and remediated, where necessary. Using guidelines similar to those employed by the HACSJ, staff from the Neighborhood Preservation Division inspect units being considered for inclusion in one of their programs for the possible presence of lead-based paint and assess the need for remediation, based upon existing risk factors. Depending upon these factors and the results of the inspections, the Division's resources can be directed to remediation of the hazard. The Neighborhood Preservation Division also becomes involved in lead-based paint inspection and treatment through the administration of the Shelter Plus Care and Supportive Housing Programs.

New lead-based paint regulations went into effect in September 2000. The new regulations established procedures to ensure that purchasers and tenants of all HUD-associated housing constructed prior to 1978 are notified of the hazards of lead-based paint which may exist in the housing. The regulations establish lead-based paint requirements for any HUD-funded rehabilitation activity, tenant-based rental assistance, and acquisition, leasing, support services, and operations activity.

The following actions will be undertaken during the Consolidated Plan's 5-Year Strategic Plan to evaluate and reduce lead-based paint hazards:

- Ongoing testing/remediation of residences for lead-based paint hazards by San Joaquin County Public Health Services staff upon confirmation of elevated levels of lead in children's blood samples.
- Ongoing inspection of Housing Choice Voucher Program rental units by HACSJ representatives for lead-based paint hazards, with mandatory remediation of detected hazards required of owners who wish to participate (or continue participation) in the Housing Choice Voucher Program.

- Ongoing testing for lead-based paint hazards (and remediation where necessary) of housing units undergoing rehabilitation by the San Joaquin County Neighborhood Preservation Division.
- Assignment of top priority status to applications for housing rehabilitation for pre-1978 housing units which have peeling or chipping paint and a child or children under the age of seven.
- Neighborhood Preservation Staff will attend ongoing training sessions on the reduction and hazards of lead-based paint. Any changes necessary to implement the new requirements will be made.





## Housing Needs (91.205)

\*Please also refer to the Housing Needs Table in the Needs.xls workbook

1. Describe the estimated housing needs projected for the next five year period for the following categories of persons: extremely low-income, low-income, moderate-income, and middle-income families, renters and owners, elderly persons, persons with disabilities, including persons with HIV/AIDS and their families, single persons, large families, public housing residents, victims of domestic violence, families on the public housing and section 8 tenant-based waiting list, and discuss specific housing problems, including: cost-burden, severe cost-burden, substandard housing, and overcrowding (especially large families).
2. To the extent that any racial or ethnic group has a disproportionately greater need for any income category in comparison to the needs of that category as a whole, the jurisdiction must complete an assessment of that specific need. For this purpose, disproportionately greater need exists when the percentage of persons in a category of need who are members of a particular racial or ethnic group is at least 10 percentage points higher than the percentage of persons in the category as a whole.

### 1

## Estimated Housing Needs

Data for extremely low-, very low- and low-income households were provided by the CHAS data for the County prepared for HUD, based on 2000 Census data and includes the cities of Lodi and Stockton (HUD, 2000). Updated data specific to the Planning Area is not currently available and the use of countywide data provides a comprehensive look of the County's housing needs and issues. The CHAS data contain information on households experiencing housing problems, defined by HUD as overcrowding, without adequate kitchen or plumbing facilities, and paying over 30 percent of household income for housing costs (cost burden). A subcategory of cost burden is extreme cost burden, defined by HUD as paying over 50 percent of household income for housing costs.

The housing needs table (**Table 3**) in this Consolidated Plan contains the CHAS data, which provide an estimate of the number of households in need of housing assistance.

A summary of housing needs is presented below:

- **Households with Incomes Less than 30 Percent of Area Mean Income (AMI) (Extremely Low Income).** There were 23,006 households within this income category in San Joaquin

County. Of these households, 82 percent experienced housing problems. Approximately 86 percent of renter households reported having housing problems, compared with approximately 72 percent of owner households. Cost burden was the most common housing problem. Large related households, both renter and owner, experienced high rates of housing problems.

- **Households with Incomes between 30 and 50 Percent of AMI (Very Low Income).** There were 20,984 households within this income category in the San Joaquin Planning Area. Of these households, 78 percent experienced housing problems. Approximately 86 percent of renter households reported having housing problems, compared with approximately 65 percent of owner households. Like extremely low-income households, cost burden was the most common housing problem. Large related households, both renter and owner, experienced high rates of housing problems.
- **Households with Incomes between 50 and 80 Percent of AMI (Low Income).** There were 29,843 households within this income category in the San Joaquin Planning Area. Of these households, 57 percent experienced housing problems. Approximately 60 percent of renter households reported having housing problems, compared with 55 percent of owner households. Like extremely low-income households, cost burden was the most common housing problem. Large related households, both renter and owner, also experienced high rates of housing problems within this income group.

In addition, housing needs were assessed for special groups. The Nonhomeless Special Needs and Community Development tables provide information on the housing needs of some of these groups. The Nonhomeless Special Needs section discusses housing needs for farmworkers, seniors, frail elderly, the physically and mentally disabled, and persons with HIV/AIDS. A summary of housing needs for other groups is presented below:

- **Single-Parent Families.** The 2000 Census identified 12 percent (or 21,055 single-parent households) of all households (181,612 total households) in the County as single-parent households with children. Approximately eight percent (or 15,297 households) of total households are female-headed households with children. However, female-headed households with children represent 71 percent (24,300 households) of all single-parent households. The proportion of female-headed households with children to all households in cities varies from a high of 10 percent in Lathrop to four percent in Escalon. The number of single-parent households with children has more than doubled in the County (from 21,055 to 50,534 households) since 2000. According to 2006–2008 American Community Survey (ACS) data, single-parent households with children increased 17 percentage points to 29 percent (or 48,109 households) of all households in the County and female-headed households represent 74 percent (or 37,512 female-headed households with children) of all single-parent households.
- **Large Households.** Large households are defined as households with five or more members. These households are usually families with two or more children or families with extended family members such as in-laws or grandparents. Large households are a special needs group because the availability of adequately sized, affordable housing units is often limited. To save for necessities such as food, clothing, and medical care, very low- and low-income large households may reside in smaller units, resulting in overcrowding. Furthermore, families with children, especially those who are renters, may face discrimination or differential treatment in the housing market. For example, some landlords may charge large households a higher rent or security deposit, limit the number

of children in a complex, confine them to a specific location, limit the time children can play outdoors, or choose not to rent to families with children altogether.

Approximately 21 percent of households in the County are large renter households. For four cities in the County, the proportion of renter households was lower: Escalon, Manteca, Ripon and Tracy. The lowest proportion of large renter families was within the community of Ripon (11 percent). Lathrop had a significantly larger proportion of large renter-households, with 32 percent being large renter-households. The proportion of large households for owner-occupied units also varies for individual jurisdictions. While most cities have a proportion similar to the countywide figure for large owner-households (16 percent), Lathrop had the highest proportion (26 percent), while Lodi had the smallest proportion at 11 percent.

According to the 2006-2008 ACS, overall the percentage of large households in the County has decreased to 19 percent of all households. Approximately eight percent of all households are large renter-households while 11 percent are large owner-households.

Priorities were established for housing needs based in part on this housing needs assessment. These priorities are listed in the "Priority Housing Needs" section of this document.

**Table 3** shows the housing needs for various types of households with a housing problem. The largest group with a housing problem, and therefore a housing need of some type, was extremely low-income small families. Housing problems could consist of households with a cost burden greater than 30 percent of household income and/or overcrowding and/or units that lack complete kitchen or plumbing facilities. To address these needs, households may benefit from affordable housing or housing rehabilitation programs.

Other special needs groups are described under Item #1 in the "Nonhomeless Special Needs (91.205 (D) and 91.210 (D)) Analysis (Including HOPWA)" section.

Priority Housing Needs (households)		Household Income (% of Area Median Income)	Priority	Unmet Need <sup>2</sup>	5-Year Goal
<b>Renter</b>	Small Related	0-30%	H	1,855	50 units acquired for rehabilitation; 50 acquired to maintain affordability; production of 54 new rental units.
		31-50%	H	1,807	
		51-80%	H	1,848	
	Large Related	0-30%	H	1,107	
		31-50%	H	1,084	
		51-80%	H	1,300	
	Elderly	0-30%	H	961	
		31-50%	H	867	
		51-80%	H	558	
	All Other	0-30%	H	900	
		31-50%	H	710	
		51-80%	H	688	
<b>Owner</b>	Small Related	0-30%	H	715	100 households with
		31-50%	H	892	

**Table 3: HUD-Required Table 2A  
Priority Housing Needs/Investment Plan Table**

Priority Housing Needs (households)		Household Income (% of Area Median Income)	Priority	Unmet Need <sup>2</sup>	5-Year Goal
	Large Related	51-80%	H	2,000	downpayment assistance; 100 with rehabilitation assistance; production of 100 new owner units.
		0-30%	H	303	
		31-50%	H	431	
		51-80%	H	1,300	
	Elderly	0-30%	H	1,283	
		31-50%	H	980	
		51-80%	H	935	
	All Other	0-30%	H	396	
		31-50%	H	273	
		51-80%	H	386	
<b>Nonhomeless Special Needs</b>	Elderly	0-80%	See Table 8 (HUD-Required Table 1B)		
	Frail Elderly	0-80%			
	Severe Mental	0-80%			
	Physical Disability	0-80%			
	Developmental	0-80%			
	Alcohol/Drug	0-80%			
	HIV/AIDS	0-80%			
	Public Housing	0-80%			
Notes: H = high; M = medium.					
<sup>1</sup> Individuals estimated based on 15% of male population and 6% of female population; Source: U.S. Census Bureau 2008					
<sup>2</sup> Source: HUD 2000—Estimated need based on number of households with some housing problem.					

## 2 **Disproportionate Housing Need by Race or Ethnic Group**

There are four specific racial and ethnic groups that have a disproportionate level of housing problems. HUD defines a “disproportionate level” as a level 10 percent or greater than the overall percentage of housing problems experienced by households in a specific income category.

**Asians.** There were 87 percent of Asian extremely low-income households that reported having housing problems, compared to 82 percent for all households in the extremely low-income category. There were 86 percent of Asian very low-income households that reported having housing problems, compared with 78 percent for all households in the very low-income category. 68.7 percent of Asian low-income households reported having housing problems, compared to 57.4 percent for all households.

**Hispanics.** There were 89 percent of Hispanic extremely low-income households that reported having housing problems, compared to 82 percent for all households in the extremely low-

income category. 82.3 percent of Hispanic very low-income households reported having housing problems, compared to 78 percent for all households in the very low-income category. 66.7 percent of Hispanic low-income households reported having housing problems, compared to 57.4 percent for all households in the low-income category.

**Blacks.** There were 84 percent of Black extremely low-income and very low- households that reported having housing problems, compared with 82 percent for all households in the extremely low-income category and 78 percent for all households in the very low-income category.

**Pacific Islanders.** 100 percent of Pacific Islander extremely low- and very low-income households reported having housing problems, compared to 82 and 78 percent, respectively for all households in the extremely low- and very low-income categories. 85.7 percent of low-income households reported having housing problems, compared to 56.0 percent for all households in the low-income category.



## Priority Housing Needs (91.215 (b))

1. Identify the priority housing needs and activities in accordance with the categories specified in the Housing Needs Table (formerly Table 2A). These categories correspond with special tabulations of U.S. census data provided by HUD for the preparation of the Consolidated Plan.
2. Provide an analysis of how the characteristics of the housing market and the severity of housing problems and needs of each category of residents provided the basis for determining the relative priority of each priority housing need category.

Note: Family and income types may be grouped in the case of closely related categories of residents where the analysis would apply to more than one family or income type.

# 1

## Priority Housing Needs

The County has assigned a high priority to housing needs for extremely low-, very low-, and low-income households. The housing needs tables contain specific numeric goals for affordable housing development.

- **Priority H-1:** Housing programs for extremely low-, very low- and other low-income renter households: Expand housing opportunities for lower-income households through an increase in supply of decent, safe, and affordable rental housing and rental assistance.
- **Priority H-2:** Housing programs for extremely low-, very low- and other low-income owner households: Increase homeownership opportunities for lower-income households.
- **Priority H-3:** Housing for homeless individuals and families.

## 2

# Influence of Housing Market on Priorities

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See the “Housing Market Analysis” section, below. As discussed in the “Housing Market Analysis” section, the current economic climate has resulted in housing prices that have declined and have become more affordable but job loss has made homeownership difficult for lower income households. In addition, housing construction has slowed and the current lending climate makes it difficult to finance affordable and overall housing development projects. Foreclosed properties provide opportunities for lower income homeownership.



# Housing Market Analysis (91.210)

1. Based on information available to the jurisdiction, describe the significant characteristics of the housing market in terms of supply, demand, condition, and the cost of housing; the housing stock available to serve persons with disabilities; and to serve persons with HIV/AIDS and their families. Data on the housing market should include, to the extent information is available, an estimate of the number of vacant or abandoned buildings and whether units in these buildings are suitable for rehabilitation.
2. Describe the number and targeting (income level and type of household served) of units currently assisted by local, state, or federally funded programs, and an assessment of whether any such units are expected to be lost from the assisted housing inventory for any reason, (i.e. expiration of Section 8 contracts).
3. Indicate how the characteristics of the housing market will influence the use of funds made available for rental assistance, production of new units, rehabilitation of old units, or acquisition of existing units. Please note, the goal of affordable housing is not met by beds in nursing homes.

## 1

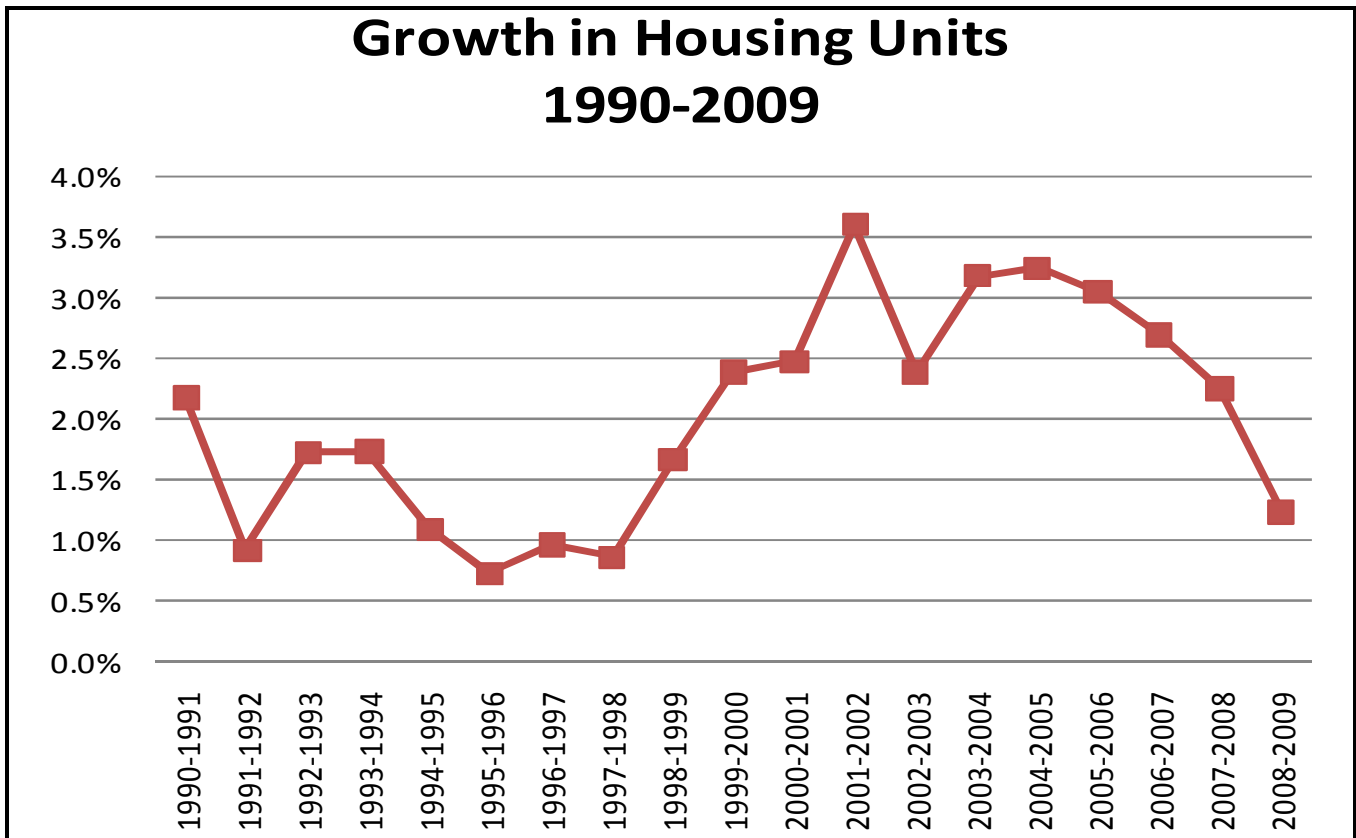
## Characteristics of Housing Market

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### Housing Supply

California Department of Finance (DOF) figures indicate that, as of January 2009, the Planning Area had 108,759 housing units. Between 1990 and 2000, the Planning Area housing stock grew by approximately 12,000 housing units and added another 23,000 units between April 2000 and January 2009. Between 2000 and 2008, the Planning Area consistently added at least 2,000 units a year and an average of 2,700 units. Between 2008 and 2009, the total units added to the housing stock were just 1,300 (DOF 2009).





According to 2006-2008 ACS estimates, within the County as a whole, 62 percent of the housing units were owner-occupied and 38 percent were renter-occupied. According to the California Department of Housing and Community Development (HCD), desirable vacancy rates would be approximately 2 percent for the for-sale housing and 5 percent for rental housing. Current vacant rates are significantly higher than this. In the 2000 Census, the countywide vacancy rate was 4 percent, with a rental vacancy rate of 3.1 percent and an ownership housing rate of 1.6 percent. According to 2006-2008 ACS data, the countywide vacancy rate was estimated to be a little over 8 percent. Recent increases in foreclosures and the economic crisis could have led to a higher vacancy rate.

## Housing Type

Single family homes are the most common type of housing in the Planning Area. According to 2009 DOF estimates, single family dwelling units comprised 84 percent, multifamily units comprised nine percent, and mobile homes accounted for 7 percent (DOF 2009). Between 1990 and 2009, single-family homes grew by 20 percent (11,500 units) while multifamily units decreased by 4 percent (330 units) and mobile homes decreased by 29 percent (2,000 units). These data seem to indicate that mobile homes and multifamily units are not being replaced at rates comparable to the loss of such housing each year.

## Overcrowding

Analysis of Census data shows that overcrowding within the Planning Area increased between 1990 and 2000. In 1990 approximately nine percent of all occupied housing units

were overcrowded. By 2000, the percentage of overcrowded housing units had increased to over eleven percent. However, renter-occupied units were 21 percent overcrowded versus seven percent of owner-occupied units. The 2006–2008 ACS data indicate that in the county as a whole, overcrowding decreased from 14 percent in 2000 to 7 percent. There is no updated data showing the current (2010) number of overcrowded units and no way of knowing the affect of the foreclosure crisis on overcrowding and household size.

## Housing Condition

As shown by DOF (2009) estimates, the Planning Area added an additional 23,000 units since the 2000 Census. As of January 2009, less than 24 percent of the Planning Area’s housing stock was 50 years or older, and 48 percent of the housing stock was 30 years or older. In 2000, there were 1,557 units in the county that lacked complete plumbing, and 2,133 units that lacked complete kitchen facilities (U.S. Census Bureau 2000).

The County conducted a Housing Conditions Survey of the entire county in 2004. This survey indicated that 2.6 percent (26 units) of the 1,004 units surveyed in the Planning Area were either in need of substantial repair and rehabilitation or were dilapidated. Of these 26 units, 17 were mobile homes and nine were single family homes. None of the multifamily units in the sample were in need of substantial repair and rehabilitation or were dilapidated. These results seem to indicate that many mobile homes may no longer provide adequate housing and the Planning Area may see further decreases in the number of mobile homes available to the population.

## Cost of Housing and Foreclosures

The median home price in San Joaquin County in December 2007 was \$316,750 (**Table 4**). In December 2008, the median home price was \$167,000; a 47 percent decrease in the median home price from 2007 to 2008. From December 2008 to November 2009, the median home price dropped to \$165,000. The median home price varied significantly throughout San Joaquin County in November 2009, ranging from \$168,000 in Lodi to \$300,000 in Ripon (DQNews.com 2010).

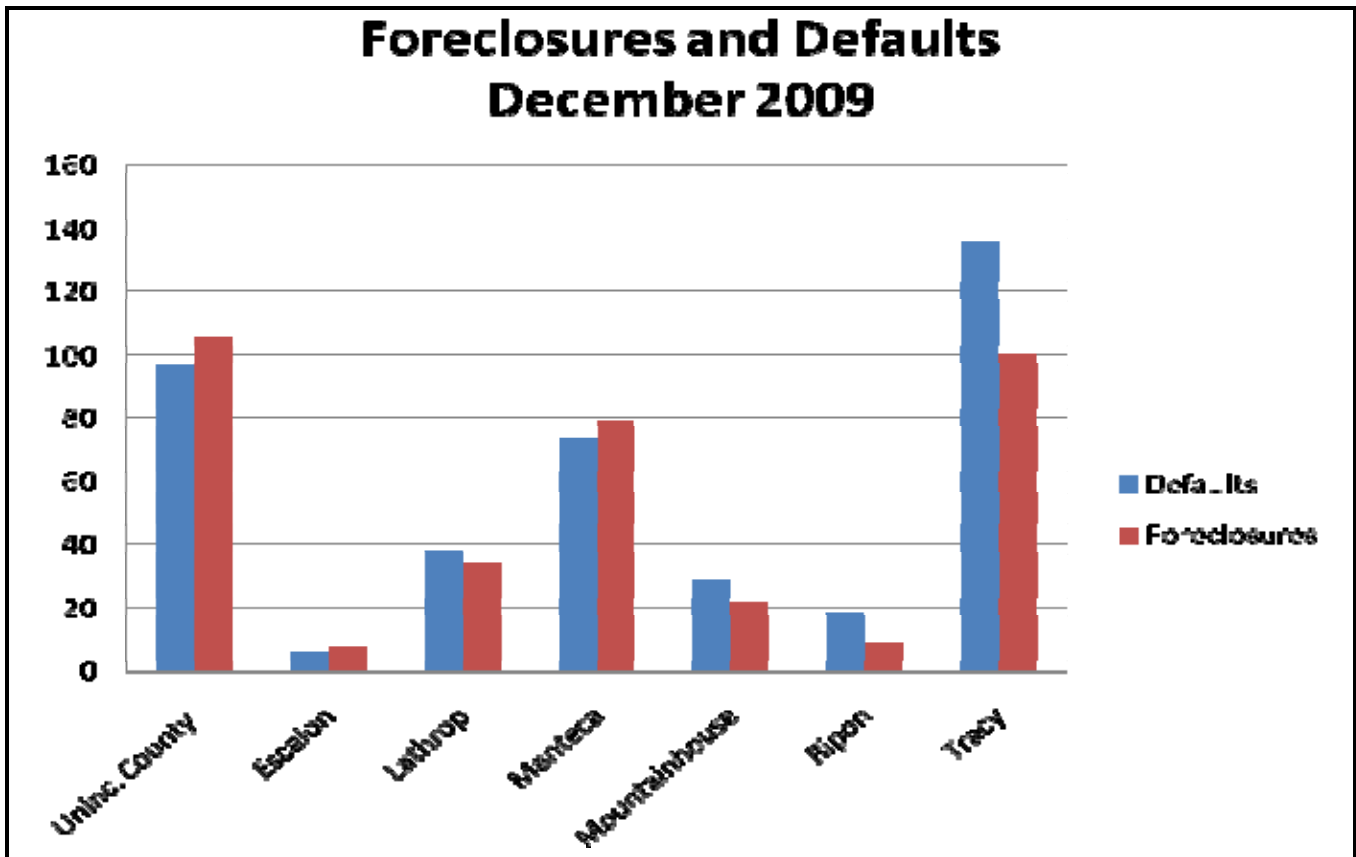
Although the decrease in home price is good news for moderate-income people looking to enter the for-sale housing market, the decreases have further exacerbated the burgeoning foreclosure crisis.

Table 4: Home Prices				
County/City/Area	# Sold	November 2009	November 2008	% Change
San Joaquin County	858	\$165,000	\$173,818	-5.07
Stockton	431	\$126,000	\$130,000	-3.08
Woodbridge	2	\$146,000	\$178,000	-17.98
Lodi	60	\$168,000	\$177,500	-5.35
Lathrop	48	\$184,250	\$208,000	-11.42
Manteca	117	\$185,000	\$215,000	-13.95
Escalon	4	\$187,500	\$252,000	-25.60
Lockeford	2	\$195,500	\$200,000	-2.25

County/City/Area	# Sold	November 2009	November 2008	% Change
Acampo	4	\$217,500	\$162,500	33.85
Tracy	172	\$250,000	\$250,000	0.00
Linden	2	\$294,750	\$261,500	12.72
Ripon	15	\$300,000	\$330,000	-9.09

Source: DQNews.com 2010

Foreclosure rates in San Joaquin County are among the highest in the nation. As shown below, in December 2009, there were 756 new defaults and foreclosures in the Planning Area.



As seen in **Table 5**, countywide, one in every 98 homes received a foreclosure notice in December (RealtyTrac 2009). The County and cities are actively trying to keep homeowners in their homes as well as pursuing the use of vacant foreclosed properties as a way to provide affordable housing.

City/Area	Foreclosure Rate
Countywide	1:98
Lathrop	1:40
Tracy	1:55

City/Area	Foreclosure Rate
Manteca	1:94
Ripon	1:168
Escalon	1:191

Source: RealtyTrac 2009

Average monthly rents for studio, 1-, 2-, 3- and 4-bedroom units were lower than the HUD fair market rate figures (**Table 6**). Rentals in the county tend to be affordable to median and low-income households; however, households with very low or extremely low incomes would find it difficult to pay market rent prices.

Unit Type	Average Monthly Rents	Fair Market Rate
Studio apartment	\$586	650
1-bedroom, 1 bath apartment	\$631	741
2-bedroom, 1 bath apartment	\$769	914
2-bedroom, 1 bath single-family house	\$830	914
3-bedroom, 2 bath single-family house	\$1,270	1,255
4-bedroom, 2 bath single-family house	\$1,513	1,580

Source: San Joaquin County Community Development Department, 2009b; HUD User Data Sets: 2008 FY FMR.

## 2

## Assisted Housing Units

“Assisted housing units” are defined as units with rents subsidized by federal, state, or local government programs. Appendix C shows a map of assisted housing units in the County, corresponding to **Table 7**, below. Public housing was established to provide decent and safe rental housing for eligible lower-income families, the elderly, and persons with disabilities. The U.S. Department of Housing and Urban Development (HUD) administers federal aid to local housing agencies that manage the housing for lower-income residents at rents they can afford.

Project Name	City	Number of Units
San Joaquin County Housing Authority	Tracy	195
Village Garden Apts.	Tracy	86
Village Apts.	Tracy	72
Sycamore Village	Tracy	65
Chesapeake Bay Apts.	Tracy	88
Stone Pine Meadows	Tracy	72
<b>Tracy Subtotal</b>		<b>614</b>
Almond Terrace Apartments	Manteca	50
Eskaton Manteca Manor Senior Apts.	Manteca	83

<b>Table 7: Assisted Housing Units, San Joaquin County</b>		
<b>Project Name</b>	<b>City</b>	<b>Number of Units</b>
Vernal Apts.	Manteca	54
Almond Court Apts.	Manteca	40
Magnolia Court	Manteca	52
Union Court Apts.	Manteca	68
Cedar Glen	Manteca	66
Yosemite Apts.	Manteca	26
<b>Manteca Subtotal</b>		<b>347</b>
	Escalon	
	Escalon	
<b>Escalon Subtotal</b>		<b>42</b>
Joseph J. Artesi Migrant Center II	Unincorporated County/ French Camp	96
Joseph J. Artesi Migrant Center III	Unincorporated County/ French Camp	96
Harney Lane Migrant Center	Unincorporated County/ Lodi	96
Sartini Manor	Unincorporated County/ Thornton	31
<b>Unincorporated County Subtotal</b>		<b>319</b>
<b>Total No. of Assisted Housing Units</b>		<b>1,322</b>
Source: City of Tracy, 2006; City of Manteca, 2009; San Joaquin County Community Development Department, 2009b.		

The HACSJ is the agency that is responsible for providing public and other assisted housing and has been continually serving the lower-income population of San Joaquin County since 1942. The HACSJ is overseen by a seven-member board, of locally appointed commissioners and an executive staff who implements and manages the County's mandates.

The HACSJ operates three state-owned migrant farmworker camps and one farmworker family housing development totaling 319 units. The migrant farmworkers housing is available annually from mid-March through the end of October. Day care centers are provided for farmworkers as well as services from the Employment Development Department, the Social Security Administration, and education and health care services. During the off-season, one of the migrant camps in French Camp is also used as a cold weather overflow homeless shelter for families (from mid-December through mid-March). None of these units are at-risk of conversion to market-rate housing.

The following cities have a total of 1,003 assisted housing units:

- Tracy has 614 assisted housing units within six complexes for individuals and families; 72 units are at risk of converting to market rents (City of Tracy, 2006);
- Manteca has 387 assisted housing units within eight complexes for individuals, families, and seniors; No units are considered at risk of conversion in the next 10 years (City of Manteca, 2009); and
- Escalon has 42 assisted housing units within two complexes for individuals, families, and seniors; No units are considered at risk of conversion in the next 10 years (City of Escalon, 2005).

The City of Lathrop only has one multi-family housing complex that previously accepted Housing Choice Vouchers; however, this facility is not fully functional due to structural issues that prevent occupation.

There are no assisted housing units in the City of Ripon (City of Ripon, 2006).

The Cities of Lathrop and Ripon have no assisted housing units at risk of conversion in the next 10 years (City of Ripon, 2006 and City of Lathrop, 2009).

### **3**

## **Influence of Housing Market on Funding Allocations**

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Housing market conditions in the Planning Area do not have a significant influence on funding allocation decisions regarding housing. Decisions are based primarily on identified housing needs and the availability of funding to meet these needs. Members of the Urban County seek the most cost-effective use of their resources in meeting identified housing needs.

The national foreclosure issue has prompted additional funding sources such as Neighborhood Stabilization Program (NSP) in order to stabilize neighborhoods hardest hit by foreclosures. NSP funds may be used for acquisition of property, financing for the purchase and redevelopment of foreclosed homes, establishment of a land bank for foreclosed properties, demolish blighted structures, and redevelopment of demolished or vacant properties.



## Specific Housing Objectives (91.215 (b))

1. Describe the priorities and specific objectives the jurisdiction hopes to achieve over a specified time period.
2. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

# 1 Priorities and Specific Housing Objectives

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According to the San Joaquin Council of Governments (SJCOG) Regional Housing Needs Allocation Period of 2007-2014, the unincorporated County should accommodate 6,075 new housing units, 2,467 new housing units affordable to lower-income households during the seven years covered by the plan (San Joaquin Council of Governments, 2008). Subtracting housing units built, approved, or in construction has left 50 percent of the allocation to be satisfied by June 2014, at an average rate of 527 units per year (According to the County's 2007-2014 Housing Element). Sixty-five percent of these units need to be for lower-income households. The County will use this annual need as its estimate of new construction need for the 2010–2015 Consolidated Plan period.

The County has established its proposed housing objectives, along with their priorities, in its Community Development Needs table (**Table 13** in the Community Development Section).

In accordance with the priorities established in the "Priority Housing Needs" section, the Urban County proposes the following strategies to address affordable housing needs:

- Construct large multifamily and senior housing units for very low- and low-income families. (Priority H-1)
- Provide funds for rehabilitation of lower-income rental units. (Priority H-1)
- Provide downpayment and closing cost assistance to lower-income households to purchase their first home. (Priority H-2)
- Provide owner-occupied rehabilitation loan program to lower-income homeowners. (Priority H-2)

**Table 8** shows the specific multi-year and annual goals for the County.

<b>Table 8: HUD-Required Table 1B Special Needs (Nonhomeless) Populations</b>					
<b>Special Needs Subpopulations</b>	<b>Priority Need Level</b>	<b>Unmet Need</b>	<b>Dollars to Address Unmet Need</b>	<b>Multi-Year Goals</b>	<b>Annual Goals</b>
Elderly	H	29,489 <sup>1</sup>	\$200,000	3,000 people	600 people
Frail Elderly	H	2,981 <sup>2</sup>			
Severe Mental Illness	M	290 <sup>3</sup>	\$500,000	1,000 people	200 people
Developmentally Disabled	M	X <sup>4</sup>			
Physically Disabled	M	108,656 <sup>5</sup>			
Persons w/ Alcohol/Other Drug Addictions	M	1,565 <sup>6</sup>	\$79,000	200 people	40 people
Persons w/HIV/AIDS	L	522 <sup>7</sup>	0	0	
Public Housing Residents	M	12,200 <sup>8</sup>	0	0	
Victims of Domestic Violence	H	53 <sup>9</sup>	\$85,000	5,000 people	1,000 people
<b>TOTAL</b>		28,874	\$864,000	9,200 people	1,840 people

Notes: H = high; M = medium; L = low.

<sup>1</sup> Estimated based on number of elderly households with any housing problems; Source: HUD 2000.

<sup>2</sup> Estimated based on number of elderly households with mobility/self care limitations and with any housing problems; Source: HUD 2000.

<sup>3</sup> Estimated bases on Table 1A, Continuum of Care Application; Source: CoC 2009.

<sup>4</sup> Do not have a number for this population at this time.

<sup>5</sup> Estimated based on number of households with mobility/self care limitations and with any housing problems; Source: HUD 2000.

<sup>6</sup> Estimated based number of individuals who attended County programs during FY 2008-2009 Source: San Joaquin County Substance Abuse Services, 2010.

<sup>7</sup> Estimated based on number of homeless persons with HIV/AIDS; Source: Stockton/San Joaquin County Public Health 2009.

<sup>8</sup> Estimated based on number of families on waiting list for public housing; Source: San Joaquin County 2008.

<sup>9</sup> Estimated based on number of homeless victims of domestic violence compared to number of beds available specifically for this group; Source: CoC 2009.



## **2 Use of Federal, State, and Local Resources**

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San Joaquin County has access to a variety of existing and potential funding sources available for affordable housing activities. The largest housing funding sources the County can use for housing production, rehabilitation, or preservation are described below: Community Development Block Grants, HOME Investment Partnership Program grants, Section 8, Emergency Shelter Grants, and Neighborhood Stabilization Program.

### **Community Development Block Grant Funds**

The federal CDBG program provides funds for a variety of community development activities. The program is flexible in that the funds can be used for a range of activities. The eligible activities include, but are not limited to: acquisition and/or disposition of real estate or property; public facilities and improvements; relocation, rehabilitation and construction (under certain limitations) of housing; homeownership assistance; and clearance activities.

### **HOME Investment Partnership Program Funds (HOME)**

Federal HOME funds can be used for activities that promote affordable rental housing and homeownership for lower-income households. Such activities include the following: building acquisition, new construction, reconstruction, moderate or substantial rehabilitation, first-time homebuyer assistance, and tenant-based assistance. A federal priority for the use of HOME funds is the preservation of at-risk housing projects.

### **Section 8 Rental Assistance**

The Section 8 program is a federal program that provides rental assistance to very low-income households in need of affordable housing. The program offers a voucher that pays the difference between the current fair market rent and what a tenant can afford to pay (e.g. 30 percent of their income). The voucher allows a tenant to choose housing that may cost above the payment standard, but the tenant must pay the extra cost. As of April 2003, 4,257 households in San Joaquin County received Section 8 rental assistance through the HACSJ, with 16,074 on the waiting list.

### **Stewart B. McKinney Act**

The Stewart B. McKinney Homeless Act of 1987 (P.L. 100-77) was the Nation's first attempt at a comprehensive response to homelessness among individuals and families with children. The Act originally created 20 programs for the homeless that were administered by nine federal agencies. Appropriations, which in FY89 were \$0.5 billion, have been increased each year. Appropriations totaled \$1.35 billion in FY94. HUD is responsible for directing six major programs that together expend nearly 70 percent of all appropriations.

Five years after passage of the McKinney Act, Congress requested, in the Housing and Community Development Act of 1992, Section 1409, that the Secretary of HUD report in 1994

on the results of the McKinney programs administered by HUD. This report responds to that request by summarizing the findings contained in evaluations of the following six programs administered by HUD:

1. Emergency Shelter Grants Program (ESG).
2. Supportive Housing Demonstration Program (SHDP).
3. Section 8 Moderate Rehabilitation Assistance for Single-Room Occupancy Dwellings (SROs).
4. Shelter Plus Care (S+C).
5. Supplemental Assistance to Facilities to Assist the Homeless (SAFAH).
6. Single Family Property Disposition Initiative (SFPDI).

## **Emergency Shelter Grant Funds**

The federal ESG program provides homeless persons with basic shelter and essential supportive services. ESG funds can be used for a variety of activities, including: rehabilitation or remodeling of a building used as a new shelter, operations and maintenance of a facility, essential supportive services (i.e. case management, counseling, childcare), homeless prevention, and grant administration. ESG grant funds must be matched with nonfederal funds or "in-kind" contributions, such as the value of a donated building, supplies and equipment, new staff services, and volunteer time.

## **Neighborhood Stabilization Program**

As part of the Housing and Economic Recovery Act of 2008, the federal government established the Neighborhood Stabilization Program (NSP) to deal with the national foreclosure crisis. The U.S. Department of Housing and Urban Development (HUD) allocated a total \$3.92 billion to all states, but particularly to hard-hit areas. California received a total of nearly \$530 million in NSP funds. HUD has already directly distributed most of the funds (about \$385 million) to some of the hardest hit cities and counties in the state.

The remaining \$145 million will be distributed by the state on a competitive basis. San Joaquin County received \$9 million. NSP provides targeted emergency assistance to state and local governments to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight. State and local governments can use the NSP grants to acquire land and property, demolish or rehabilitate abandoned properties, and offer down payment and closing cost assistance to low- and moderate-income homebuyers.

The cities of Tracy, Ripon, Manteca, Lathrop, and Escalon, receive and use CDBG, HOME, Neighborhood Stabilization Program to support proposed affordable housing construction, rehabilitation, or acquisition, and Housing Choice Vouchers allocated by HASJC are used throughout the Urban County to assist qualified households. In addition, the cities of Tracy, Ripon, Manteca, and Escalon use Redevelopment Agency funds for affordable housing development, housing rehabilitation, purchase of land for affordable housing development, first-time homebuyer programs.

Allocated HUD resources are supplemented with reallocated previous years funding and Program Income. Program Income is generated from previously funded CDBG and HOME activities, such as repayment of housing rehabilitation loans. Program Income funds are available for reinvestment in projects or other eligible activities in the jurisdiction that generated the Program Income, or within the overall Urban County program.

Project/program funding may also be leveraged from other sources such as redevelopment agency funds or private donations.



## **Needs of Public Housing (91.210 (b))**

In cooperation with the public housing agency or agencies located within its boundaries, describe the needs of public housing, including the number of public housing units in the jurisdiction, the physical condition of such units, the restoration and revitalization needs of public housing projects within the jurisdiction, and other factors, including the number of families on public housing and tenant-based waiting lists and results from the Section 504 needs assessment of public housing projects located within its boundaries (i.e. assessment of needs of tenants and applicants on waiting list for accessible units as required by 24 CFR 8.25). The public housing agency and jurisdiction can use the optional Priority Public Housing Needs Table (formerly Table 5) of the Consolidated Plan to identify priority public housing needs to assist in this process.

### **1**

## **Needs of Public Housing**

According to the HACSJ's 2008 annual report (HACSJ, 2008), the County had 1,075 units within Conventional Low Rent Housing Developments; 187 units within scattered sites; 31 units of Farm Labor Housing, 288 units of Migrant Family Farm Labor Housing; and 4,871 total Housing Choice Vouchers.

According to the HACSJ plan for fiscal year 2008, 11,900 families were on the public housing waiting list. The units most in demand are for two-and three-bedroom units, which are generally assigned to households comprised of two to four and four to six people, respectively. A large proportion of the public housing waiting list is also composed of families with children (HACSJ 2008).

Many of the programs funded by the Urban County jurisdictions are accessed by HACSJ residents. Further, the County has established as a priority of its First-Time Homebuyers Program, assisting residents of the HACSJ.



## Public Housing Strategy (91.210)

1. Describe the public housing agency's strategy to serve the needs of extremely low-income, low-income, and moderate-income families residing in the jurisdiction served by the public housing agency (including families on the public housing and section 8 tenant-based waiting list), the public housing agency's strategy for addressing the revitalization and restoration needs of public housing projects within the jurisdiction and improving the management and operation of such public housing, and the public housing agency's strategy for improving the living environment of extremely low-income, low-income, and moderate families residing in public housing.
2. Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake to encourage public housing residents to become more involved in management and participate in homeownership. (NAHA Sec. 105 (b)(11) and (91.215 (k))
3. If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation. (NAHA Sec. 105 (g))

### 1

## Public Housing Agency Strategy

Public housing was established to provide decent and safe rental housing for eligible lower-income families, the elderly, and persons with disabilities. The U.S. Department of Housing and Urban Development (HUD) administers federal aid to local housing agencies that manage the housing for lower-income residents at rents they can afford.

The HACSJ is the agency that is responsible for providing public and other assisted housing and has been continually serving the lower-income population of San Joaquin County since 1942. The HACSJ is overseen by a seven-member board, of locally appointed commissioners and an executive staff who implements and manages the County's mandates.

# Housing Choice Voucher Program

Since 1974, the HACSJ has managed the HCVP, formerly the Section 8 Rental Certificate program. The HCVP increases affordable housing choices for very low-income households by allowing families to choose privately owned rental housing. Families apply to the HACSJ for a HCVP and the HACSJ pays the landlord the difference between 30 percent of the household’s adjusted income and the unit’s rent.

The HACSJ inspects the housing units to make sure they comply with HUD quality standards. Landlords must agree to accept no more than fair market rent. Certificates are “tenant-based”: The qualifying households may use them in any rental unit where the landlord agrees to participate in the program. The assistance provides affordable, decent, safe, and sanitary rental units to lower-income families.

As of the 2008 HACSJ annual report, the HACSJ assisted more than 19,000 people through distribution of housing vouchers. The HACSJ manages and maintains 1,075 units in the County’s public housing developments. These housing units consist of single story structures scattered throughout San Joaquin County in five housing sites. Housing developments in the City of Stockton include Sierra Vista Homes, Franco Center, and Conway Homes. Tracy Homes is located in Tracy and Thornton Homes is located in the unincorporated community of Thornton.

As of February 2010, the HACSJ provided HCVP assistance to 4,245 low-income families. Participants in HCVP are housed throughout the San Joaquin County, however, the majority live in the City of Stockton. Only a very small proportion of HCVP participants reside in the communities of Escalon, Lathrop, Ripon, and the unincorporated areas of the County, (see **Table 9**, below).

**Table 9: HCVP Housing Vouchers by Jurisdiction in San Joaquin County**

Jurisdiction	Households with HCVP Rental Assistance
Escalon	12
Lathrop	31
Lodi	205
Manteca	183
Ripon	15
Tracy	166
Unincorporated	19
Stockton	3,797
Total San Joaquin County	4,245

Source: Vazquez, Rose, HACSJ 2010.

## Public Housing Improvements

The Quality Housing and Work Responsibility Act of 1998 requires housing authorities to set forth a capital improvement plan in their annual action plan. The HACSJ has reviewed the condition of all public housing complexes and has developed a list of capital improvement

work items. Since the amount of HUD Capital Fund Program (CFP) funding is limited, the HACSJ has estimated that the identified work items in their capital improvement plan will not be completed until after 2013.

## **Residential Services**

The HACSJ is committed to providing programs and services that will support residents in becoming economically self-sufficient. To this end, the HACSJ developed supportive service centers. Each center offers services in the area of employment, education, substance abuse, family wellness, and youth recreation.

## **2 Actions to Encourage Public Housing Resident Involvement**

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Residents are provided various opportunities to provide comments and get involved. Residents can serve on the Resident Advisory Board or Resident Councils and provide feedback to staff, community liaison, police liaison, or community partners. Public housing residents receive a resident newsletter and can get involved in the various programs offered by HASJC such as the Home-Ownership Program, afterschool youth program, youth scholarship foundation, community centers and community partners.

The Tenant Opportunities Program initiated by HUD, expanded tenant participation in HACSJ programs. Memorandums of Understanding were entered into with the Resident Council at each facility to provide management training programs and opportunities for residents to assume management responsibilities. In 1992, the Sierra Vista Housing Resident Council received a \$22,000 Technical Assistance Grant from HUD for start-up activities to begin building and strengthening its capacity to improve relationships between residents and the local community. In 1994, the Public Housing Resident Councils in the Tracy and Conway Homes facilities were awarded \$100,000 each to develop tenant opportunity programs within their respective developments. These grants have and will continue to provide leadership training, business and management skill training, and job preparation skills.

## **3 “Troubled” Public Housing Agency**

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The HACSJ is not designated as “troubled” by HUD.



## **Barriers to Affordable Housing (91.210(e) and 91.215(f))**

1. Explain whether the cost of housing or the incentives to develop, maintain, or improve affordable housing are affected by public policies, particularly those of the local jurisdiction. Such policies include tax policy affecting land and other property, land use controls, zoning ordinances, building codes, fees and charges, growth limits, and policies that affect the return on residential investment.
2. Describe the strategy to remove or ameliorate negative effects of public policies that serve as barriers to affordable housing, except that, if a State requires a unit of general local government to submit a regulatory barrier assessment that is substantially equivalent to the information required under this part, as determined by HUD, the unit of general local government may submit that assessment to HUD and it shall be considered to have complied with this requirement.

### **1**

## **Potential Public Policy Barriers to Affordable Housing**

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The State of California requires each city and county to prepare, and revise every 5 years, a housing element to its general plan that includes an analysis of constraints to housing and strategies to reduce those constraints. Constraints that must be addressed include public policies and regulations that limit the availability of housing, particularly affordable housing. The County has an adopted housing element which has been found to be in compliance by HCD. Two cities—Escalon and Lathrop—have housing elements in review by HCD. Manteca’s housing element was found by HCD to not be in compliance with state law or has not yet adopted a housing element pursuant to the statutory schedule. The cities of Ripon and Tracy have not yet submitted a housing element for the current planning period (HCD 2010). Please also see the County’s Analysis of Impediments to Fair Housing document, Appendix G.



# Escalon

## Urban Growth Boundary Element

There are policy provisions in the City's General Plan that define the limits for extending City services and infrastructure for planned growth. Urban Boundaries Policy 4 prohibits the premature conversion of agricultural lands where agricultural preserves are present. Urban Boundaries Policy 6 discourages new or expanded urban development outside of the city's Urban Growth Boundaries.

The Growth Management Ordinance (GMO), located at Chapter 15.04 of the City's Municipal Code, provides for an annual allocation of building permits, which ensures that limited municipal services and utilities are equitably distributed. The GMO is intended to reduce the potential for wasteful construction of public facilities on a crisis basis; overburdening of municipal services and utilities; increases in tax costs in excess of tax gains; premature and inefficient commitment of prime agricultural land to urbanization; and environmentally detrimental development patterns. The GMO specifies that it is intended to control the rate and location of growth while still meeting the future housing needs as determined by the Housing Element.

The GMO allows a maximum of 75 new building permits to be issued annually for the construction of new single-family dwelling units. The City Council may allow up to 100 building permits to be issued in a year, including permit allocations rolled over from the preceding year; provided, that new permits do not exceed 75. Applications for rollover allocations have priority over applications for new allocations.

The Growth Management Ordinance includes provisions to accommodate development of multifamily housing, mobile home parks, and affordable senior units by increasing the allotment for these units in any given year and allowing these types of projects to be guaranteed a specific allocation without competing in the allocation process. The Growth Management Ordinance exempts very low and low income units that are zoned P-D and deed restricted for affordability for at least 50 years. These provisions accommodate development of affordable and higher density housing and ensure that affordable units are either provided priority or exempted from the process. Even with the GMO, the City would be able to accommodate its RHNA requirement for lower-income housing development<sup>4</sup>.

## Lathrop

### Growth Control/ Growth Management

The City has a growth control ordinance due to the city's finite geographical boundary but the City did not identify this as a barrier to affordable housing development in its 2009-2014 Housing Element.

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<sup>4</sup> City of Escalon Draft Housing Element. June 2009.  
<[http://cityofescalon.org/PLANNING/Escalon%20HE\\_Public%20Draft\\_Print%206-24-09.pdf](http://cityofescalon.org/PLANNING/Escalon%20HE_Public%20Draft_Print%206-24-09.pdf). Accessed February 17, 2010.

# Manteca

## Zoning

The lot area requirement in the Zoning Ordinance limits development from achieving the maximum densities allowed in the General Plan and is a potential constraint to the production of high-density housing.

There are numerous opportunities for infill mixed-use and residential development in the city, but the requirement of a conditional use permit for residential development in these areas may act as a constraint to the development of housing in commercial zones.

## Growth Management Program

The Community Growth Management Program (Growth Program) was adopted in 1988 in an effort to alleviate development pressures by not allowing the residential growth rate to exceed 3.9 percent. The Manteca City Council determined that it was necessary to coordinate sewer treatment capacities with the number of building permits issued for residential, commercial, industrial, and other development to ensure that new development does not exceed the amount of available sewer capacity. Through the Growth Management Ordinance the City regulates the number of housing units approved each year according to a growth management system that reflects the availability of infrastructure, the City's ability to provide public services, housing needs, and employment growth. One significant change in the Growth Management Ordinance during the 2004 amendment was to install a preference for affordable housing in the residential permit allocation process. Any residential project that provides 75 percent of its units as affordable for low- and very low-income residents is exempt from the growth cap.

## On/Off Site Improvements

The City requires developers to provide on/off site improvements that may be beyond what is necessary and may add to the costs of development such as: The City requires developers of subdivisions to construct solid masonry walls adjacent to certain roadway types and land uses. The City requires a six-foot wall on all rear and side property lines zoned for single-family residential uses in subdivisions that are adjacent to major collector or arterial roadways; Or For multifamily development the City requires that at least 10 percent of the total developed lot area be landscaped.

## Ripon

Growth Ordinance established because growth was occurring faster in the 1980s than infrastructure could handle.

# Tracy

## Growth Management Ordinance and Residential Growth Allotment

The number of Residential Growth Allotments (RGAs) issued is limited to 750 each year, and an annual average of 600. One RGA is equivalent to the public facilities and services required to serve one detached single-family dwelling unit. The City processes RGA applications two times per year.

# San Joaquin County

The County did not find any policy that was identified as a barrier to affordable housing development in their Draft 2009 Housing Element.

## 2 Strategies to Remove Barriers

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Each jurisdiction through its Housing Element is required to analyze governmental and nongovernmental constraints to affordable housing and develop and implement policies remove these constraints. The following are specific jurisdiction's policies in removing identified barriers or constraints.

### Manteca

The City of Manteca proposed to include the following polices to remove the barriers identified above in its 2009-2014 HCD Review Draft Housing Element:

**Policy H-P-1** The City shall give highest priority for permit processing to affordable housing projects.

**Policy H-P-3** The City shall establish an annual goal for affordable housing in the allocation process established under the Growth Management Ordinance.

### Program H-I-11: Zoning Ordinance Amendments

- Rezone all parcels that have zoning classifications that are inconsistent with their General Plan land use designations.
- Modify the minimum lot area per unit in the R-3 and R-4 zones to allow development to achieve the maximum allowed densities of the underlying General Plan land use designations.
- Increase the maximum allowed height in all residential zones and eliminate height restrictions in all commercial districts to allow for greater density and more efficient use of land.
- Modify setbacks and building site coverages to ensure that development can achieve the maximum densities identified in the General Plan.

## **Tracy**

The City proposed to consider amendments to allow processing of applications for RGAs for affordable housing whenever an application is submitted, rather than only twice per year in its 2006 Housing Element.



# Homeless Needs (91.205(b) and 91.215 (c))

\*Please also refer to the Homeless Needs Table in the Needs.xls workbook

Homeless Needs— The jurisdiction must provide a concise summary of the nature and extent of homelessness in the jurisdiction, (including rural homelessness and chronic homelessness where applicable), addressing separately the need for facilities and services for homeless persons and homeless families with children, both sheltered and unsheltered, and homeless subpopulations, in accordance with Table 1A. The summary must include the characteristics and needs of low-income individuals and children, (especially extremely low-income) who are currently housed but are at imminent risk of either residing in shelters or becoming unsheltered. In addition, to the extent information is available, the plan must include a description of the nature and extent of homelessness by racial and ethnic group. A quantitative analysis is not required. If a jurisdiction provides estimates of the at-risk population(s), it should also include a description of the operational definition of the at-risk group and the methodology used to generate the estimates.

## **1 Nature and Extent of Homelessness**

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In January 2009, CDD led an effort to count the homeless population in San Joaquin County. The 2009 count was the third count following the inaugural count in 2005 (San Joaquin County Community Development Department, n.d). The purpose of the count, in addition to being a HUD requirement for jurisdictions receiving Shelter Plus Care and Supportive Housing funds, was to provide quality information about the current size and nature of the County's homeless population.

The 2009 count showed a total homeless population in San Joaquin County of 2,983, 9.1 percent more than in 2007. Of these 2,280 were sheltered and 165 were unsheltered (see **Table 10**, below).

**Table 10: HUD-Required Table 1A  
Homeless and Special Needs Populations Continuum of Care: Housing Gap Analysis Chart**

		Current Inventory	Under Development	Unmet Need/ Gap	
<b>Individuals</b>					
<b>Beds</b>	Emergency Shelter	1,699	0	0	
	Transitional Housing	663	0	351	
	Permanent Supportive Housing	339	0	510	
	Total	2,701	0	861	
<b>Continuum of Care: Homeless Population and Subpopulations Chart</b>					
<b>Part 1: Homeless Population</b>		<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
		<b>Emergency</b>	<b>Transitional</b>		
Number of Families with Children (Family Households):		237	120	0	357
1. Number of Persons in Families with Children		463	398	0	861
2. Number of Single Individuals and Persons in Households without children		1,817	140	165	2,122
(Add Lines Numbered 1 & 2 Total Persons)		2,280	538	165	2,983
<b>Part 2: Homeless Subpopulations</b>		<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
a. Chronically Homeless		278		99	377
b. Seriously Mentally Ill		290		0	290
c. Chronic Substance Abuse		117		0	117
d. Veterans		65		0	65
e. Persons with HIV/AIDS		21		0	21
f. Victims of Domestic Violence		94		0	94
g. Unaccompanied Youth (Under 18)		4		0	4

There were significant changes in subpopulation data among sheltered persons in two categories: persons meeting the federal definition of being chronically homeless and persons identified as being severely mentally ill. Both categories showed significant increases: the chronically homeless report increase by more than 90 percent and the number of mentally ill increased by nearly 150 percent. The increases are a reflection of identification by two shelters serving single men of the number of chronically homeless and/or mentally ill among their populations.

Under the sub-population data for unsheltered persons, the only significant change was the number of chronically homeless persons, an increase of 70 percent, despite the fact that fewer unsheltered people were identified in the 2009 Point-In-Time count. The Continuum of Care Committee believes that the apparent increase had two causes: first there was an improvement in the interview process (both the instrument used and the training provided to users); second, that while the number of unsheltered persons overall was reduced, the reduction did not significantly impact the chronically homeless.

The report on the count concludes that 377 of the individuals counted meet the definition of chronically homeless. HUD considers a person chronically homeless if the person is single, disabled and has been homeless for more than one year of homeless more than four times in

the last three years. Because disabilities could not be verified during the count, the number of chronically homeless may be lower.

As seen in **Table 11**, during the 2007 homeless count, it was observed that most of the homeless population was Caucasian (includes Caucasian, Non-Hispanic/non-Latino and Caucasian, Hispanic/Latino), with over 68 percent of the sheltered population and 85 percent of the unsheltered population.

Race	% of Sheltered Homeless Population	% of Unsheltered Homeless Population
Caucasian	68.5	85.2
African-American	26.9	13.7
Asian	3.1	0.4
American Indian or Alaska Native	1.6	0.7
Other	0.0	0.4

Source: San Joaquin County 2007

## **2 Needs of Sheltered and Unsheltered Homeless Individuals and Families**

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Both the Planning Area and San Joaquin County generally have a very high unemployment rate and a very low wage rate. Unemployment and underemployment, perhaps more than any other factors, contribute to a steadily increasing number of homeless. Housing affordability indexes also consistently rank this county as extremely low. Construction of moderate-cost homes has recently been limited and the number of multiple family rental units that has been constructed is negligible, despite the growing population.

San Joaquin County is an agricultural community and, therefore, migrants following the crops are a part of the local demographics. Agricultural workers, whether local from other parts of the country or from Mexico, are at the mercy of the weather, the market, and the other seasonal variables that affect agribusiness. Farmworkers, except those with year-round positions with specific growers, tend to be very low-income. Many are unable to find adequate, low-cost housing and are either homeless or reside in shelters.

As in other parts of the country, the struggling economy is contributing to an increase in the number of homeless families. This is largely due to unemployment, under-employment, plant closures/job loss, rising rents, inability to manage available resources, personal crises related to illness or injury, mental health or substance abuse problems, or victimization.

An additional contributing factor to homelessness is the loss of single room occupancy hotels in the Stockton metropolitan area. While there has been an effort at replacement, the need outstrips the supply. Migrant farmworkers and those on general relief must compete with more stable populations, such as elderly men living on social security, who call these hotels home.

San Joaquin County is also a transportation hub at the heart of the San Joaquin Valley. It is a rail center and houses an international port. State Route 99 to the east and Interstate 5 on the west provide north-south corridors which connect the area to Sacramento and Los Angeles, as well as to the Bay area by means of east-west state highways. The greater Stockton area has, therefore, always been a stopping-off point for transients.

Since 2007, the housing crisis has resulted in high rates of foreclosure in San Joaquin County. Although there is no definitive local data, a national survey of homeless survey providers reported in *Foreclosure to Homelessness 2009: the Forgotten Victims of the Subprime Crisis*<sup>5</sup> concluded that at least some of their clients were homeless as a result of foreclosure, and about half of survey respondents estimated that more than 10 percent of their clients were homeless because of foreclosure on a home they had been occupying. Anecdotal data reported by the *Lodi News-Sentinel* (November 14, 2009) suggests a local link to foreclosures and homelessness in some instances. According to the *News-Sentinel*, the Lodi Unified School District reported that the district's schools saw a record number of homeless students enrolled, and chalked most of it up to foreclosures in the North Stockton area and people leaving the state due to job loss or the increasing cost of living locally.

### **3 General Needs of the Homeless**

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All homeless in San Joaquin County share key needs. These are:

- jobs;
- wages above minimum level;
- affordable housing and/or housing subsidies; and
- support services in areas related to life skills so they can manage their lives, homes and incomes.

Chief among their other needs are:

- greater availability of food supplies;
- access to health care;
- improved education;
- funds for private transportation and/or access to public transportation;
- access to vocational training opportunities; and
- access to substance abuse treatment programs.

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<sup>5</sup> A joint report from the National Coalition for the Homeless, the National Health Care for the Homeless Council, the National Alliance to End Homelessness, the National Association for the Education of Homeless Children and Youth, the National Law Center on Homelessness & Poverty, the National Low Income Housing Coalition and the National Policy and Advocacy Council on Homelessness.



## **4 Need for Facilities and Services for Homeless Individuals, both Sheltered and Unsheltered**

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In addition to the major needs listed above, unsheltered individuals need the following:

- More emergency housing for men. Providers are noting a trend toward increasing numbers of single men needing housing. A disproportionate number of these are Hispanic; and
- In Tracy and Manteca, there is a lack of shelters and related services such as showers for single persons. Hot meals also are needed.

Sheltered individuals have the following needs:

- Youth transitioning from expiring foster care and other programs need help learning independent living skills such as how to live on their own within a budget; training for jobs and in life skills; and affordable housing with supportive services.
- Homeless individuals need more counseling while in shelters and more aftercare or transitional housing after leaving shelters.

Both sheltered and unsheltered individuals need more safe Single Room Occupancy (SRO) housing with supportive services.

## **5 Need for Facilities and Services for Homeless Families with Children, Sheltered and Unsheltered**

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For unsheltered families:

- There is a need for transitional housing, in Lodi, Tracy and Manteca.
- There is a need for additional shelter facilities for families in the Stockton metropolitan area.
- Women leaving abusive situations need resources for rental deposits, utilities deposits, etc. Families leaving shelters have this same need; it is one of the most significant problems with which case managers deal.

Both sheltered and unsheltered families have the following needs:

- Safe, affordable child care so they can pursue training, school and jobs. They need respite care to prevent abuse induced by stress: the pressure of managing a family with limited income.
- Family planning, well-baby care, child health and disability prevention screenings are needs cited by professionals.

- Assistance with family communication problems, marriage counseling, and training for parents are needed.
- Abused women and families need medical and dental services performed by professionals sensitive to their needs.

## **6 Need for Facilities and Services by Subpopulations of Homeless**

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### **The Mentally Ill**

Those who are severely mentally ill currently have a good array of services available to them, including outreach. One major problem is the unwillingness of some of those with needs to accept the available services.

### **Substance Abusers**

There is not enough space in residential treatment facilities for all the homeless with substance abuse problems. It is likely that more beds and facilities are needed. The availability of more detoxification beds for women has been identified as a need.

Supportive housing, especially clean and sober living environments, is needed for those leaving treatment that do not have homes to which they can return.

### **Mentally Ill Substance Abusers**

Those who are both severely mentally ill and substance abusers have limited services. Currently, there are special treatment groups at the Mental Health Center for this population.

### **Runaways**

Safe House appears to meet most of the need for housing for runaway youth referred by parents or the police. As the population grows, another such facility may be required. Also, a facility may be needed for self-referring youths: those who are ejected from their homes or are involved in family disputes and need a temporary respite. The County does not seem to have the large numbers of youth living in the streets that are found in larger metropolitan areas.

### **HIV/AIDS Patients**

Those who are HIV-positive or have AIDS would benefit from another transitional living facility that could accommodate as many as six people. A clean and sober halfway house for HIV-positive people coming out of treatment programs has also been identified as a need.

Accommodations for families where one or more of the adults are living with HIV/AIDS has also been identified as a need.

## **Domestic Violence Victims**

Victims of domestic violence need additional shelter space for themselves and their children. There does not appear to be adequate space throughout the county at this time. Southeast Asian women who are victims of domestic violence need a shelter facility geared to their particular cultural situation.

# **7 Characteristics and Needs of Persons Threatened with Homelessness**

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**The following categories of people are in danger of becoming homeless:**

- all who are on public assistance;
- the unemployed and underemployed;
- the functionally illiterate;
- all who earn less than \$8.00 per hour;
- all who are living in “double up” situations;
- those with little knowledge of basic life skills such as money management, nutrition, shopping skills, problem solving and decision making;
- those who do not have private transportation and do not have easy access to public transportation;
- elderly on limited income;
- severely mentally ill not receiving treatment;
- those with mental health problems not sufficiently severe to receive County mental health services and without funds or insurance to pay for private treatment;
- substance abusers;
- those who cannot make a monthly rent or house payment because of illness, job loss, etc.;
- the “working poor” who are without health insurance or who have inadequate insurance;
- those who need services but are unaware of their availability or unwilling to accept them; and
- those who drop out of high school and those who become parents while teenagers.

**Their needs are:**

- job training;
- decent paying jobs;
- low cost housing;
- supplemental food supplies;
- life-skills training;
- basic coping skills: financial planning, food shopping, spending;
- safe, inexpensive child care;
- accessible, reliable public transportation;
- case management services or supportive housing after leaving a shelter;
- coordinated case management for those involved with a variety of public entities, such as the courts, parole, etc.;
- Southeast Asian former refugees need information regarding public housing and understanding of their rights;
- a safe environment, drug and gang free;
- recreational programs for adults;
- additional funds for Meals on Wheels and Senior Nutrition sites;
- chore services, including yard maintenance for the elderly;
- assistance with medication administration for the elderly; and
- a short-term housing payment program for those with health problems or job loss.



## Priority Homeless Needs

1. Using the results of the Continuum of Care planning process, identify the jurisdiction's homeless and homeless prevention priorities specified in Table 1A, the Homeless and Special Needs Populations Chart. The description of the jurisdiction's choice of priority needs and allocation priorities must be based on reliable data meeting HUD standards and should reflect the required consultation with homeless assistance providers, homeless persons, and other concerned citizens regarding the needs of homeless families with children and individuals. The jurisdiction must provide an analysis of how the needs of each category of residents provided the basis for determining the relative priority of each priority homeless need category. A separate brief narrative should be directed to addressing gaps in services and housing for the sheltered and unsheltered chronic homeless.
2. A community should give a high priority to chronically homeless persons, where the jurisdiction identifies sheltered and unsheltered chronic homeless persons in its Homeless Needs Table - Homeless Populations and Subpopulations.

## 1

## Continuum of Care Application

Based on its analysis conducted for the Continuum of Care Application, the County has identified the following homeless and homeless prevention strategies (San Joaquin County Community Development Department, 2009a):

- Continue to develop strong working partnerships between existing network of support service providers and the Shelter Plus Care program so as to maintain the percentage of homeless persons remaining in permanent supportive housing for at least six months.
- Maintain and improve current employment support practices and services and developing continuing strategies to implement and build on elements identified in the 12 month plan.
- Focus support service strategies on improving education and skill sets of program participants while still emphasizing the importance of immediate employment even if at entry level positions.
- Use available HPRP funds to both prevent households with children from becoming homeless and to identify households with children who need minimal assistance to obtain and maintain permanent housing.

- Use NSP funds to acquire affordable rental housing with the goal of making a significant portion of those new units available for homeless households with children.

## **2**

## **Chronically Homeless Strategy**

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The County has identified chronic homelessness as a priority issue. See the Homeless Strategic Plan for the chronically homeless, page 81, for the short-term strategy. The long-term strategy is to develop and implement a 10-year plan to end homelessness; continue to seek Shelter Plus Care and Supportive Housing Program (SHP) for Permanent Housing for Persons with Disabilities funds available under the Continuum of Care (CoC) strategy without negatively affecting the ability to renew existing programs; and modify existing permanent supportive housing programs within the CoC that do not target the chronically homeless to provide chronically homeless persons with a priority in filling vacancies.



# Homeless Inventory (91.210 (c))

The jurisdiction shall provide a concise summary of the existing facilities and services (including a brief inventory) that assist homeless persons and families with children and subpopulations identified in Table 1A. These include outreach and assessment, emergency shelters and services, transitional housing, permanent supportive housing, access to permanent housing, and activities to prevent low-income individuals and families with children (especially extremely low-income) from becoming homeless. The jurisdiction can use the optional Continuum of Care Housing Activity Chart and Service Activity Chart to meet this requirement.

## 1

## Homeless Inventory

There are 17 emergency shelter facilities throughout the County providing a total of 1,699 year round beds; 15 transitional housing facilities providing 663 beds; and five permanent housing facilities providing 339 beds. In 2009, there were a total of 2,815 sheltered homeless (1,678 males, 1,137 females, and 273 families<sup>6</sup>). There were a total of 162 unsheltered homeless (127 male, 35 female and 17 families<sup>7</sup>). The San Joaquin County Continuum of Care (CoC) application contains more detailed information on these facilities (San Joaquin County Community Development Department, 2009a).

See **Table 12** for the organizations that provide emergency shelters, transitional housing, and permanent supportive housing throughout San Joaquin County.

**Table 12: Inventory of Homeless Housing in San Joaquin County, 2009**

Organizations/ Programs	No. Beds for Households with Children	No. Beds for Households without Children	Total Year-Round Beds	Total Seasonal Beds
<b>Emergency Shelters</b>				
Family & Youth Services/ Safe House	0	6	6	0
Gospel Center Mission/ New Hope Shelter	68	0	68	0
Gospel Center Mission/ Men's Lodge	0	84	84	0

<sup>6</sup> Family numbers may have duplicate male/female count.

<sup>7</sup> Ibid.

**Table 12: Inventory of Homeless Housing in San Joaquin County, 2009**

Organizations/ Programs	No. Beds for Households with Children	No. Beds for Households without Children	Total Year-Round Beds	Total Seasonal Beds
<b>Emergency Shelters</b>				
Haven of Peace/ Haven of Peace	20	15	35	0
HOPE Ministries/ HOPE Shelter	30	0	30	0
HOPE Ministries/ Raymus House	40	0	40	0
Jonah Foundation/ Jonah House	0	8	8	0
Lodi House/ Lodi House	26	0	26	0
McHenry House/ McHenry House	30	0	30	0
Salvation Army-Lodi/ Hope Harbor	28	20	48	0
Salvation Army-Lodi/ Hope Harbor	0	32	32	0
San Joaquin County/ General Assistance	0	979	979	0
Stockton Shelter/ Singles Shelter	0	150	150	0
Stockton Shelter/ Family Shelter	98	8	106	250
Teresa Small/ Teresa's House	0	11	11	0
Women's Center/ DAWN House	33	4	37	0
Women's Center/ TREE House	6	3	9	0
<b>Total Emergency Shelter Beds</b>			1,699	250
<b>Transitional Housing</b>				
CVLIHC/ HEART House	0	7	7	*
CVLIHC/ Lodi HEART House	0	3	3	*
CVLIHC/ Hermanas 1	25	0	25	*
CVLIHC/ Hermanas 2	25	0	25	*
CVLIHC/ Horizons	38	0	38	*
CVLIHC/ Homelessness to Homes I	130	0	130	*
CVLIHC/ Homelessness to Homes II	162	0	162	*
CVLIHC/ CARE	125	1	126	*
Gospel Center Rescue Mission/ New Life	0	43	43	*
New Directions/ New Directions	0	72	72	*
Stockton Shelter/ Holman House	0	32	32	*
<b>Total Transitional Housing Beds</b>			663	
<b>Permanent Supportive Housing</b>				
CVLIHC/ Poplar Apts.	0	20	20	*
CVLIHC/ SPICE	0	27	27	*
Lutheran Social Services/CVLIHC/Project HOPE	13	21	34	*
San Joaquin County/CVLIHC/ Shelter Plus-combined	78	150	228	*
San Joaquin County/CVLIHC/ Shelter Plus 4	0	30	30	*
<b>Total Permanent Supportive Housing Beds</b>			339	
Source: San Joaquin Community Development Department's Emergency Housing Inventory 2009.				
*Seasonal Bed Count not applicable to these types of housing.				





# Homeless Strategic Plan (91.215 (c))

1. Homelessness— Describe the jurisdiction’s strategy for developing a system to address homelessness and the priority needs of homeless persons and families (including the subpopulations identified in the needs section). The jurisdiction’s strategy must consider the housing and supportive services needed in each stage of the process which includes preventing homelessness, outreach/assessment, emergency shelters and services, transitional housing, and helping homeless persons (especially any persons that are chronically homeless) make the transition to permanent housing and independent living. The jurisdiction must also describe its strategy for helping extremely low- and low-income individuals and families who are at imminent risk of becoming homeless.
2. Chronic homelessness—Describe the jurisdiction’s strategy for eliminating chronic homelessness by 2012. This should include the strategy for helping homeless persons make the transition to permanent housing and independent living. This strategy should, to the maximum extent feasible, be coordinated with the strategy presented Exhibit 1 of the Continuum of Care (CoC) application and any other strategy or plan to eliminate chronic homelessness. Also describe, in a narrative, relationships and efforts to coordinate the Conplan, CoC, and any other strategy or plan to address chronic homelessness.
3. Homelessness Prevention—Describe the jurisdiction’s strategy to help prevent homelessness for individuals and families with children who are at imminent risk of becoming homeless.
4. Institutional Structure—Briefly describe the institutional structure, including private industry, non-profit organizations, and public institutions, through which the jurisdiction will carry out its homelessness strategy.
5. Discharge Coordination Policy—Every jurisdiction receiving McKinney-Vento Homeless Assistance Act Emergency Shelter Grant (ESG), Supportive Housing, Shelter Plus Care, or Section 8 SRO Program funds must develop and implement a Discharge Coordination Policy, to the maximum extent practicable. Such a policy should include “policies and protocols for the discharge of persons from publicly funded institutions or systems of care (such as health care facilities, foster care or other youth facilities, or correction programs and institutions) in order to prevent such discharge from immediately resulting in homelessness for such persons.” The jurisdiction should describe its planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how the community will move toward such a policy.

Based on its analysis conducted for the Continuum of Care Application, the County has identified the following homeless and homeless prevention strategies:

- Increase the percentage of homeless persons staying in permanent housing over six months to at least 77 percent.
- Increase the percentage of homeless persons moving from transitional housing to permanent housing to at least 65 percent.
- Increase the percentage of persons employed at program exit to at least 20 percent.
- Decrease the number of homeless households with children.

## **Priority: Homeless Individuals and Families**

### **Analysis**

An analysis of the needs of the homeless population, as well as deficiencies in services, has already been provided in the Consolidated Plan. In accordance with that assessment, the following priorities have been developed.

### **Priorities**

#### **Priority HL- 1: A high priority is given to the following categories of homeless:**

- Homeless individuals needing immediate and transitional shelter;
- Homeless families needing immediate and transitional shelter; and
- Homeless persons/families who are victims of domestic violence.

Homeless individuals and homeless families, who have immediate and transitional shelter needs, have been given a relative priority of high because there is a shortage of shelter facilities for these groups and because the number of homeless has been increasing in recent years, with this trend expected to continue. Homeless persons who are victims of domestic violence were assigned a high priority because existing facilities for this group are overcrowded and because more counseling services and training opportunities are needed by them.

#### **Priority HL- 2: A relative priority of medium was considered appropriate for the following groups of homeless:**

- Homeless persons who are both severely mentally ill and have substance abuse problems;
- Homeless persons who have substance abuse problems only; and
- Homeless persons with AIDS and related diseases.

Homeless persons who are both severely mentally ill and have substance abuse problems were assigned a medium priority because of two counterbalancing reasons: (1) the need for access into substance abuse facilities which recognize that such individuals have mental health problems as well as substance abuse problems; and (2) the possibility that members of this group could receive income assistance (e.g. SSI) for their mental health problems.

Homeless persons whose only disability is a substance abuse problem were given a relative priority of 2 because there is currently insufficient space in residential treatment facilities for them; and supportive housing, especially clean and sober living environments, are needed by a number of them leaving treatment.

Homeless persons with AIDS and related diseases were assigned a relative priority of 2 because, although there are funding sources available to adequately house such individuals at this time, there are deficiencies in supportive housing services (e.g., outreach, case management) available to them.

**Priority HL-3: A low priority was judged appropriate for the following groups of homeless:**

- Homeless persons with severe mental illness; and
- Homeless youth.

The severely mentally ill homeless were assigned a low priority because currently there is a good array of services available to them, including outreach, and because such individuals are eligible for SSI income assistance. Homeless youth were assigned a low priority because currently there is adequate housing available to meet the needs of runaways referred by parents or police. Although self-referring homeless youth (e.g. those who are ejected from their homes or who are involved in family disputes) may need temporary housing, there does not appear to be the numbers of such runaways living on the streets of this County as in other areas.

## **Homeless Needs Objectives**

- Expand the number of beds available to homeless persons for emergency shelter and transitional housing.
- Maintain participation levels in homeless transitional and permanent housing programs.

## **2 Chronic Homelessness Strategy**

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According to the County's 2009 Continuum of Care Application, the following is the strategic planning objective:

- Create new permanent housing beds for chronically homeless.

The CoC will attempt to add at least 20 beds for chronically homeless persons through two primary strategies: (1) under the current NOFA, the CoC is applying for additional new Shelter Plus Care funds that will target the chronically homeless, and (2) increasing the number of beds for the chronically homeless by modifying existing Shelter Plus Care programs that do not specifically target chronically homeless persons. This second strategy would be achieved

by providing chronically homeless persons with a priority when filling vacancies in nontargeted Shelter Plus Care programs as they occur.

## 3

# Homelessness Prevention

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In accordance to the County's Homeless Prevention Program Plan, the following are the general goals and objectives:

- Intervention on behalf of households who are in imminent risk of becoming homeless to prevent people from initially becoming homeless;
- Diversion from emergency shelters of working households who have reached the point of contacting shelters; and
- Rapid rehousing of working households who have become homeless.

The County's Homeless Prevention Program targets the following populations who can reasonably be expected of becoming self-sufficient within 6 months:

- Households forced to vacate rental properties that enter foreclosure,
- Households at imminent risk of becoming homeless due to sudden and substantial loss in income out of the control of members of the household,
- Households in transitional housing where the household experienced a sudden and substantial loss in income out of the control of members of the household,
- Households at imminent risk of becoming homeless due to a sudden and substantial increase in utility costs which is not due to the activity of one or more members of the household,
- Households forced to vacate rental housing condemned by local housing officials, when condemnation is not a result of the activity of one or more household members,
- Households at imminent risk of becoming homeless due to a traumatic life event, such as death of a spouse or primary care giver or recent health crisis that prevented the household from meeting its normal financial responsibilities,
- Households with at least one adult employed, at imminent risk of becoming homeless due to factors not related to activity of one or more household members, or
- Households currently living in an emergency shelter, in locations not meant for human habitation, or are fleeing domestic violence.

Grants from this program may be used for the following activities:

- One-time rent assistance,
- Short term rent assistance,
- Medium term assistance,
- Security deposits,
- Utility assistance,

- Moving assistance,
- Case management services,
- Outreach of community services and programs,
- Housing search and placement,
- Legal Services, and
- Credit repair.

## 4

## Institutional Structure

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The responsibility for the San Joaquin County CoC resides with the CDD, the same department implementing the HPRP for San Joaquin County; the City of Stockton is a key member of the CoC and coordinated development of its Rapid Re-Housing Program (HPRP) plan with the County. San Joaquin County Community Development also administers the CoC's ESG, Supportive Housing and Shelter Plus Care programs. The HPRP is integrated into the existing continuum and all of the continuum members will serve as referring as well as service providing entities. The County's existing HMIS will be used to fulfill the HPRP recordkeeping and reporting requirements.

Both San Joaquin County and the City of Stockton prepared draft Homeless Prevention Plans in conjunction with key CoC members and forwarded the Plan to representatives of the cities and nonprofit homeless housing and service providers for further comment.

Both the City and County coordinated an open outreach to identify qualified interested organizations to implement and administer the HPRP. A Continuum of Care sub-committee reviewed all proposals submitted and made recommendations as to the most qualified responder. A single subgrantee was selected; that subgrantee is required to subcontract with all interested and qualified CoC members who will serve as initial points of contact for interested potential program participants, perform HMIS intake and provide necessary case management.

## 5

## Discharge Coordination Policy

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### Foster Care

Foster Care programs in San Joaquin County are overseen by the Human Services Agency. In California, state law requires public foster care programs to provide an Independent Living Program and that a transition plan be formulated for all youth preparing for emancipation. Social workers employed by Human Services Agency/Independent Living Program work with participants in developing a transition plan that addresses, among other elements, future housing needs and how housing costs will be met. The practice is to avoid using homeless services as part of the transition plan; Human Services Agency, working with CoC members directly impacted by discharges, is working toward developing and implementing written protocols designed to codify current practices that prevent persons leaving foster care directly to homelessness; the goal is to have a plan implemented within the next 12 months. A major issue to be resolved is that neither Human Services Agency or the Independent Living Program can mandate placement unless medically required nor do they possess the authority to prevent persons leaving foster care from voluntarily seeking services from

homeless providers, including recipients of McKinney-Vento funds; at the same time, homeless service providers are often mandated to provide services to all persons in need.

## **Health Care**

The primary mission of the San Joaquin General Hospital (SJGH) is to provide quality medical care for County residents. As a publicly funded institution, it does provide services to people who are homeless, generally through emergency room and other short-term acute care facilities; there are neither resources nor mechanisms in place to ensure that all such persons served do not return to a homeless condition. For patients discharged from acute care, SJGH has policies in place to identify high-risk patients, including the homeless, and does employ specialized staff to develop plans for patient release, including addressing housing issues. For these patients, the policy has long been to ensure that patients are moved to an appropriate level of after-care, which is linked to necessary community support and medical services. Through legislation, the State of California has mandated that health care providers, working with all stakeholders that are affected by the legislation, develop and implement protocols designed to prevent persons leaving acute care from returning to or becoming homeless. The local goal is to implement a plan within the next 12 months. A major issue still to be resolved is that SJGH can not mandate placement and does not possess the authority to prevent persons leaving acute care from returning to homelessness before they have been adequately treated, including recipients of McKinney-Vento funds; at the same time, homeless service providers are often mandated to serve all persons in need.

## **Mental Health**

Mental health programs under San Joaquin County Behavioral Health Services link all persons leaving institutional settings to appropriate housing and necessary support services; the practice has prevented persons from being released to emergency shelters or the streets. McKinney-Vento programs are not used as a funding source for housing persons leaving an institutional care setting. To meet this objective, Behavioral Health Services' (BHS') Mental Health Services uses its own funds to facilitate housing in transitional settings or other appropriate care facilities, has secured housing opportunities through exclusive use agreements with three apartment buildings with 115 one-bedroom and studio apartments, and has six Full Service Partnerships that help qualified persons secure housing. BHS is working with CoC members, primarily transitional and permanent supportive housing providers, to develop and implement protocols that codify current practices preventing persons leaving institutional settings directly to homelessness; the goal is to implement a plan within the next 12 months. A major issue to be resolved is that BHS cannot mandate placement unless the client is conserved and BHS does not have the authority to prevent persons leaving care from returning to homelessness before they have been adequately treated, including recipients of McKinney-Vento funds; at the same time, homeless service providers are often mandated to serve to all persons in need.

## **Corrections**

California's Interagency Task Force on Homelessness has developed multiple possible strategies to improve discharge planning for inmates of state correctional facilities that will reduce the incidence of homelessness upon release. San Joaquin County CoC, through its

interaction with the state agency, is supporting the improvements in discharge planning and urged adoption of those strategies.

Periodic discussions have taken place involving CoC members (including shelter providers) with the Sheriff's Department regarding implementation and improvement of discharge policies and procedures concerning releases from the County jail that will reduce the incidence of homelessness upon release.



# Community Development (91.215 (e))

\*Please also refer to the Community Development Table in the Needs.xls workbook

1. Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), – i.e., public facilities, public improvements, public services and economic development.
2. Describe the basis for assigning the priority given to each category of priority needs.
3. Identify any obstacles to meeting underserved needs.
4. Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low- and moderate-income persons.

NOTE: Each specific objective developed to address a priority need, must be identified by number and contain proposed accomplishments, the time period (i.e., one, two, three, or more years), and annual program year numeric goals the jurisdiction hopes to achieve in quantitative terms, or in other measurable terms as identified and defined by the jurisdiction.

## 1

## Priority Nonhousing Community Development Needs

Historically, and to a greater extent recently, all of the Urban County jurisdictions have allocated HUD resources to address identified nonhousing community development needs. The only HUD program covered by this plan that allows a community any latitude in allocating resources for these needs is the CDBG program.

Over the last several years, the Urban County has experienced a slight increase in the value of its annual CDBG allocation, while at the same time many of the Urban County jurisdictions have seen local government discretionary funding dwindle. This phenomenon has naturally resulted in local governing bodies examining the use of CDBG funding to fund new and



enhanced public services and facilities, rather than scarce local discretionary funds. This can be illustrated by reviewing historical trends for use of CDBG funding.

In 1985, the County's first year as a designated Urban County, approximately 25 projects were funded consisting primarily of public improvements and housing projects. This year's proposed projects listing consists of approximately 90 projects with a continued concentration on public improvements projects, as well as increased funding for both public service and public facility projects. The major victim of this changing trend in use of CDBG funding is housing rehabilitation programs.

With all of this in mind the following nonhousing community development needs have been prioritized:

## **Priority CD-1 – Nonhomeless Persons with Special Needs**

Priority special needs groups include farmworkers, seniors, and persons with disabilities. Housing for farmworkers and projects that remove architectural barriers and improve accessibility for persons with disabilities will continue to be priorities.

## **Priority CD-2 – Public Improvements**

Expansion of existing facilities/infrastructure or replacement of deteriorating facilities, as well as construction of new facilities/infrastructure to increase the quality of life of benefiting residents includes:

- installation of sewer systems, particularly in lower-income areas;
- installation of water system facilities, particularly in lower-income areas;
- installation of storm drainage systems, particularly in lower-income areas; and
- installation of new or renovation of existing facilities to maximize accessibility by disabled.

## **Priority CD-3 – Public Facilities**

Structures where a range of public and social activities and services exist providing opportunities for the development of human potential and enrichment as well as providing a sense of community identity includes:

- renovation of existing public facilities to maintain or expand operational levels;
- expansion of recreational facilities for lower-income youth; and
- expansion of the capacity of homeless service providers through new facilities.

## **Priority CD-4 – Public Services**

Social activities and services addressing opportunities for the development of human potential and enrichment, also providing a sense of community identity and well being includes:

- expansion of the capacity of public service providers to provide services particularly those that provide services to lower-income youth, seniors and the homeless.

## Priority CD-5 – Economic Development

Activity that eliminates the poverty status and provides opportunity and development of human potential for lower-income persons includes:

- activities that result in the retention or creation of jobs for lower-income persons.

## Funding

The above-noted activities will primarily be funded through HUD programs, including the CDBG Program described in “Resources” section of this document’s 5-Year Strategic Plan. Additional funds will be used on an “as available” basis.

**Table 13: HUD-Required Table 2B  
Priority Community Development Needs**

Priority Need	Priority Need Level	5-Yr Goal Plan/Act	Annual Goal Plan/Act	Percent Goal Completed
Public Facilities and Improvements (General) 570.201(c)	H	50	8	
Senior Centers 570.201(c)	H	5		
Handicapped Centers 570.201(c)	M	2		
Homeless Facilities (not operating costs) 570.201(c)	H	5	1	
Youth Centers 570.201(c)	H	5	1	
Neighborhood Facilities 570.201(c)	M	5	1	
Parks, Recreational Facilities 570.201(c)	H	5	1	
Parking Facilities 570.201(c)	M	1		
Solid Waste Disposal Improvements 570.201(c)	M	1	0	
Flood Drain Improvements 570.201(c)	H	10	2	
Water/Sewer Improvements 570.201(c)	H	3		
Street Improvements 570.201(c)	M	3		
Sidewalks 570.201(c)	H	5	1	
Public Services (General) 570.201(e)	H	10,000	2,000	
Senior Services	H	3,000	600	
Handicapped Services	M	1,000	200	
Youth Services	M	5,000	700	
Transportation Services	H	500	100	
Substance Abuse Services	M	500	100	
Employment/Training Services	M	200	40	
Battered and Abused Spouses	M	200	40	
Fair Housing Activities (if CDBG, then subject to 570.201(e))	H	500	100	

Notes: H = high; M = medium; L = low.

The County has established priorities for community development needs based in part upon an analysis of statistical data related to community development. Sources for this data include the 2000 U.S. Census, California Department of Finance reports, and California Employment Development Department figures. Other data sources include reports from County agencies such as Health Services and the HASJC. Information on community development needs was also obtained from County and city documents such as general plans, redevelopment plans, and special studies.

As noted previously, some priorities were established by County members based on public comments received at focus-group meetings for the Consolidated Plan. Appendix D to the Consolidated Plan provides a summary of comments from the meetings. Priorities based on public comments include:

- transportation services,
- school-based and after-school youth services,
- child care services,
- facilities for adult day care and other nonprofit service providers,
- access to services for non-English-speaking residents, and
- job training programs.

The County also solicited input through the distribution of service provider questionnaires and resident surveys in each of the entitlement jurisdictions. Results from these questionnaires and surveys were used in establishing community development priorities.

## **Obstacles to Meeting Underserved Needs**

As previously noted, one of the main obstacles to meeting underserved community development needs is inadequate funding for programs from the state and the federal government. Over the past 5 years, appropriations for the CDBG program have decreased, leading to reduced support for local community development programs. It is anticipated that CDBG funding will not significantly increase in the future due to the continuing federal budget deficit, and may in fact decrease.

Another obstacle to meeting underserved needs is the lack of available transportation for lower-income households and certain special needs groups, such as seniors and the disabled. Comments at the focus group meetings often referred to the lack of available transportation, which would allow people to reach needed services or jobs. A summary of these comments is available in Appendix D of this document.

## **Specific Long-Term and Short-Term Objectives**

### Long-Term Objectives

- Provision of public improvements such as curbs, gutters, sidewalks, storm drainages, water systems, and sanitary sewer systems in targeted lower-income areas.

- Renovation of existing facilities to maintain or expand operational levels that may include park improvements, lighting, and landscaping.
- Renovation of recreational facilities for lower-income youth.

Short-Term Objectives

- Expansion of the capacity of public service providers to provide services to particularly lower-income youth, seniors, and the homeless.
- Provision of information on housing for homeless persons who are severely mentally ill and/or have substance abuse problems and/or HIV/AIDS.

As shown in **Table 13**, in Item #1 of the “Community Development” section, the County intends to provide supportive and other services to a number of individuals and households during the 2010–2015 Consolidated Plan period. **Table 14**, below shows the specific objectives that the County will seek to accomplish in the 5-year plan period.

<b>Table 14: HUD-Required Transition Table 1C Summary of Specific Housing/Community Development Objectives (Table 1A/1B Continuation Sheet)</b>				
Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Outcome/ Objective*
<b>Homeless Objectives</b>				
Expand the number of beds available to homeless persons for emergency shelter and transitional housing.	CDBG, ESG, SHP, SPC	Beds	25	DH-1
Emergency Shelter Prevention maintenance and operation of homeless facilities	CDBG, ESG, SHP, SPC	People	5,000	DH-1
<b>Special Needs Objectives</b>				
Expansion of the capacity of public service providers to provide services to lower-income youth, seniors, and the homeless.	CDBG, SPC	People	50,000	SL-1

<b>Table 14: HUD-Required Transition Table 2C Summary of Specific Housing/Community Development Objectives (Table 2A/2B Continuation Sheet)</b>				
Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Outcome/ Objective*
<b>Rental Housing</b>				
Produce housing units for renter occupancy	CDBG, HOME	Housing Units	50	SL-3
Produce units for renter-occupied senior housing	CDBG, HOME	Housing Units	4	SL-3
Acquire units for rehabilitation	CDBG, HOME	Housing Units	50	DH-3
Acquire rental units to maintain affordability	CDBG, HOME	Housing Units	50	DH-2
<b>Owner Housing</b>				
Provide down payment/closing cost assistance to lower-income households to purchase their first home.	CDBG, HOME	Households	100	SL-3
Provide an owner-occupied rehabilitation loan program to lower-income homeowners.	CDBG, HOME	Households	100	SL-3

**Table 14: HUD-Required Transition Table 2C  
Summary of Specific Housing/Community Development Objectives  
(Table 2A/2B Continuation Sheet)**

Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Outcome/Objective*
Produce housing units for owner occupancy	CDBG, HOME	Housing Units	100	SL-1
<b>Economic Development</b>				
Micro-enterprise loan program	CDBG	Businesses	4	EO-1
<b>Infrastructure</b>				
Public improvements in targeted lower-income areas that may include curbs, gutters, sidewalks; storm drainage; and sanitary sewer systems.	CDBG	Projects	2	NR-1
<b>Public Facilities</b>				
Renovation of recreational facilities for lower-income youth	CDBG	Facilities	2	NR-1
Renovation of existing facilities to maintain or expand operational levels that may include park improvements, lighting and landscaping.	CDBG	Facilities	5	NR-1
Notes: CDBG = Community Development Block Grant; ESG = Emergency Shelter Grant.				
<b>Outcome/Objective Codes</b>				
	<b>Availability/Accessibility</b>	<b>Affordability</b>	<b>Sustainability</b>	
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	



## **Antipoverty Strategy (91.215 (h))**

1. Describe the jurisdiction's goals, programs, and policies for reducing the number of poverty level families (as defined by the Office of Management and Budget and revised annually). In consultation with other appropriate public and private agencies, (i.e., TANF agency) state how the jurisdiction's goals, programs, and policies for producing and preserving affordable housing set forth in the housing component of the consolidated plan will be coordinated with other programs and services for which the jurisdiction is responsible.
2. Identify the extent to which this strategy will reduce (or assist in reducing) the number of poverty level families, taking into consideration factors over which the jurisdiction has control.

### **1**

## **Goals, Programs and Policies**

The Planning Area has numerous programs in place with the goal of reducing the number of households with incomes below the poverty line. The unemployment rate in San Joaquin County reflects the necessity of such actions and supports the development of the programs that are described in this section of the Consolidated Plan. The unemployment rate in San Joaquin County in December 2009 was 17.1 percent, up from 13.0 percent in December 2008 (EDD 2010). This compared with a November 2004 rate of 12.1 percent for California and 10.0 percent for the nation. The State Employment Development Department reported that 51,800 county residents were unemployed in December of 2009. These numbers do not reflect the number of "discouraged workers" that had dropped out of the system and stopped looking for employment.

Given these statistics, it has become clear to both the government and business sectors that in order to solve housing problems in the Planning Area, the issue of jobs must be addressed. Increasing the number of people with adequately paying jobs has been approached on two parallel tracks: (1) increasing the quantity and quality of jobs through the solicitation of new businesses and the expansion of existing ones and (2) preparing lower-income individuals for employment through the development of job and life skills.

# **Increasing the Quantity and Quality of Jobs**

A number of organizations specialize in bringing jobs to San Joaquin County. These include the following:

## **The San Joaquin County Employment and Economic Development Department**

The San Joaquin County Employment and Economic Development Department (EEDD) provides employment, training, education, and economic development services throughout the County, focusing on business retention and expansion, as well as on the joint City of Stockton/County of San Joaquin Enterprise Zone. EEDD is also responsible for providing staff and administrative support to the Workforce Investment Board; the San Joaquin County Economic Development Association (EDA), a nonprofit corporation that operates under the authority of the Board of Supervisors; and the Revolving Loan Fund. Employment and training services for the California Work Opportunity and Responsibility to Kids Act program are also provided under a cooperative agreement with the Human Services Agency.

## **The Economic Development Association**

The San Joaquin County Economic Development Association (EDA) in cooperation with the EEDD, Chamber of Commerce, and local governments, is a “one-stop” business resource committed to meeting the needs of development prospects, local businesses and the community. One of the major goals of EDA is to increase and expand employment opportunities in San Joaquin County with jobs that enable workers to establish and maintain a decent standard of living. EDA has helped hundreds of companies locate in San Joaquin County. Using up-to-date information to support and prepare for community economic development, EDA’s staff has extensive experience in all areas of business development. EDA also provides potential business contacts with information on business incentives, financing sources, labor pools, and building and site availability.

## **The San Joaquin Partnership/Business Council, Inc**

The San Joaquin Partnership was created in 1991 to implement San Joaquin County’s regional economic development recommendations, as detailed in the “Vision 2000—A Blueprint for the Future” planning document. Organized by a group of business, civic and public sector leaders, the San Joaquin Partnership is a private-public, nonprofit economic development corporation managed by a joint private-public board. It was initiated for a single purpose: to attract job-creating investment to San Joaquin County. As a sign of its commitment to the project and desire to cooperate in the process, San Joaquin County provides funding every year to support this venture. The cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, Tracy also have contributed, as has private industry. The Partnership is a progressive, private-public nonprofit economic development corporation designed to recruit and assist commercial and industrial businesses to locate in San Joaquin County. The Partnership acts as site and community assessment facilitator with services that include comprehensive site and facility searches, site location, operating cost analysis assistance, labor availability, wage information, supplier and vendor product surveys, project permit facilitation, Enterprise Zone benefit analysis and assistance, community data and

location tours, and community assimilation. The Partnership is focused on economic development, serving client needs from initial inquiry to project completion and operation. The San Joaquin Partnership's mission is to directly assist in the community effort to create 35,000 jobs in San Joaquin County over a 5-year period.

The Business Council was also founded to develop strategies and advocate public policies to improve the business climate and to enrich public educational services. It focuses on human resource development and regional growth management. It has its own Board of Directors and is privately funded. Working within the "Vision 2000," the Business Council takes a proactive stance on critical issues through the work of its various task forces. In 1993 the Partnership and the Business Council reorganized and merged operations with a single administrative staff in order to achieve maximum effect and efficiency. Together they have undertaken Targeted Public Policy Initiatives program which will concentrate on retention and expansion of local firms, business climate programs, human resource development, public education, and product development.

The Business Council and San Joaquin Partnership have actively supported and funded the career fair held at Delta College in Stockton. In some years, nearly 9,000 high school freshmen from every school district in San Joaquin County were given the opportunity to speak with business leaders about career opportunities. Business leaders set up 150 booths at the career fair so that students could discuss jobs and careers that interested them.

## **Chambers of Commerce**

Each of the cities in the Planning Area, as well as the City of Stockton, has a Chamber of Commerce that focuses on improving its local business climate, welcoming new businesses, and retaining existing ones. In addition, similar business organizations represent ethnic groups, including the Mexican-American Chamber of Commerce, the Black Chamber of Commerce, and the Filipino Chamber of Commerce. These seek to promote business opportunities for their members and foster equal opportunity.

Though located within the City of Stockton, the Greater Stockton Chamber of Commerce is included in this section of the Consolidated Plan because its benefits are felt outside of the City's boundaries. In December of 1991, in conjunction with the City of Stockton, the Chamber established and has since continued to operate a small business development center, or Business Incubator. The Business Incubator program, one of over 500 nationally and over thirty throughout California, assists individuals and groups start and develop new service, manufacturing, and industrial businesses. One of the Business Incubator program's goals is to assist companies that will provide job creation with at least 51 percent of the new jobs going to the lower-income segment of Stockton's work force.

## **Enterprise Zone**

The City of Stockton and San Joaquin County were successful in the spring of 1993 in winning an Enterprise Zone designation from the State of California. In 2008, the Enterprise Zone was expanded to include 656 square miles, 55 square miles of industrial land and encompasses approximately 45 percent of the entire County.

This Enterprise Zone is intended to encourage commercial and industrial development and to secure jobs for the economically disadvantaged or unemployed. Key incentives of the zone



include financing, tax, development, and utility incentives, and marketing assistance programs made available to companies which increase a company's competitiveness, which at the same time create incentives for companies to add employees and increase production. The expected net benefit is the creation of jobs and the improvement of the general business climate in the zone.

## **City Economic Development Programs**

### **Escalon**

The City of Escalon has formed an Economic Development Committee and developed a mission statement. The goals of the mission statement are to promote, support, and improve the economic growth, economic diversity, business climate, job creation, and quality of life in the city of Escalon.

### **Lathrop**

The City of Lathrop has been actively working with the San Joaquin Partnership to attract new businesses to the city. The City intends to work with the partnership to boost economic development.

### **Lodi**

The City of Lodi has an economic development coordinator who plans, organizes, coordinates, and directs the Economic Development Plan for the City. The coordinator also assists in the retention and expansion of existing businesses, in marketing and outreach programs for attracting commercial and industrial development to the community, and in redevelopment of the downtown area.

### **Manteca**

The City of Manteca's redevelopment agency, in conjunction with the City of Manteca Manager's Office, is responsible for economic development. Agency staff provides resource referral for business assistance inquiries, provides ombudsman services between developers and City departments, expedite and track projects, and consider opportunities for the City's financial participation in projects. For new business development, preliminary staff review meetings are set up; special meetings are held with those considering business location, relocation, or expansion to Manteca; and on-site visits to identify site constraints are provided.

### **Ripon**

The Ripon City Council established an Economic Development Commission to act as an advisory body regarding economic development matters. The six-member commission consists of representatives from the Chamber of Commerce, Business Improvement District, and local residents. It has been given the task of developing an economic development element to be incorporated into the City's current revision of the General Plan. The

Commission also acted as the liaison between the City and proponents for a wireless cable business, which will be located in Ripon and will employ approximately 60–80 people.

## **Tracy**

The Tracy Economic Development Committee is a partnership with the City of Tracy and the Tracy of Chamber of Commerce. Its purpose is to attract new businesses to the City and to retain existing commercial and industrial companies. The City of Tracy also hopes to create a concentrated Economic Development Program for its infrastructure and other public right-of-way improvements, a façade improvement program, enhanced design and signage guidelines, job retention, and business attraction and expansion.

## **Efforts at Coordination**

The San Joaquin Partnership, the San Joaquin County Economic Development Association, the Greater Chamber of Commerce, and the Business Council have entered into a Cooperation Agreement to clarify roles and responsibilities, avoid duplication of efforts, and enhance the coordination of the organizations' complimentary programs and activities. As already noted, the San Joaquin Partnership and the Business Council reorganized recently to form a single unified organization. Also, the City of Stockton, and San Joaquin County have cooperative agreements in place for purposes of facilitating the success of the Enterprise Zone.

## **Preparing Low Income Individuals for Jobs**

For individuals to make the transition from lower-income wage earner (or actual poverty levels) to average or median income levels, they need to be able to secure jobs that pay them a modest wage; which in this area is at least \$18.57 an hour. To earn such an income, there is an obvious need for skills training. For those who have not been consistently employed in the past, there is also a need for training in general job-related skills, including punctuality, appropriate attire, and conflict resolution. Agencies that work with the homeless have pointed out that just finding a new residence and a job for a family is not enough by itself to solve all of the problems associated with homelessness. These people often need training in the life skills that allow them to deal with the stressful situations related not only to their employment, but also to their family situations. Programs that provide this type of training are listed below.

## **San Joaquin County Construction Technology Program**

The Construction Technology Program is a public/private agency partnership that: (1) provides classroom and hands-on training to help hard-to-employ individuals make the transition from public assistance to self-sufficient employment in the construction industry and (2) revitalizes lower-income neighborhoods by building new housing on in-fill, substandard lots, and (3) selling the new houses to lower-income, first-time homebuyers.

Partners in the Construction Technology Program include the County Human Services Agency, Community Development Department, Office of Education, Office of Substance Abuse, Office of Behavioral Wellness, a group of local banks led by Bank of Stockton, several

community-based, private organizations, and Northern California Construction and Training, Inc. (NCCT), a private, nonprofit job-training service provider.

This job training and affordable housing program maintains a holistic approach through an array of support services provided at the classroom to help students overcome various obstacles to employment. These support services include classes in anger management, life skills and parenting, counseling for substance abuse, GED preparation, case management, and job placement service. The Program works with San Joaquin County Courts and the Department of Child Support Services to resolve driver's license and child support issues. Other agencies are consulted, as necessary.

Each six-month class graduates 35-40 students and builds three new single-family houses. To date Construction Technology Program has graduated and provided job placement for approximately 500 individuals, while building 42 new houses and providing the same number of new home ownership opportunities to lower-income households.

## **San Joaquin County Workforce Investment Board**

The San Joaquin County Workforce Investment Board comprises community leaders in business, industry, education, labor, and community organizations. The board sets policy and manages the programs provided for under the federal Workforce Investment Act.

The San Joaquin County Workforce Investment Board working in cooperation with the County Board of Supervisor's, ensures that WorkNet services meet the specific needs of San Joaquin County employers and job seekers. WorkNet seeks to provide universal access to services through the proliferation of WorkNet centers throughout the County and on the Internet.

## **San Joaquin County WorkNet**

WorkNet is a partnership between several agencies that provide resources and assistance to county businesses and job seekers. EEDD, the Employment Development Department (EDD), San Joaquin Delta College, County Office of Education, HACSJ, Economic Development Association are some of the agencies providing services through WorkNet. WorkNet offers a One-Stop system to job seekers, giving them access to a wide range of services; from information on Unemployment benefits to accessing information on the job market, training availability, and career counseling. If further assistance is needed, WorkNet representatives may provide intensive services including assessment, occupational skills training, skill upgrades, and placement assistance.

### **WorkNet Programs**

WorkNet provides training and job placement services to unemployed youths, adults, and laid-off workers. These include:

#### ***On-the-Job Training***

Offers wage reimbursement to employers for hiring and training employees through either CalWorks or WorkNet. Employers can reduce their personnel costs and save money and valuable time by taking advantage of the On-the-Job Training (OJT) program of EEDD.

Employers inform WorkNet of the qualifications they require for employees and WorkNet will prescreen all applicants to ensure that they meet the company's standards. WorkNet screening and referral process saves time and resources. The selection and hiring decision is always left up to the employer. WorkNet does not charge an employer for their services. With very limited paperwork, the OJT program also helps employers save money by:

- reducing the need for expensive help-wanted advertisements,
- cutting the time and expense of applicant screening, and
- offsetting the cost of training new employees.

Through the OJT program an employer can be reimbursed for a portion of their new employee's wages by up to 50 percent during employee training.

### ***Occupational Skills (Classroom) Training***

Occupational skills training trains persons for a variety of vocational fields leading to employment.

### ***Youth Employment and Training Program***

This program provides youths with an opportunity to develop good work habits and basic work skills, gain meaningful work experience, and explore career options and opportunities while obtaining basic-skills training and passing their General Educational Development testing. Eligible participants are placed at selected worksites throughout San Joaquin County in jobs that reflect their interests, aptitudes, and abilities, while completing their education.

### ***Business Services***

Through its Business Services division, EEDD helps create and maintain jobs through technical and financial assistance to businesses located in or expanding to San Joaquin County.

EEDD provides financial assistance to companies that create or retain jobs in San Joaquin County. The Business Services staff works with local lenders, the Small Business Administration and San Joaquin County's Revolving Loan Fund to select the best source for business financing. Loans may be arranged to finance the start-up, retention or expansion of businesses or business activities in San Joaquin County.

Through the San Joaquin County WorkNet Web site, [www.sjcworknet.org](http://www.sjcworknet.org), employers have access to information on community resources, and labor market information, as well as financing.

## **Extent Strategy Will Reduce Poverty**

The "Barriers to Affordable Housing" section of the 5-Year Strategic Plan sets forth a plan for new membership and new roles for the Policy Advisory Committee and the Technical Advisory Committee which oversee both the HUD funding allocation and Consolidated Plan processes. This restructuring includes developing a process for increasing the involvement of agencies that directly serve the targeted populations and establishing improved mechanisms for communication. The result will be improved coordination of housing-related strategies with social service and job-finding and job-creating programs. It is not possible to predict at this time the extent to which these efforts will help in reducing the number of

households with incomes below the poverty line, though ongoing monitoring will be conducted by the various agencies described above. The results of this monitoring will be utilized to assess the effectiveness of the programs and to modify those programs, as necessary, in the future.



# **Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)**

\*Please also refer to the Non-homeless Special Needs Table in the Needs.xls workbook.

1. Estimate, to the extent practicable, the number of persons in various subpopulations that are not homeless but may require housing or supportive services, including the elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction, victims of domestic violence, and any other categories the jurisdiction may specify and describe their supportive housing needs. The jurisdiction can use the Non-Homeless Special Needs Table (formerly Table 1B) of their Consolidated Plan to help identify these needs.

\*Note: HOPWA recipients must identify the size and characteristics of the population with HIV/AIDS and their families that will be served in the metropolitan area.

2. Identify the priority housing and supportive service needs of persons who are not homeless but may or may not require supportive housing, i.e., elderly, frail elderly, persons with disabilities (mental, physical, developmental, persons with HIV/AIDS and their families), persons with alcohol or other drug addiction by using the Non-homeless Special Needs Table.
3. To the extent information is available, describe the facilities and services that assist persons who are not homeless but require supportive housing, and programs for ensuring that persons returning from mental and physical health institutions receive appropriate supportive housing.
4. If the jurisdiction plans to use HOME or other tenant based rental assistance to assist one or more of these subpopulations, it must justify the need for such assistance in the plan.
5. Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the strategic plan.

## Farmworkers

As traditionally defined, farmworkers are persons whose primary incomes are earned through permanent or seasonal agricultural labor. Permanent farmworkers tend to work in fields or processing plants. During harvest periods when workloads increase, and the need to supplement the permanent labor force is satisfied with seasonal workers. Often these seasonal workers are migrant workers, defined by the inability to return to their primary residence at the end of the workday.

Determining the actual number of farmworkers in a region is difficult due to the variability of the definitions used by government agencies and other peculiarities endemic to the farming industry. U.S. Census of Agriculture is conducted every 5 years and gives the most recent estimate on the number and type of farmworkers in San Joaquin County. From 2002 to 2007 then number of farms that hired farm labor decreased by 12.5 percent and the number of workers these farms hired decreased by 25.6 percent. In 2002, 22,634 farmworkers worked in San Joaquin County fewer than 150 days. By 2007 only 15,508 farmworkers worked in San Joaquin County, which is a 31.5 percent decrease from 2002.

Housing conditions for migrant farmworkers are substantially different than for permanent residents employed full time or part time in agriculture. First, migrant farmworkers are renters while they migrate, although they may own a home elsewhere, such as in rural Mexico. Secondly, although they are working, migrant farmworkers are lower-income and cannot afford housing that meets their needs. They compete for the lowest cost housing.

Most rental units available to migrant farmworkers are small, while most farmworkers families are above average in size. As a result, most migrant farmworkers live in overcrowded housing. Rental units available to migrant farmworkers are more likely than other housing units to be in seriously substandard condition. These conditions can be exacerbated by farmworkers "doubling up" to afford the high rents that result from low vacancy rates, particularly at the height of the migrant worker season in the area. Housing affordability and overcrowding are critical issues among this special needs group.

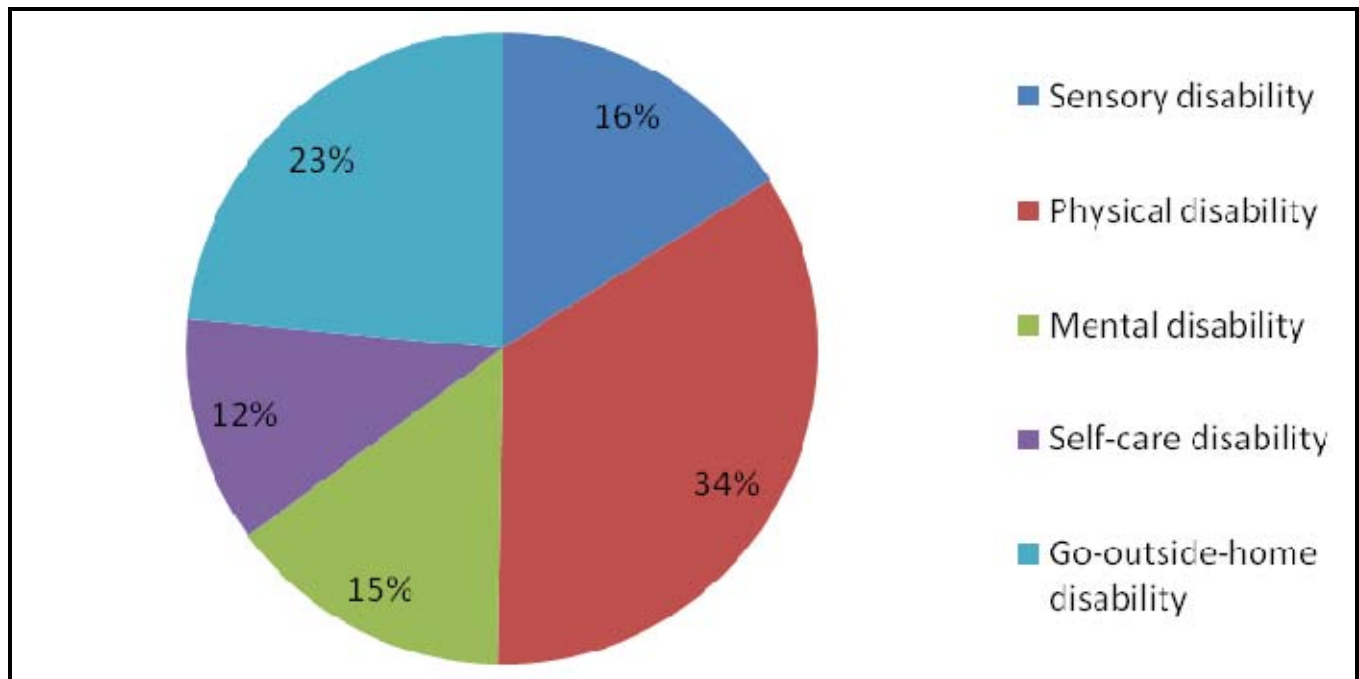
## Senior Citizens

Seniors are considered a special needs group because of their limited income, prevalence of physical or mental disabilities, limited mobility, and high health care expenses. Because of their retired status, incomes for senior households may be fixed and limited. Their lower-income status limits their ability to balance the need for housing and other necessities such as health care. Finding affordable housing and dealing with the eviction of long-term senior tenants are among the most difficult housing problems currently affecting the elderly in California. A senior on a fixed income faces great difficulty finding safe and affordable housing or relocating after an eviction. Subsidized housing and federal housing assistance programs (such as the Housing Choice Voucher Program) are increasingly challenging to secure and often involve a long waiting list.

According to the 2000 Census, approximately 5,685 seniors residing in San Joaquin County lived below the poverty level (14.8 percent). The number of seniors residing in San Joaquin County living below the poverty line increased to 6,189 between 2006 and 2008. Seniors also often have long-term health care needs and have different types and degrees of disabilities. In 2000, 91 percent of senior residents reported a disability. Data about disabilities is not available in the 2006-2008 ACS (U.S. Census, 2008).

## Frail Elderly

For the purposes of this Consolidated Plan, “frail elderly” are defined as people 65 years of age and older who have a disability that limits their mobility and/or their ability to live independently. The 2000 U.S. Census indicated that 91 percent of the senior population in the County had a disability. Of the disabilities identified in this population, 18,438 or 34 percent were physical disabilities and 8,662 or 16 percent were sensory disabilities (See the figure below). It is probable that some frail elderly had multiple types of disabilities, but the number is unknown. Data about disabilities is not available in 2006–2008 ACS data.



## Persons with Disabilities

According to the 2000 Census, 108,656 persons living in San Joaquin County had a disability, comprising 21 percent of the total population over 5 years of age (see **Table 15**, below). The proportion of individuals with disabilities increases with age. Approximately 5 percent of children age five to 15 had a disability countywide, compared to 22 percent of adults age 16 to 64 and 47 percent of seniors age 65 years and older. The proportion of disabled individuals varied slightly throughout the county. Most communities had similar proportions of disabled individuals as the countywide. However, Ripon had a considerably lower proportion of disabled individuals (16 percent) while the unincorporated areas of the County had the highest proportion of disabled individuals at 22 percent. Data about disabilities is not available in the 2006–2008 ACS.



Participating Cities	Disability by Age			Total % Disabled
	% Disabled 5-15 years	% Disabled 16-64 years	% Disabled 65+ years	
Escalon	4	23	36	21
Lathrop	5	23	58	21
Manteca	5	22	52	21
Ripon	5	15	48	16
Tracy	3	18	50	17
Unincorporated	5	22	43	22
Lodi	5	23	45	23
Stockton	6	24	49	22
<b>Total San Joaquin County</b>	<b>5</b>	<b>22</b>	<b>47</b>	<b>21</b>

## Persons with HIV/AIDS

As of December 31, 2009, 1,281 cumulative AIDS and 447 HIV cases were reported in San Joaquin County (see **Table 16** below). Among the AIDS cases, 75 were reported in 2009. Among the different jurisdictions, the City of Stockton is home to the majority of residents diagnosed with AIDS (71.6 percent). The fewest cases were reported in the City of Escalon. Among the population diagnosed with AIDS in the County, 45 percent are white, 26 percent are Hispanic, 24 percent are African American, 4 percent are Asian, and the remaining 1 percent make up the other racial/ethnic groups. AIDS data in San Joaquin County also includes the incarcerated population of the Deuel Vocational Institution located in Tracy, which may disproportionately affect demographic data.

The County estimates that the fatality rate is approximately 47 percent, translating into an estimated 602 persons in San Joaquin County currently living with AIDS.

City	Cases	Percent
Acampo	9	0.7
Escalon	6	0.5
French Camp	9	0.7
Lathrop	9	0.7
Lodi	75	6.2
Manteca	73	6.1
Ripon	8	0.7
Stockton	864	71.6
Tracy**	153	12.7
<b>Total San Joaquin County</b>	<b>992</b>	<b>100</b>

\*Only cities with >5 cases are represented.

\*\*The interpretation of the data for AIDS cases stratified by city is more meaningful when compared to the county distribution for this variable. When the county distribution by city is examined, the city of Tracy appears to be disproportionately affected by AIDS. However, this is due to the location of a state prison in Tracy and cases associated with the incarcerated population.

Source: Bell-Sanford, Geneva, San Joaquin County Public Health Services, 2010.

Housing and supportive resources for individuals diagnosed with HIV/AIDS include the following:

**The San Joaquin County Health Services AIDS Program** provides nursing and social work case management, home nursing care, benefits counseling, and subsidies for food, medical care, utility payments, housing and transportation.

**The Ryan White Consortium** is a partnership of public and private nonprofit HIV and support services that provides persons with HIV and representatives of communities affected by HIV. The consortium also receives funds to provide medicine, food and support services for those with HIV/AIDS.

**The San Joaquin County AIDS Foundation** provides assistance and resources for those with HIV/AIDS. The foundation has an active caseload of approximately 116 persons and is involved with the Ryan White Consortium.

**The Holman House** is a transitional housing program that houses six to 10 people who are HIV positive. It is funded by HUD's "Housing Opportunities for People with AIDS" (HOPWA) funds administered by the Ryan White Consortium, which authorized Public Health Services to contract with the *Stockton Shelter for the Homeless* to manage the facility. It has a live-in house manager and each resident has a case manager from the either Public Health, the San Joaquin AIDS Foundation, or the Channel Medical Clinic. The Ryan White Consortium also receives funds to provide medicine, food and support services.

## **Alcohol/Other Drug Addicted Persons**

The San Joaquin County Substance Abuse Services Division indicated that there were 1,565 individuals in all its outpatient programs in Fiscal Year (FY) 2008-2009, the most recent year for which data are available. So far in FY 2009-2010, there are 1,177 individuals in its programs. These numbers only represent individuals in County programs. Other programs exist in the County but the County does not have numbers for those programs.

## **2 Priority Nonhomeless Special Needs**

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### **Priority NH-1 – High Priority Nonhomeless Special Needs**

The only nonhomeless group assigned a high priority was farmworkers. Analysis of available information suggests that more low-cost housing and SRO facilities are needed for this group.

### **Priority NH-2 – Medium Priority Nonhomeless Special Needs**

The following groups of nonhomeless persons with special needs were assigned a medium priority:

- frail elderly;

- persons with severe mental illness;
- persons who are physically disabled;
- persons who are developmentally disabled; and
- persons with alcohol/other drug addiction problems.

The frail elderly were given a medium priority for the following reasons: (1) individuals of this group have more critical health problems than the general elderly population; (2) there is a need for additional residential care facilities for those frail elderly whose only income is SSI; and (3) there is a need for in-home services for those who show signs of dependence or who require emergency medical assistance.

Persons with severe mental illness were given a medium priority because there is a need for more beds in supportive housing facilities (Note: mental health providers estimate that more than 100 beds are needed), and because there are not sufficient community treatment services available.

The physically disabled were given a medium priority because generally such individuals have the intellectual and emotional capacity to manage their own affairs and have income resources available to them. Their primary problem is to adapt the physical environment to allow them to function, a remedy which is usually low cost and available.

The Developmentally disabled were assigned a medium priority because, although there are a sufficient number of board and care homes available to them, there is a need for more supportive living arrangements (e.g., community-based residences with trained staff) to assist such individuals achieve independent living.

Persons with substance abuse problems were given a medium priority because such individuals are particularly at risk of losing their housing and because there is a need for housing with a supportive environment for those who are in recovery.

## **Priority NH-3 – Low Priority Nonhomeless Special Needs**

The following groups of nonhomeless persons with special needs have been given a low priority:

- elderly persons; and
  - persons with AIDS and related diseases.
- The elderly were given a low priority because significant resources are already being committed to meeting the housing and health needs of this group. In fact, many affordable housing projects have focused on this group, primarily because of the absence of public controversy.
  - Nonhomeless persons with AIDS and related diseases have been assigned a low priority because currently there is fairly responsive mechanism in place to deal with their problems. There is, however, difficulty in providing case management to these individuals. There is also a need for a hospice facility for such individuals in the final stages of the disease.

The following represent some of the housing facilities and services available to County residents:

### **The Bethany Home Society of San Joaquin County, Inc.**

The Bethany Home Society of San Joaquin County, Inc. is a nonprofit corporation comprised of a 92-bed skilled nursing facility, apartments for the independent elderly, a 49-bed adult residential care facility, and an adult day care center. It serves 120 elderly and 145 frail elderly a year. In the housing programs, 17 to 25 percent of the residents are below poverty level. Bethany Home is located in Ripon.

### **Disability Resource Agency for Independent Living**

Disability Resource Agency for Independent Living (DRAIL) provides services to meet the diverse needs of people who have a variety of disabilities in all age groups. These services include: community advocacy, information and referral, consumer advocacy, peer support, independent living skills, attendant registry, housing, and volunteer services. This agency is currently assisting 56 active consumers.

### **Recovery House**

Recovery House is a 69-bed facility for men and women age 14 and above who are dealing with alcohol problems; persons with both drug and alcohol problems are also admitted. Its three-month program is run by the County Office of Substance Abuse.

### **San Joaquin County Aging and Adult Services**

San Joaquin County Aging and Adult Services provides many services to the elderly in accordance to mandates set forth in the federal Older Americans Act (OAA) and the state's Older Californians Act (OCA). Also offers programs and services to serve the disabled and lower-income population of San Joaquin County. Direct Service Programs include: Adult Protective Services (APS), Ombudsman Program, In-Home Supportive Services (IHSS), Multipurpose Senior Services Program (MSSP), Linkages Program, Family Caregiver Support Program, and the Information and Assistance Program. Area Agency on Aging Contracted Services include: Alzheimer's Day Care, Adult Day Support, Caregiver Support and Training, Homemaker and Personal Care Services, Medication Management, Falls Prevention, Health Insurance Counseling & Advocacy Program (HICAP), Legal Assistance, Nutrition Training, Congregate meals, Home-Delivered Meals, and Supplemental Food.

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<sup>8</sup> Service providers listed in the San Joaquin County Aging and Community Services Resource Directory, 2009-2010 Edition. <http://www.sjaging.org/pdf/HSA%20Directory%202009-2010.pdf> Accessed February 10, 2010.

## **Residential Care Facilities for the Elderly**

In San Joaquin County there are approximately 104 licensed Residential Care Facilities for the Elderly (age 60 and above), with a total of 2,890 beds. Sixty-five homes (1,533 beds) have Stockton addresses, but some of these are in the Planning Area. Twenty-nine homes (847 beds) are in the Planning Area.

## **Residential Care Facilities for Adults**

There are 175 Adult Residential Facilities (age 18 to 59) in San Joaquin County with 1,141 beds. These facilities serve the mentally ill and the developmentally disabled. Of these, 25 homes (146 beds) are in the Planning Area. 150 homes (995 beds) have Stockton addresses, although some of these are outside the city limits and in the Planning Area (California Department of Social Services, 2010).

## **Residential Drug Program**

The Residential Drug Program, which opened in January 1993, is a 48-bed facility for adult men and women with drug and drug-and-alcohol problems operated by the County Office of Substance Abuse. The usual length of stay is three to six months.

## **United Cerebral Palsy**

United Cerebral Palsy works to help those who have cerebral palsy and similar disabilities reach their highest level of independence. Most of their adult clients live in residential care facilities and wish to access a supported living environment. UCP has an Independent Living Program that prepares individuals to make that transition to and/or maintain an independent living lifestyle. UCP has a Supported Living Program which first helps clients find an apartment of their own and then continues to offer support so that the client can maintain the independent living lifestyle. UCP also runs programs designed to support parents and families of children with cerebral palsy and similar disabilities so that they can maintain their children within their homes. One of their facilities, an Adult Developmental Center, is located in Manteca.

## **Valley Mountain Regional Center**

Valley Mountain Regional Center (VMRC) had approximately 5,700 clients in San Joaquin County as of February 2010. VMRC purchases residential services for developmentally disabled adults and children, some of whom need supportive housing. They have between 940 developmentally disabled persons living in licensed board and care homes. Another 505 persons receive supportive living services. VMRC uses approximately 114 adult homes, 13 children's homes, 11 elderly homes, and 35 intermediate care facilities in San Joaquin County. They plan to de-emphasize the use of licensed homes and to emphasize the use of nonlicensed residential arrangements such as apartments, coupled with more supported living, training and services. They have several supportive living programs: the "Parent Assisted Program" for families and the "Assisted Personal Living Environment Program" for singles

operating through contract with a private vendor, as well as individually tailored supported living arrangements (Link, Larry, 2010).

## **New Directions**

New Directions is a six month residential treatment program for men and women who have had contact with the criminal justice system because of their drug/alcohol addiction. The program services up to 50 men and 25 women. As of February 10,210, the program is serving 68 men and 16 women. Services include substance abuse counseling, vocational and educational opportunities, parenting skills, and life skills.

## **Family Ties**

Family Ties is a six month residential treatment program for pregnant or parenting women. This program serves up to 28 women. Twenty-eight women have their own studio apartment; there is a common area and play area for children. Services include substance abuse counseling, mental health services, prenatal care, access to health care, and vocational skills training. Aftercare and relapse prevention is offered to all women completing the program.

## **Other Programs**

The listing of halfway houses in this section is not all-inclusive. Additional six-person, one-and two-house programs are continually being developed to meet the need for sober and safe environments for those recovering from substance abuse.

## **Efforts to Coordinate Programs**

Efforts to coordinate service programs for addressing the needs of people in supportive housing include the following.

- The Stockton Developmental Center and Valley Mountain Regional Center work together in providing supportive housing to the developmentally disabled. See the description of the Delta Regional Program in the next section.
- United Cerebral Palsy coordinates with the County’s In-Home Supportive Services Program to enable cerebral palsy clients to remain in the least restrictive setting.
- Valley Mountain, United Cerebral Palsy and the Area VI Board on Disabilities have plans to provide three seminars over the next year for consumers and service professionals to foster dialogue and provide training for those interested in supportive housing.
- The Stockton Shelter for the Homeless, the Ryan White Consortium, and the AIDS Program of the Public Health Department work cooperatively in the running of the Ryan White House, a transitional housing program for those who are HIV positive.
- The County Mental Health Services, Department of Aging, and Human Services Agency support the Transitional Care Facility program for abused/abandoned seniors and

individuals experiencing a life crisis that provides a safe, temporary environment with food and physical supervision for up to fourteen days.

- Adult Protective Services, Older Adult Services, the Ombudsman, Valley Mountain Regional Center, and a representative of the State Licensing Department meet regularly to monitor and assess the services provided by board and care homes and share any concerns or problems. This ensures quality in the living situations of their clients.
- As a result of HUD's Continuum of Care process, a group of housing and service providers meet regularly to coordinate the provision of housing and supportive services. This group includes representatives from the homeless shelters, as well as the major service providers such as the Behavioral Health Services, and St. Mary's Interfaith Dining Room. This group has been working to develop a centralized intake/referral process for the supportive housing programs and for supportive services and development of a browser based Homeless Management Information System (HMIS).
- Central Valley Low Income Housing Corp. (CVLIHC), Lodi House, HOPE Ministries, McHenry House, Haven of Peace, Gospel Center Rescue Mission, and San Joaquin County' Construction Technology program work collaboratively to provide transitional housing, case management and related services for more than forty homeless households.
- San Joaquin County Mental Health Services and University of the Pacific's Community Re-entry Program collaborate in providing supportive housing and services for persons leaving institutions through operation of two satellite apartment programs and Gibson Center, a day program for persons with mental illness.
- San Joaquin County Mental Health Services and CVLIHC work together in providing support services and program management to residents of the Mayfair Hotel, all of whom are clients of Mental Health Services.
- San Joaquin County's Shelter Plus Care program, administered by CVLIHC, works cooperatively with more than thirty community agencies to provide continuing support services and case management to more than 150 participating households.
- Central Valley Low Income Housing Corp.'s Supporting People In A Community Environment (SPICE) program, providing permanent housing to people with disabilities, works in collaboration with the HEART program to identify persons to participate in the program and in providing continuing case management and supportive services.

## **Other Programs**

- There are a number of day programs which provide special education and recreation for developmentally disabled adults, most of whom live in residential care facilities. Among these are "Manteca CAPS," which serves one hundred people each year and "The Activity Center," run by San Joaquin County Mental Health Services.
- There are Senior Centers throughout the county, most of which function as congregate meal sites. Some also include social and recreational programs as well as services for seniors, such as tax information, renter's information, special interest classes, informational speakers, intergenerational activities, meal and food distribution programs, and limited health-related testing.

- A partial listing of these Senior Centers in the Planning Area includes: Manteca, Lathrop, Lockeford, Loel (Lodi), Woodbridge, Lolly Hansen (Tracy), Escalon and Ripon. Some Centers are owned/managed by the cities in which they are located; others are privately operated.
- The Easter Seal Society, in addition to providing an outpatient rehabilitation center, is a community information and referral source for persons with disabilities.
- The Community Blind Center provides educational, recreational and social services aimed at independent living. The Center teaches daily living skills to the blind and visually impaired and assists with job training.
- The County operates seven Community Centers throughout the County that provide food commodities distribution, social and recreation programs and service referrals.

### **Supportive Housing for Persons Returning from Institutional Settings**

A description of the extent and type of programs to reintegrate persons returning from institutional settings such as hospitals, psychiatric facilities, prisons and jails is given below. The halfway houses listed above serve people leaving residential treatment programs, jail, and prison, as well as others from the community. We are interpreting their goal less as reintegration than providing a supportive (especially clean and sober) living environment.

### **County Mental Health Services**

County Mental Health Services has two transitional programs.

- The Transitional Care Facility provides temporary supportive care to abused, endangered or abandoned older adults in Transitional Care Housing for up to 14 days.
- Grant House is a short term crisis residential treatment programs, located in Stockton, for persons referred by either San Joaquin County Mental Health Services Crisis Intervention Services or the Psychiatric Hospital Facility. These programs are designed to provide treatment for a short duration, between 24 hours and 21 days. Both facilities are staffed 24 hours per day and are operated by Phoenix Programs, Inc.

It also offers:

- Through Older Adult Services, the “Day Treatment Program” for seniors, which provides vocational rehabilitation, counseling, and a treatment plan for approximately one year for seniors who have been in the Inpatient Program at Crestwood Manor, a geropsychiatric hospital.
- The “Adult Day Treatment Program” provides transitional assistance for those who have been in the County’s Psychiatric Health Facility.

### **In-Home Nursing Services**

There are numerous in-home nursing services which assist persons being released from medical facilities to readjust to life in the community and avoid further institutionalization.



## **New Directions**

New Directions is a nonprofit that offers residential rehabilitation services for those with drug problems. Some clients are referred from the Courts; New Directions also has a contract with the Department of Corrections.

## **Positive Alternative Life-treatment Services (PALS)**

P.A.L.S. is a program for recovering addicts and parolees that offers a ninety-day treatment program, two program houses for clients in that program who need supportive housing, and a transition home which provides a safe, drug-free environment for those in the nine-month follow-up program who are returning to society. They currently house twenty and feed and provide social services for 22 people. PALS' four homes are located in Stockton, but plans are being made to expand into the Planning Area.

## **Programs for Parolees**

The State of California has parole programs for both youthful and adult parolees. The California Youth Authority has one group home which houses six young men being released from institutions. Most of the rest of the 250 parolees live with relatives, although about four at any one time are in foster homes licensed by CYA. The average age of parolees is nineteen years. The state has a contract with New Directions, a private nonprofit organization, to house forty-nine parolees who are dealing with drug problems and assist them in returning to the mainstream. The parole office also loans money to parolees who need help with housing. Some parolees stay in shelters until they have qualified for General Relief. Most parolees find places to stay with family members or friends. Parolees also have contract with the "PALS" and with "New Directions" programs, as described above.

# **4 HOME and Other Tenant-Based Rental Assistance**

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None of the Urban County members proposes to use HOME or tenant-based rental assistance to specifically target the needs of any special needs group. These programs target extremely low- and low-income households. Since some members of these special needs groups are in these income categories, these members will indirectly benefit from HOME and tenant-based rental assistance programs.

# **5 Use of Federal, State, and Local Resources**

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The Urban County proposes the use of CDBG, HOME, ESG, SPC, SHP, HPRP, NSP funds to address identified needs for its homeless and nonhomeless special needs group objectives.

These funds can be used for the following activities:

- CDBG funds may be used to assist nonhomeless and special needs groups in activities such as housing development and rehabilitation, public facilities and improvements, and supportive services;

- HOME funds may be used to assist nonhomeless and special needs groups in activities such as housing development and rehabilitation and homeownership;
- ESG funds may be used to assist homeless groups in activities such as rehabilitation or remodeling of a building used as a new shelter, operations and maintenance of a facility, essential supportive services (i.e. case management, counseling, childcare), homeless prevention, and grant administration;
- SPC funds may be used to assist homeless persons in activities such as rent assistance and other supportive services;
- SHP funds may be used to assist homeless persons in activities such supportive housing and services that help homeless persons transition from homelessness to independent living;
- Homelessness Prevention Rapid Re-Housing Program (HPRP) funds may be used to assist homeless persons in activities such supportive housing and services that prevent individuals and families who are at risk of becoming homeless or help those who are experiencing homelessness to be quickly re-housed and stabilized within the Urban County; and
- NSP funds may be used to assist nonhomeless and special needs groups in activities such as acquiring land and property, demolishing or rehabilitating abandoned properties, and offering down payment and closing cost assistance to low- and moderate-income homebuyers.



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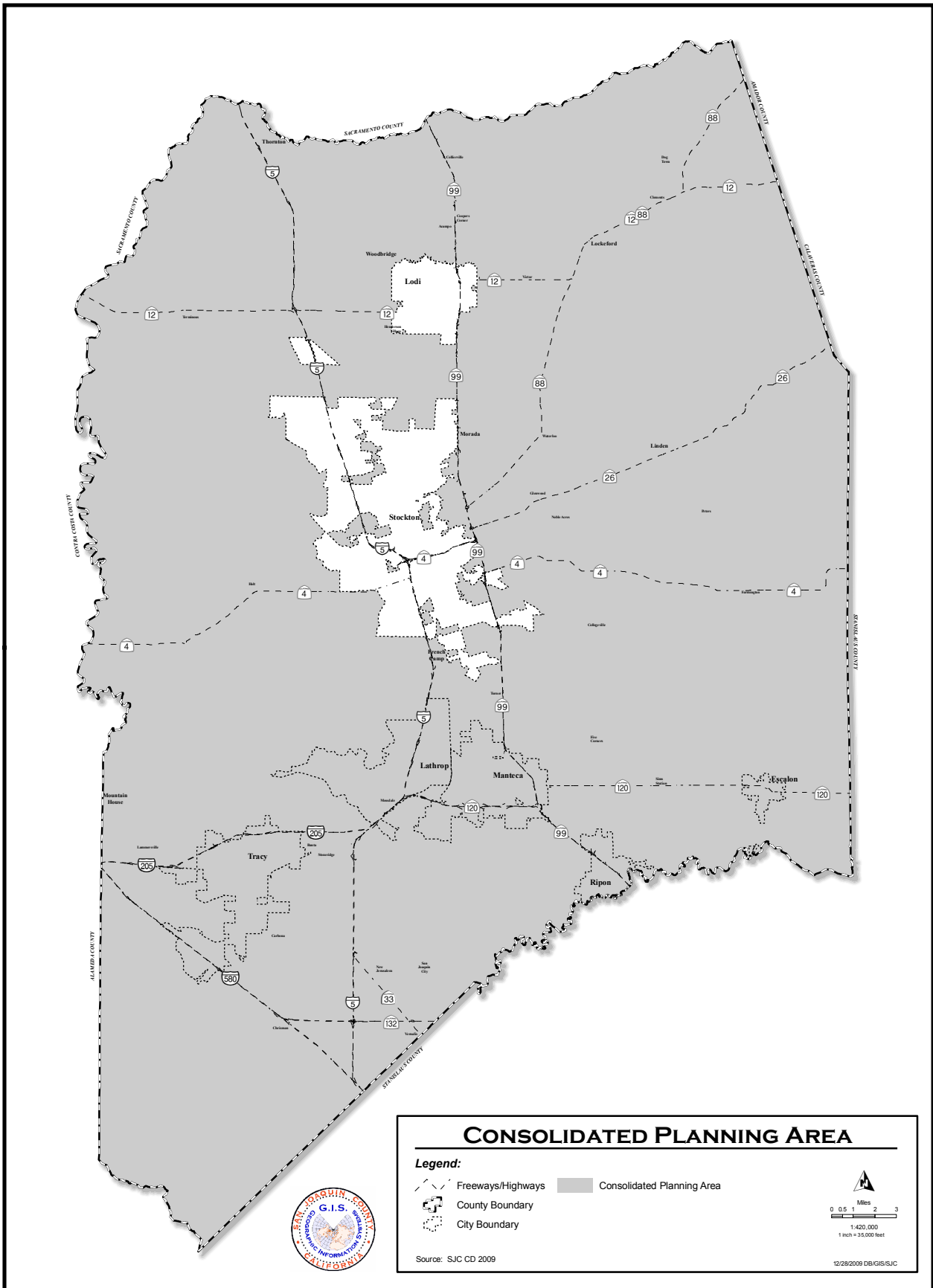


# **Appendix A**

## **Consolidated Planning Area Map**







## CONSOLIDATED PLANNING AREA

**Legend:**

- Freeways/Highways
- County Boundary
- City Boundary
- Consolidated Planning Area



Source: SJC CD 2009

12/28/2009 DB/GIS/SJC



# **Appendix B**

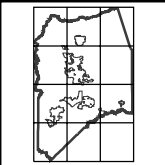
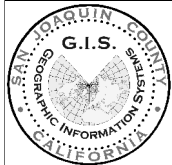
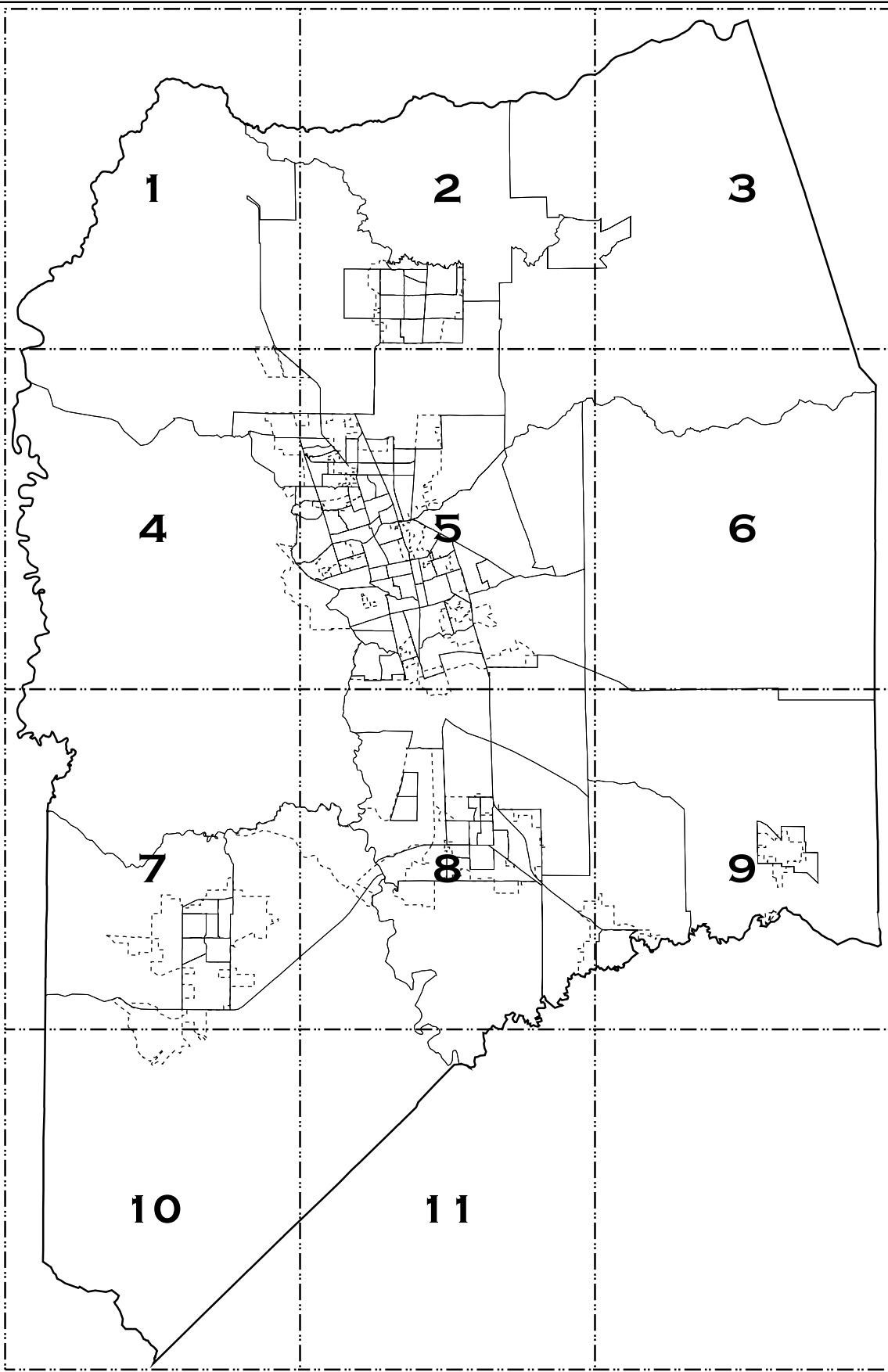
## **Low/Moderate Income and Minority Population Maps**



# **Appendix B**

## **Low/Moderate Income and Minority Population Maps**



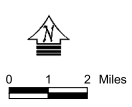


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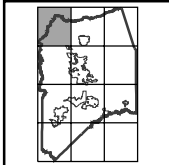
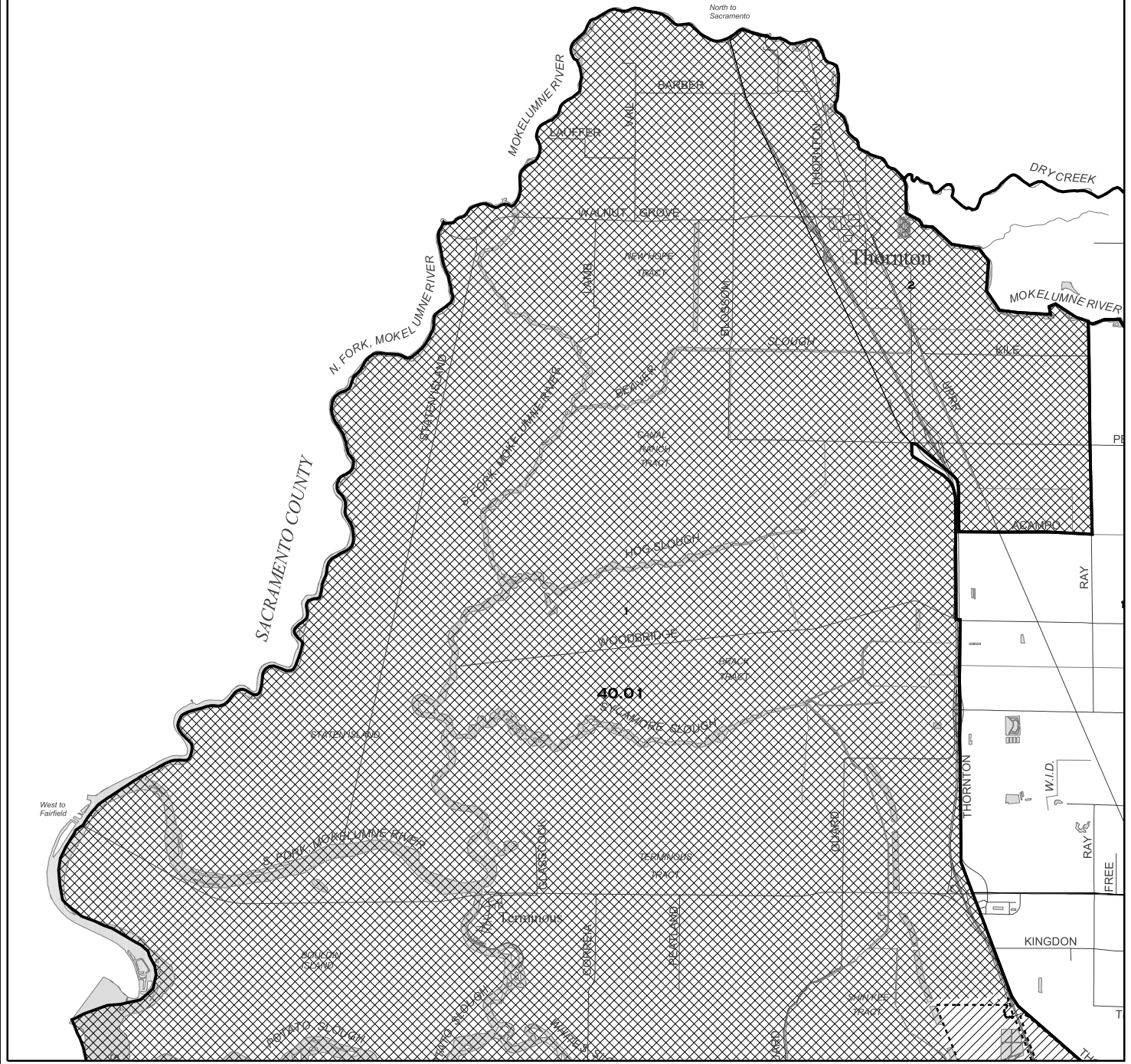
San Joaquin County Geographic Information Systems  
 1810 East Hazelton Avenue, Stockton, CA 95205

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- LEGEND:**
- COUNTY LIMITS
  - TRACT
  - MAP GRID
  - CITY LIMITS



November 29, 2004 DB



# Low-Mod & Minority Concentration

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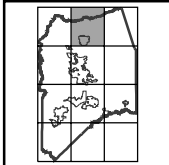
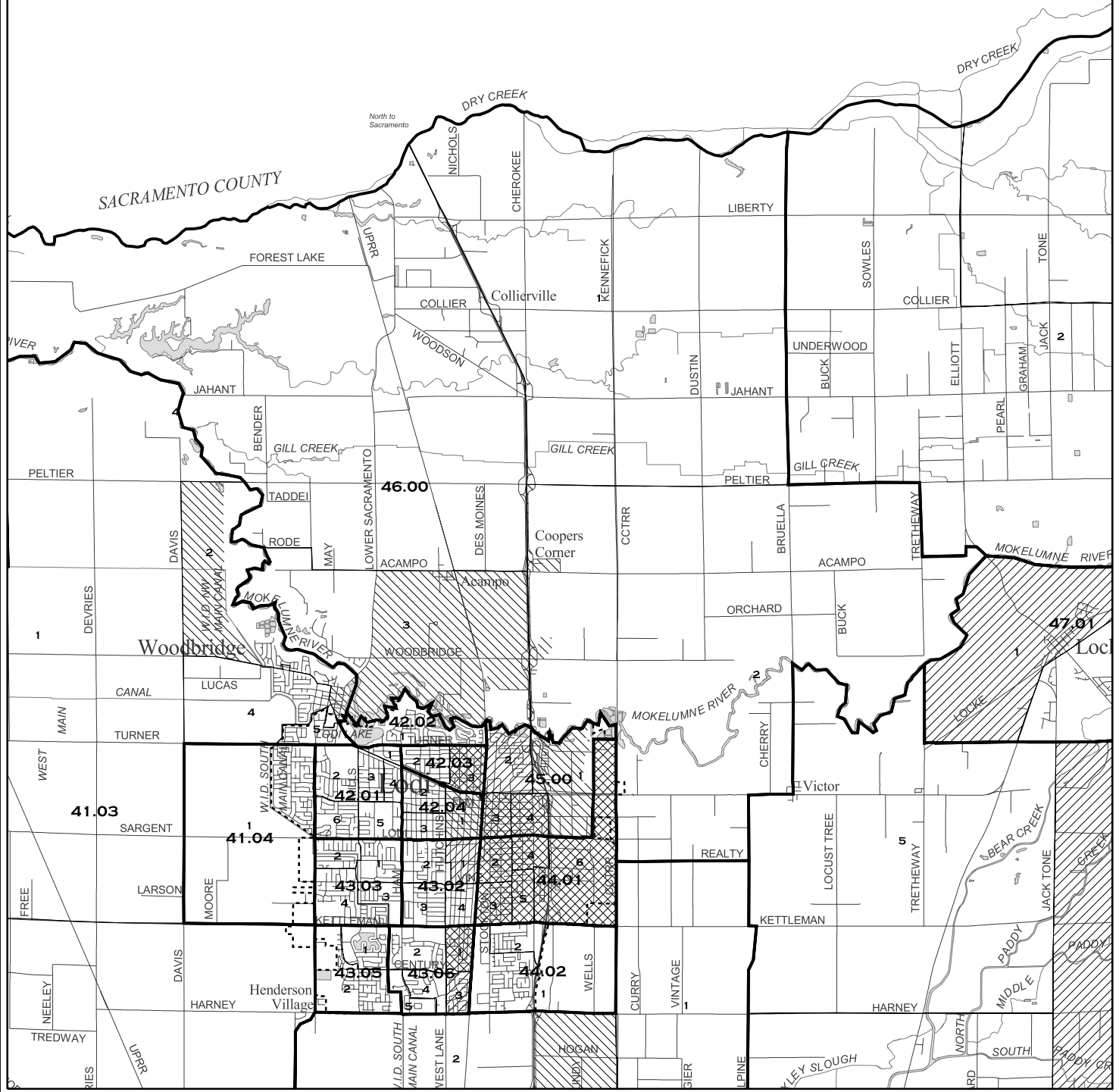
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**LEGEND:**

- TRACT
- BLOCK GROUP
- CITY LIMIT
- STREET
- WATER
- MINORITY >= 35%
- LOW-MOD >= 51%

0 0.5 1 Miles  
 November 29, 2004 DB






# Low-Mod & Minority Concentration

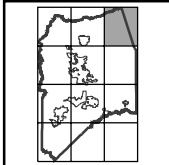
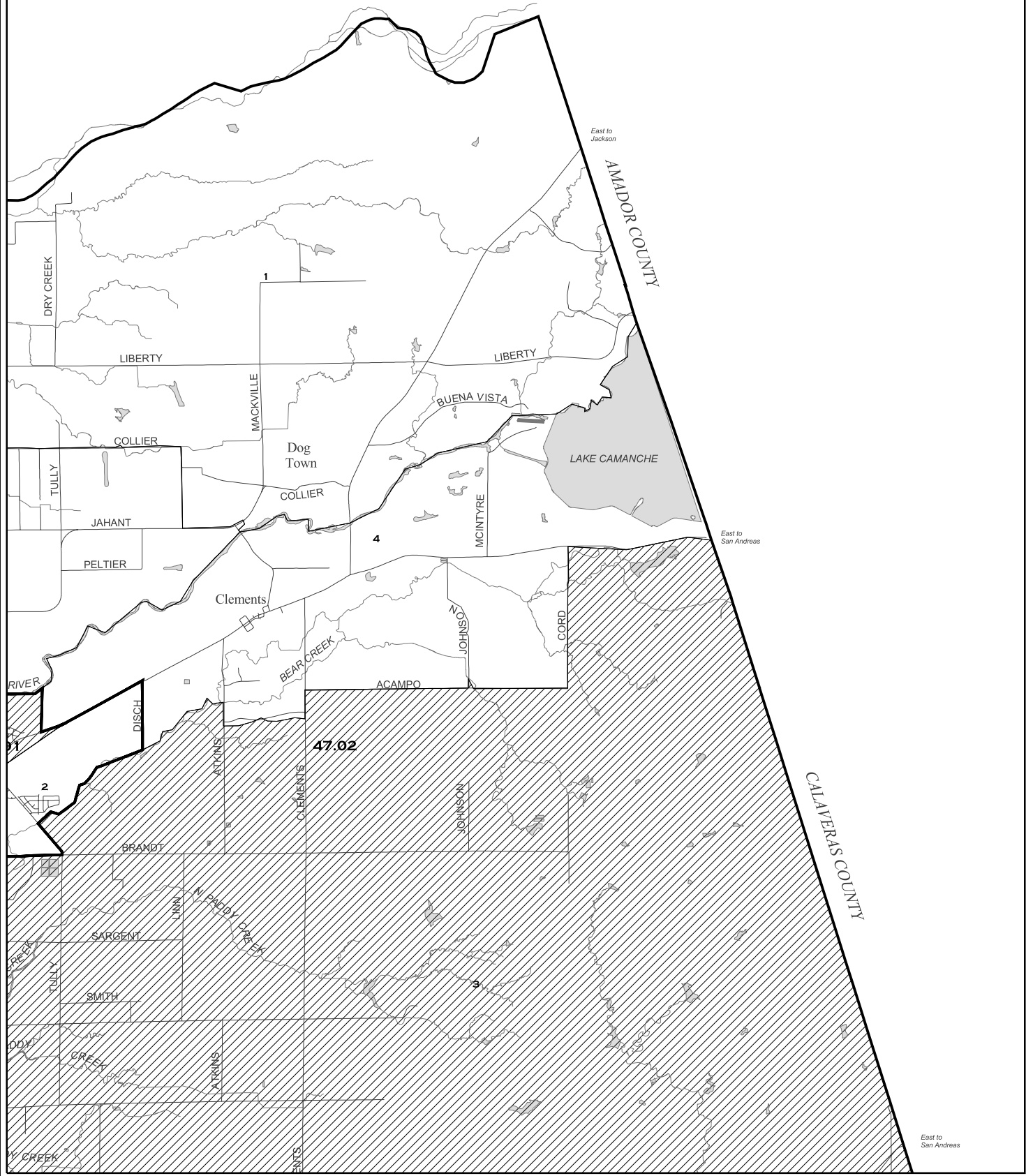
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**LEGEND:**

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- ▨ LOW-MOD >= 51%

  
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 November 29, 2004 DB



# Low-Mod & Minority Concentration

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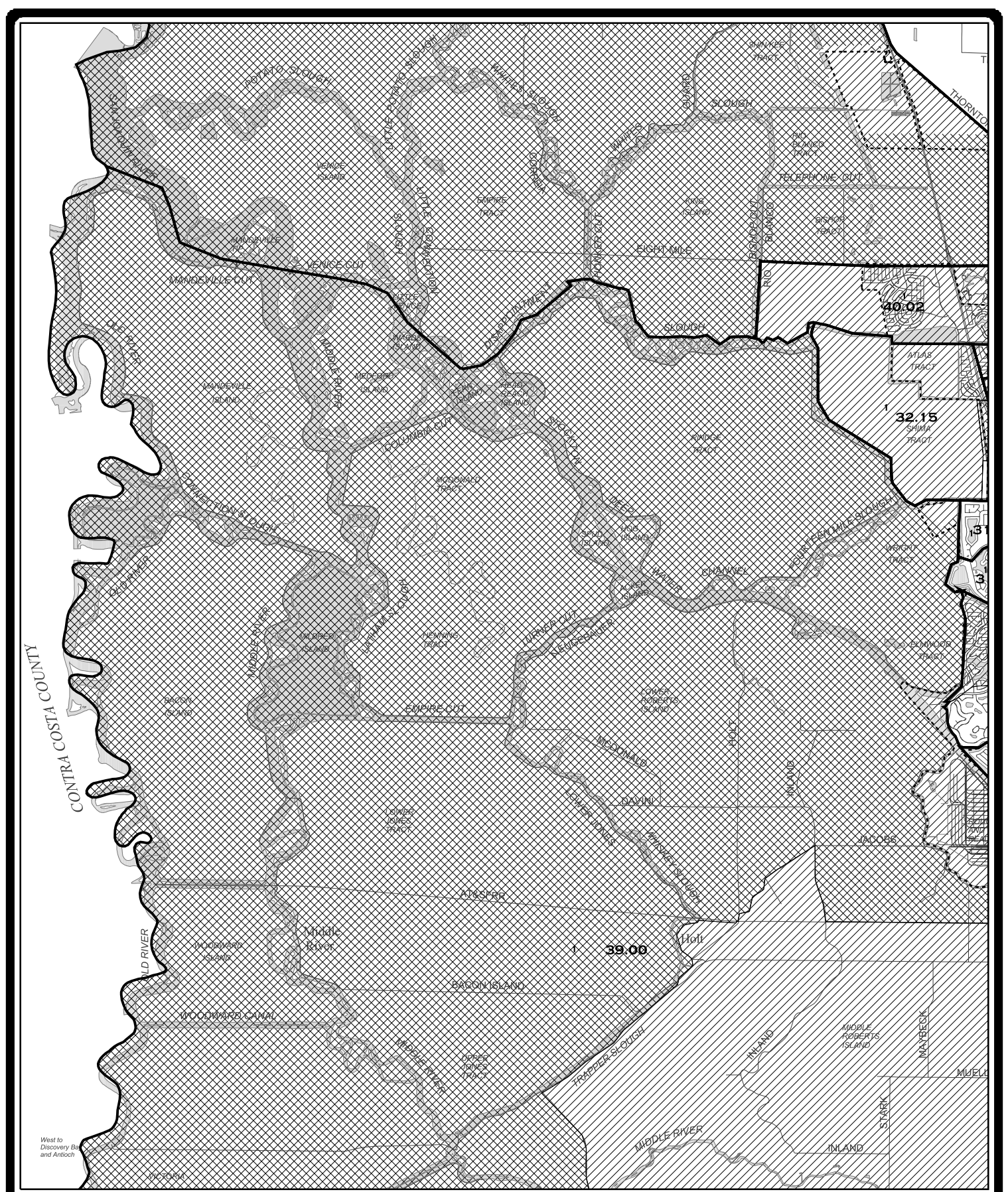
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- BLOCK GROUP
- CITY LIMIT
- STREET
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- MINORITY >= 35%
- LOW-MOD >= 51%

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November 29, 2004 DB

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CONTRA COSTA COUNTY

West to Discovery Bay and Antioch



# Low-Mod & Minority Concentration

San Joaquin County Geographic Information Systems  
 1810 East Hazelton Avenue, Stockton, CA 95205

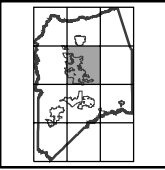
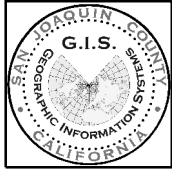
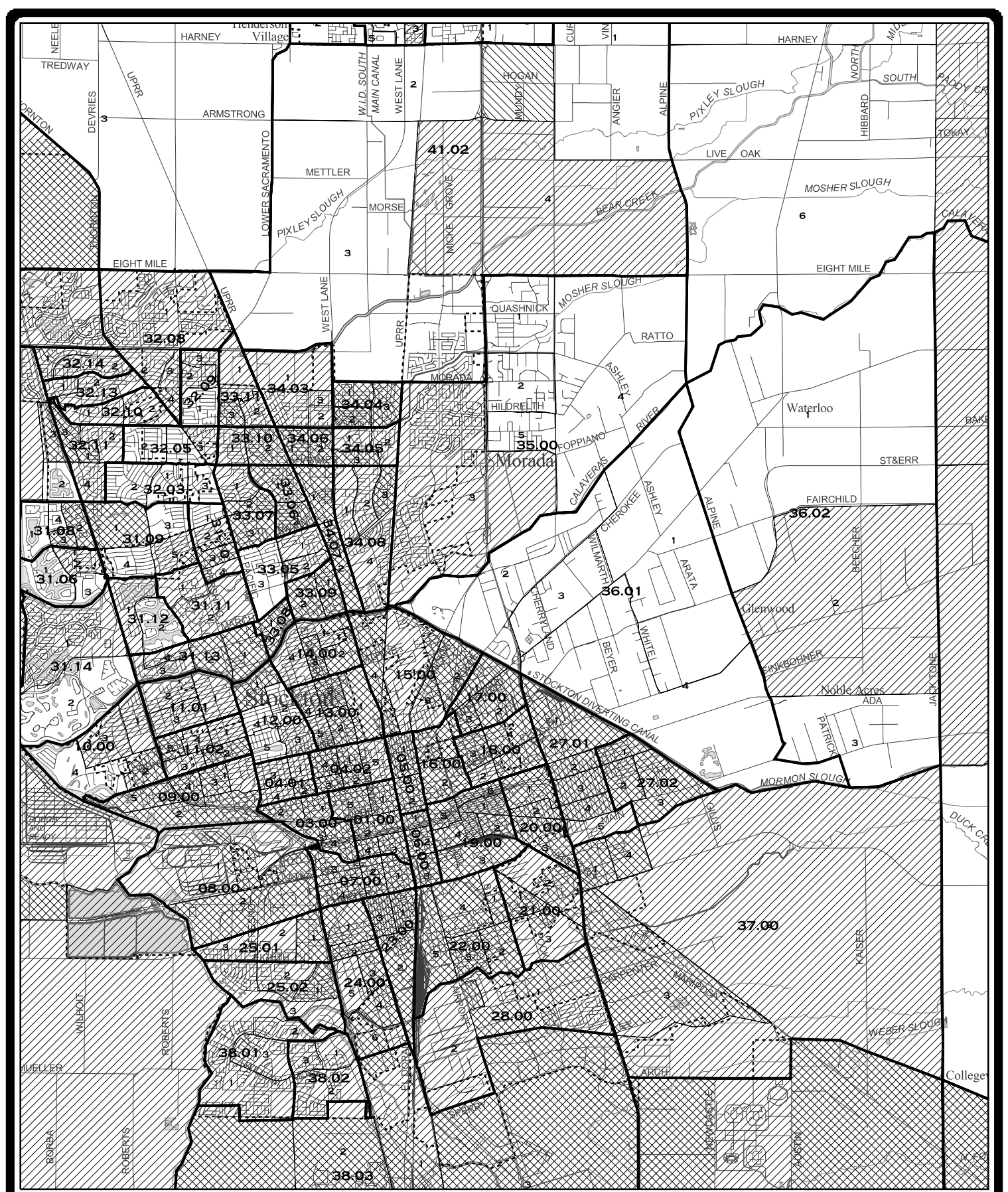
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**LEGEND:**

- TRACT
- BLOCK GROUP
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- MINORITY >= 35%
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November 29, 2004 DB



# Low-Mod & Minority Concentration

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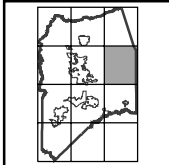
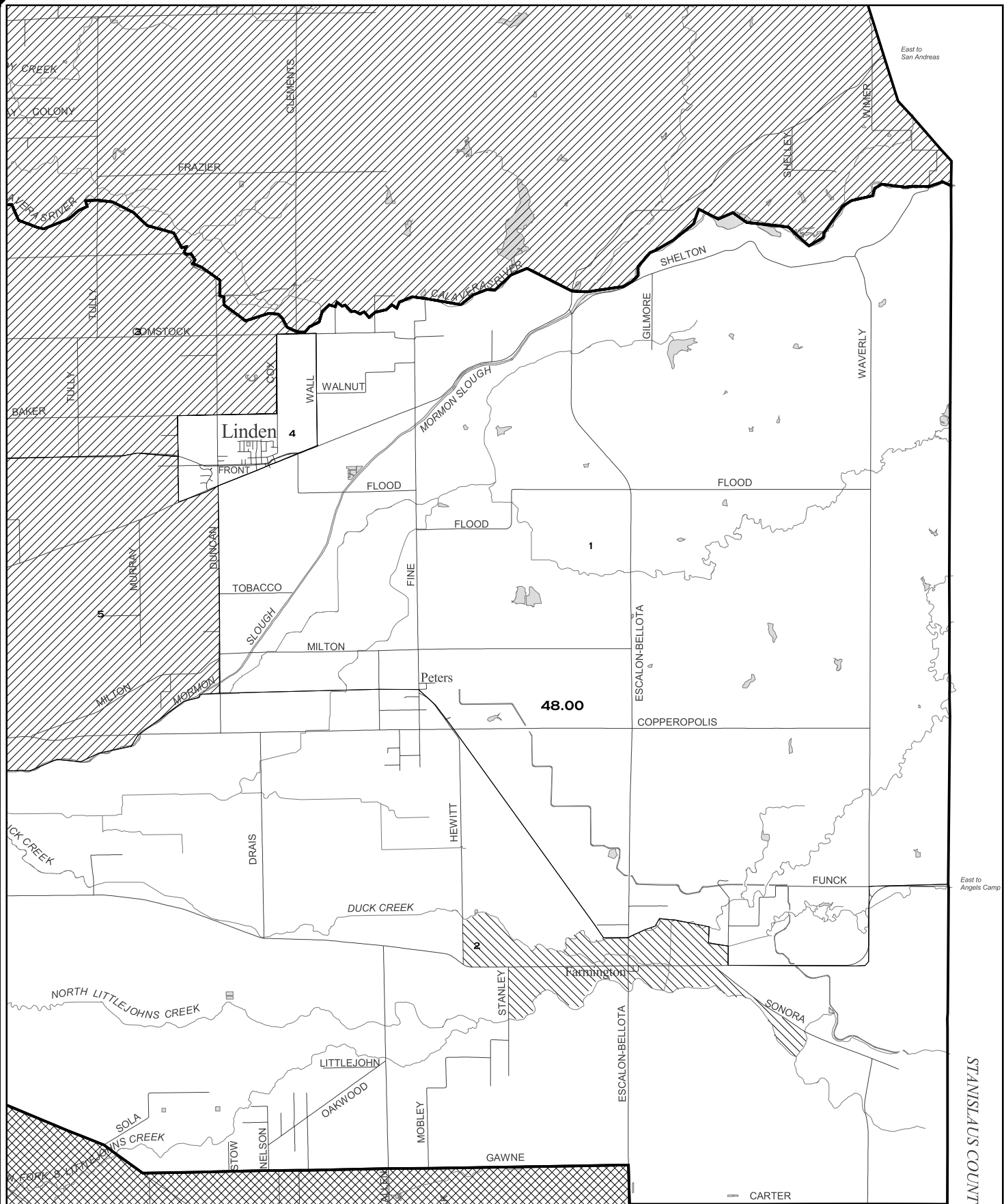
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**LEGEND:**

- TRACT
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- ▨ MINORITY >= 35%
- ▩ LOW-MOD >= 51%

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November 29, 2004 DB



# Low-Mod & Minority Concentration

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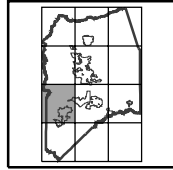
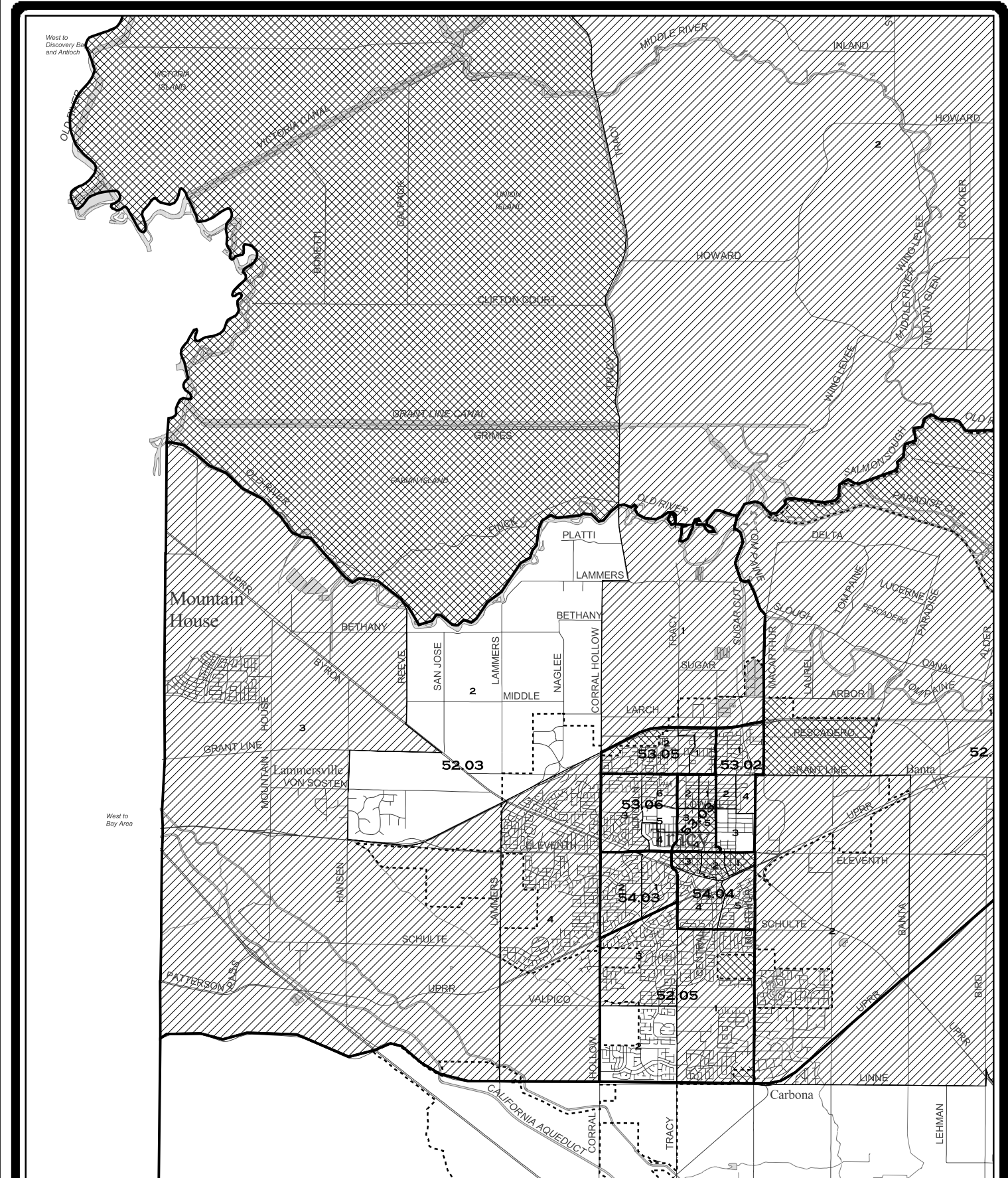
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**LEGEND:**

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- CITY LIMIT
- STREET
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- MINORITY >= 35%
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November 29, 2004 DB



## Low-Mod & Minority Concentration

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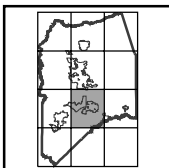
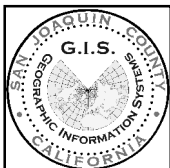
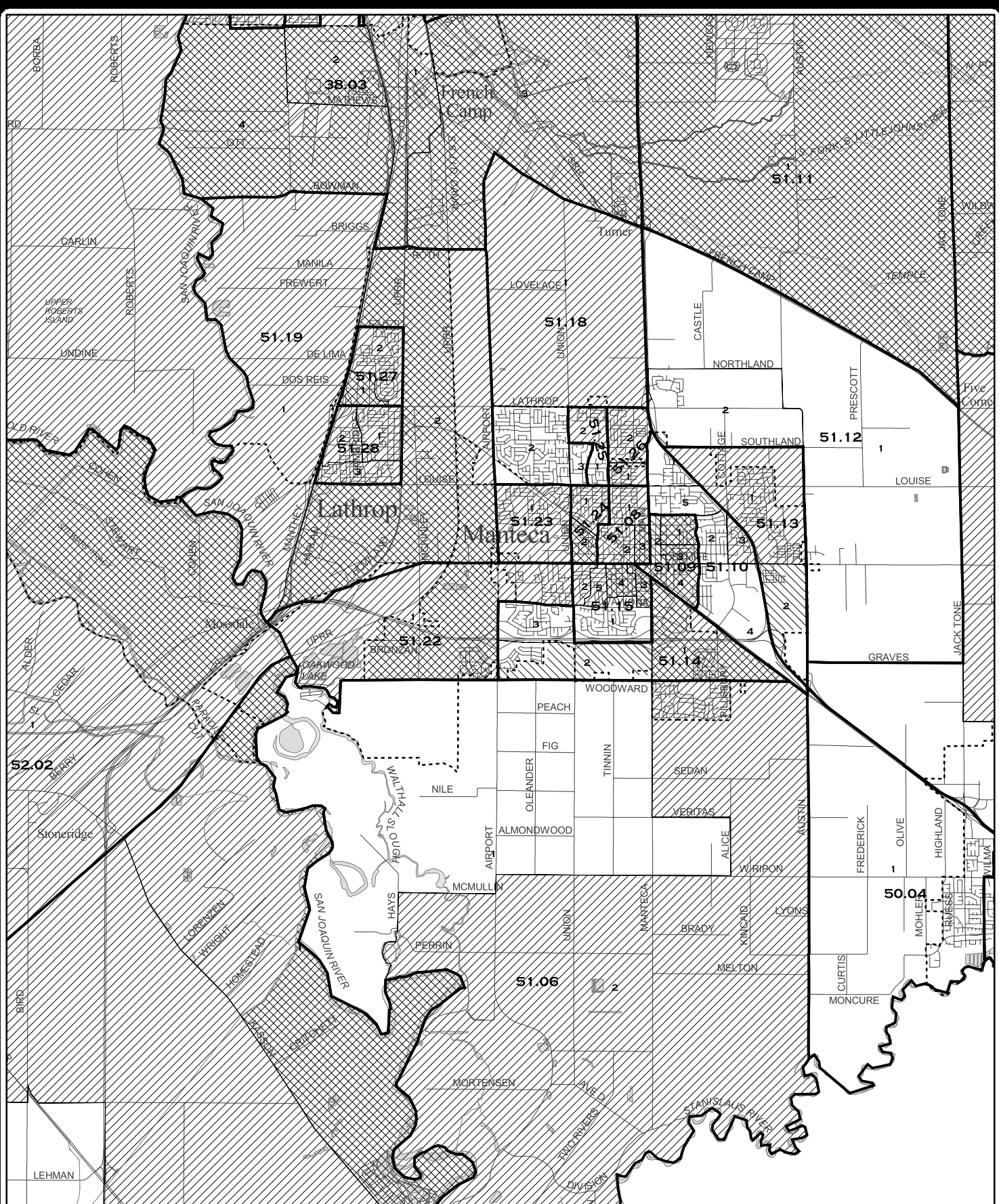
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November 29, 2004 DB



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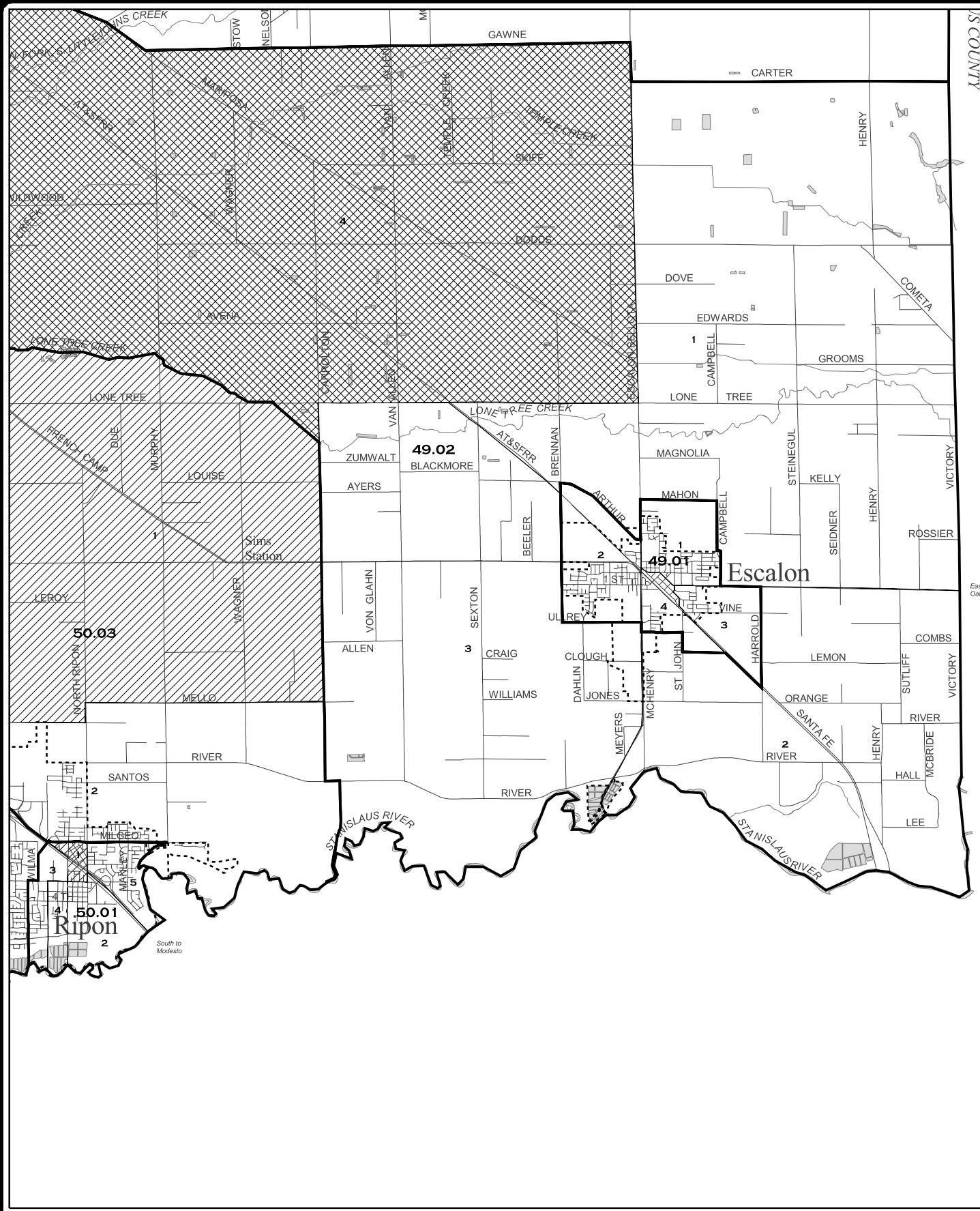
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- MINORITY >= 35%
- LOW-MOD >= 51%



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November 29, 2004 DB



East to  
Oakdale

South to  
Modesto



# Low-Mod & Minority Concentration

San Joaquin County Geographic Information Systems  
 1810 East Hazelton Avenue, Stockton, CA 95205

**LEGEND:**

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- CITY LIMIT
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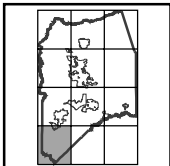
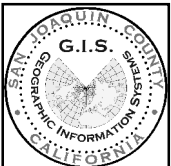
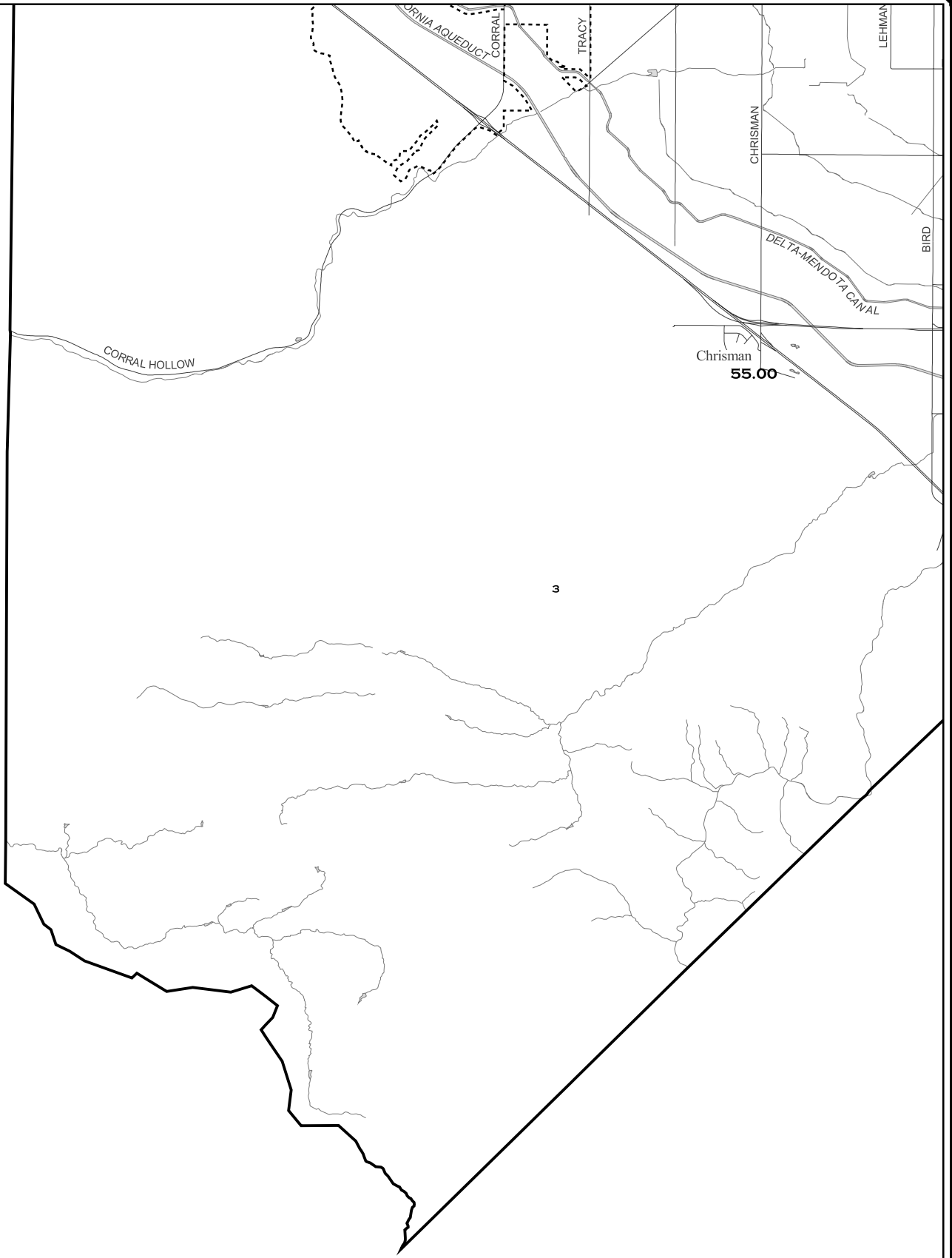
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November 29, 2004 DB

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ALAMEDA COUNTY



# Low-Mod & Minority Concentration

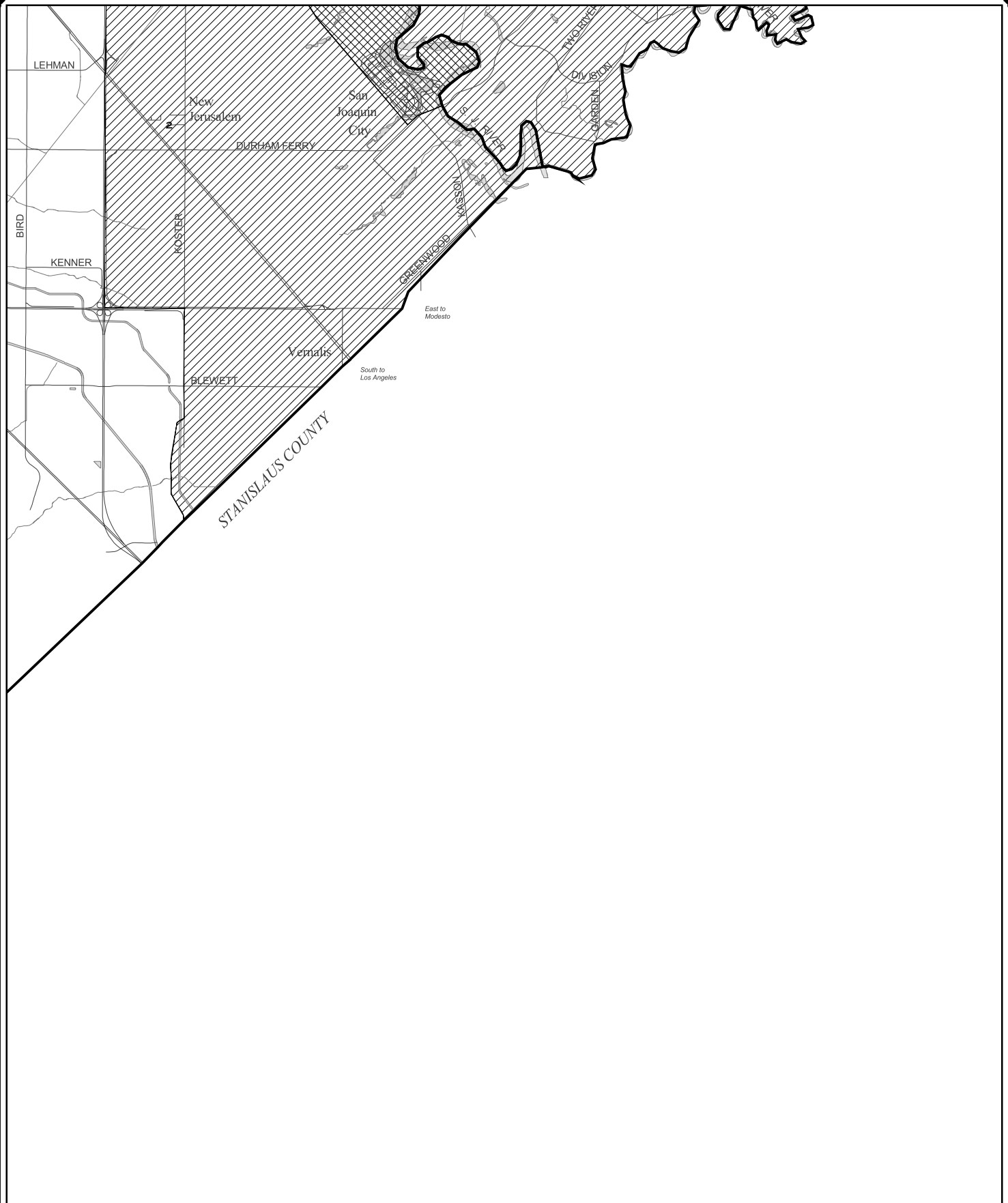
San Joaquin County Geographic Information Systems  
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November 29, 2004 DB



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- CITY LIMIT
- STREET
- WATER
- MINORITY >= 35%
- LOW-MOD >= 51%

November 29, 2004 DB

# **Appendix C**

## **Public and Assisted Housing Map**







# **Appendix D**

**January 6, 2010 Meeting Notes**





**January 6, 2010**  
**Joint City of Stockton/San Joaquin County Consolidated Plan**  
**Service Provider Meeting Notes**

## **Housing Needs**

---

Is there an opportunity for using CDBG and HOME together? The rules for using CDBG are wider than HOME funds. HOME funds could be used to fund a limited portion of what CDBG could fund. For instance, both CDBG and HOME could be used for housing rehabilitation and repair. It depends on the priorities set by the City or County.

Can unincorporated areas like Lincoln Village compete with cities for funding? This is decided by the County. If an area is within City limits, the City decides the funding. Lincoln Village doesn't qualify as an area of benefit but does receive benefit through residents receiving direct funding.

Lincoln Village is in the process of updating community facilities, including sewer lines. Is this a suitable project for funding? Residents must be able to show that the benefit of funding such a project would be to a majority of low- and moderate-income households.

How many communities in the unincorporated area are a part of this consolidated plan? All of the communities in unincorporated County are included. San Joaquin County governs how the funds are distributed to these communities.

The reason that Lodi isn't on the list is because they receive CDBG funds directly from HUD.

There is a lack of support for seniors. It seems like there is a bias against seniors and for low-income households or those that don't participate in the community. The priorities are adjusted in each community. The Housing Authority is responsible to answer to federal or state requirements which could contribute to the perception of bias.

There aren't enough group homes for the developmentally disabled or disabled veterans. There is one in the City of Stockton and one in San Joaquin County. Could the funds be used for group homes? Yes. The funds could be used to establish homes or to provide supportive services.

Are there funds available to reinforce community policing in affordable housing areas? Yes. They could be used if it can be shown how this would benefit lower income communities. Funds cannot be used for general government operations.

All persons over 65 are "disabled".

Base the definition of "persons with disabilities" on the entire spectrum of persons, including children with development disabilities, frail elderly, and everyone in between.

Don't forget about large families. We need more housing for larger families because more families are coming together to be able to afford housing.

There are a lot of families impacted by foreclosure. There is now a new definition of homeless families. Many families are sleeping on sofas with friends or family. These "homeless" families are becoming eligible for help by head start, no matter their income.

Are there any efforts by the County to prosecute parasitic lenders? Locally, the district attorney has not done that. If there were a funding source available to hire attorneys to prosecute, this could be done. There have been press releases from the attorney general's office. We need to be more aggressive for consumer protection. The County is using NSP funds to rehabilitate houses and sell them to eligible households. They are also providing help for law enforcement, mosquito abatement, and maintenance of foreclosed homes. The County is also working on homeless prevention and rapid rehousing programs.

The fair housing office has been greatly impacted during this time because many people don't know their rights.

There are competing organizations with competing goals and objectives. For instance, there may be conflicts related to converting a daycare into a welfare daycare center or the State placing convicted sex offenders in the community or placing state licensed residential care facilities. Can the consolidated plan recognize the concentration of such services and promote locations better suited for future needs?

There needs to be a way to direct the placement of services in order to maintain the quality of existing neighborhoods.

The State building code impedes the provision of temporary housing. Advocate a tent city as a temporary solution. Find a way to allow a lower income family to develop housing on their own property at a pace they could afford. If they purchase a piece of property, they should be able to build at a size and speed that works for their finances.

## **Homeless Needs**

---

It's important to continue to get services to the homeless community. There was a new technique used in the last homeless count which is helping to connect persons with the services they actually need.

Use the police blotter to identify hundreds of homeless. It's not possible to count each homeless individually. The choice on how to conduct the survey was made by a committee.

It's not that the city and county doesn't want to do more, it's that there isn't enough money. Each shelter used to receive \$50,000 a year and now they split \$50,000 among nine shelters.

Counting the homeless more accurately doesn't affect the amount of funding available. The method of counting does provide a better picture of why people are homeless and how best to help them.

It's most important to find people that are eligible for benefits and connect them to existing programs that are adequately funded.

Not many agencies (one in San Joaquin) provide outreach services. It's important to build a better referral service so that people know where the services are. Work with the Police

departments to inform them on what services are available so they can inform the people that they come into contact with.

Shelters are not funded and run by the County. Haven't had the cuts in the homeless needs in SJ County because they aren't funded by the County.

San Joaquin County didn't have a big upsurge in the economy with the rest of the country so they aren't seeing as much difference between the "good" times and now. But now they are finding that more people have "burned the bridges" of couch surfing/living with friends and families and now need services. Many more kids are coming to homeless shelters with their families. The population is averaging around 60-80 percent families with children. This is causing a problem because women who are using drugs can't go into the shelters when there are children. Men don't have the same problem.

Although State funding recently decreased, federal increases in funding filled the hole.

Mental health is always a problem. Often times, you don't see the mental illness when clients have a substance abuse problem. When someone recovers from their abuse, the mental issues are more apparent.

Recently the emergency shelter inventory lost 575 rooms because of hotels being closed.

High unemployment is making it hard for people to get jobs. Right now, the "odd" jobs aren't available to people. They aren't counted in the unemployment numbers because they weren't formalized jobs.

People with SSI come to California because they can get more money to pay for their cell phone and car, etc. Don't judge that people might have cell phones and be in a shelter. They need to have one to find a job. More than half of the homeless are actually from Stockton. For a while, there were better services that drew people to this area. Back in the 50s, Stockton had the largest skid row west of the Mississippi.

The large population that doesn't have health insurance is causing the hospital to expend a lot of money.

More than half of the people we might think of as homeless don't fall into the definition of homeless.

There is a heroin problem along the I-5 corridor. Not seeing meth being made here.

The highest priorities, include:

- Provide permanent subsidized housing. Provide a place to sleep with an address and phone. People can't deal with their mental health issue while they're on the street.
- Food, shelter, and clothing are highest priorities. Until you've resolved those issues you can't resolve other issues.
- Temporary housing is not the solution. It's just a stop gap. We need permanent housing. Catch people in shelters and put them in the right direction.

- Intake services are needed to figure out what is wrong for people, what they need, and direct them into the appropriate services.
- Offer hope to the homeless. Get them to focus on something you can deliver that they want.
- Provide job skills training.
- Housing needs to be paired with supportive systems.
- **Transitional housing is a top priority, then permanent housing and supportive services.**
- Shelters are doing well without government help. It would be sufficient if we could get people moving on to the next step. Need government to help after intake. Moving to the next step is the biggest need.
- Hardest to deal with is the 18 year old just out of a foster home.
- Have an extraordinary portion of housing that is vacant. Why can't we use this to house the homeless?

## **Non-homeless Special Needs**

---

Don't have a place for young adults that are aged out of the foster system (emancipated) or young mothers. Don't have a house but it's impossible to get a place without funding. San Joaquin County has an MOU with Santa Clara County to foster the higher needs youth. Need a house to deal with youth needing a "cooling off" period. There is an MOU with Santa Clara but there's no place for youth to go.

There was a great program with the Mayor's Youth Network Program to provide summer jobs. Providing a residential program for emancipated youth is vital. This would be for those 18 years and over to work, attend school, staying clean and sober. Once they blow it, they're out of the program. Even if there were just one house! Give them a start to let them stay there for a year or two.

Mentoring and tutoring is an ideal thing. Foster children are not being pushed to come to the tutoring program by their foster parents. Mentoring is a great thing.

There needs to be a program to provide the emancipated youth with skills they need; resume writing, job readiness (including what to wear for landing a job). Not all the kids are going to college and need to learn vocational skills.

An Independent Living Program is vital. This provides for youth so that when they graduate they get pots and pans, blankets and get money when they attend each week. Also they are put on the list for transitional housing.

Transitional housing is important! Youth need counseling, support services, job training, mental health services. They were at risk youth and now they're at risk adults!

Transitional housing is the number one priority.

Counseling/mental health services is the number two priority

Substance abuse treatment is important!

Need a program that helps young ladies with their babies. There needs to be a program so that those young people can have a better life.

Housing is always an issue. No one is going to rent to a mom with two or three kids.

A scattered model is a good model. Provide a program, not a single facility.

Get funding from private organizations like Sam's Club, which decided to help VBR because they could see how VBR was able to help the community. The VBR website showed how they were helping the community. Other organizations should be more savvy.



**Appendix E**  
**Service Provider Survey**





**Appendix E.  
SERVICE PROVIDER SURVEY CITY OF STOCKTON AND SAN JOAQUIN COUNTY 2010–2015 CONSOLIDATED PLANS**

Agency Information	Clientele	Type of Service / Facility Provided	Geographic Area Served	Critical Issues	Unmet Needs / Gaps in Service	Comments on Changes in Needs and Service in the Past 5 Years
Alcohol and Drug Awareness Program dba New Directions 1981 Cherokee Road Stockton, CA 95205 Phone (209) 870-6500 / FAX (209) 870-6521 Contact: Dale Benner, Executive Director dalebenner@sbcglobal.net No other office locations	Homeless, Substance Abusers	Transitional Housing	San Joaquin County			
Dignity's Alcove, Inc (Transitional and Recovery Housing for Veterans) P.O. Box 6361 Stockton, CA 95206 Phone (209) 234-8000 / FAX (209) 982-4754 Harold or Mary Butts, Directors Alternative Phones (209) 598-0614 / (209) 5985251 dignityscomer@dignitysalcoveinc.org	Homeless, Persons with Disabilities, Substance Abusers, Other: unspecified	Transitional Housing, Other: unspecified	San Joaquin County			
Tracy Interfaith Ministries 311 West Grantline Road Tracy, CA Phone (209) 836-5424 / FAX (209) 836-5096 Darlene Quinn, Director darleneq@prodigy.net No other office locations	Senior, Homeless Persons with Disabilities, Low income families	Nutrition/meals/ food bank	The Tracy Unified High School District (includes the City of Tracy, Vernalis, Banta, Mossdale, Holt, and Mountain House)	Adequate food – hunger prevention; Jobs-unemployed – underemployed; Affordable housing; Medical care/cost of	There are a lack of jobs in Tracy and many who still have jobs are seeing their hours cut back. Those who can find jobs out of town are faced with the high cost of commuting. The Rapid Re-housing and Homeless prevention Program require that projected income exceeds rent expense by a fixed percent. This excludes help for many people who have lost all or a substantial part of their income. It also seems that many people that we talk to don't qualify for or don't think they qualify for Medical, but have no insurance an any illness really sets them back. Once they get behind on rent or utilities it is almost impossible to pull themselves back up.	Over the past five years Tracy's population grew dramatically, but the number of people in need was relatively stable until about three years ago when gas prices increased significantly and the housing market began to crash. This agency experienced a 28% increase in clients in 2009 over 2008 and a 49% increase over 2007. how the biggest problem we hear about are job layoffs and cut backs and folks not having enough money to pay their rent or utility payments. This agency doesn't expect to see any major improvement this year. As employment numbers improving and less people in need.
St. Mary's Interfaith Community Services 545 West Sonora Street Stockton, CA 95203 Phone (209) 467-0703 / FAX (209) 467-7795 Edward Figueroa, CEO efigueroa@stmarysinterfath.org No other locations	Youth, Senior, Homeless Persons with Disabilities, Immigrants, Victims of Domestic Violence, Low Income Families, Substance Abuse	Nutrition/ Meals/ Food Bank	San Joaquin County	Substance Abuse Treatment; Affordable Housing; Employment that pays livable wages; Access to health care	Access to substance abuse treatment facilities access to mental health care services.	Our community continues to struggle with the lack of employment opportunities.
Family & Youth Services of San Joaquin County 729 North California Street Stockton, CA 95202 Phone (209) 929-6700 / FAX (209) 929-6704 Jennifer Jones, Associate Executive Director jjones@fayssjc.org no other locations	Youth, Homeless, Low Income Families, Domestic Violence Offenders	Homeless Shelter, Transitional Housing, Nutrition/ Meals/ Food bank, Health/ Mental Health, Senior/Youth Center	San Joaquin County	Homelessness – lack of housing for youth; Unemployment – lack of jobs for youth; Education – dwindling resources; Alcohol & drug abuse – lack of resources	We offer programs to help youth become job ready but when they are ready, there are no jobs available. There are not enough housing opportunities for youth. there are no detox centers for clients who are abusing drugs, we need more community based services that can help clients fill out/understand critical forms such as medical and food stamps.	We are seeing more aged out foster youth becoming homeless and would like to expand programs and housing for homeless youth.
Lutheran Social Services 8161 Palisades Drive, #287 Stockton, CA 95210 Phone (209) 937-0100 / FAX (209) 373-1370 Donna Bell, Program Manager dbell@lssnorcal.org	Youth, Homeless, Persons with Disabilities, Low Income Families	Transitional Housing, Shared Housing/Rent Assistance, Job/ Educational Training	San Joaquin County	Affordable housing in a safe area with public transportation available. Employment opportunities with livable wages; Shorten the process to get connected with Mental Health therapist and receive medication.; Health coverage for youth who did not emancipate and for those who are older than 21.	Creating permanency in the youth life. Being able to continue with the therapist they had prior to existing foster care/group home-trust has been established and history has been given. Affordable Health care for youth over 21 Community involvement and awareness More permanent housing programs Assistance with the SSI process for our youth with disabilities Discounted medication to help make it affordable.	
Stockton Shelter for the Homeless 441 South Harrison Street Stockton, CA 95203 Phone (209) 465-3612 / FAX (209) 936-9733 John R. Reynolds, Executive Director shelterdirector@aol.com	Homeless	Homeless Shelter	San Joaquin County	The number of affordable housing/ apartment units in the County and City of Stockton do not match up with the high number of marginally employed individuals / families; As an agricultural center, we lack an adequate supply of housing units for migrant workers including congregate living quarters	There is a need for an increase in SRO, one and two bedroom apartment units. There is also a need for SRO units, "bunk houses", or motel-type living quarters for migrant workers. There should be plans for "migrant worker rest-stops" along the Highway 99 or Highway 5 corridors utilizing units <b>much</b> smaller than those currently in use by the Housing Authority for the three 96-unit complex which house migrant workers and their families.	

Source: AECOM 2010



# **Appendix F**

## **Residents Survey Comments**







# **Appendix G**

## **Analysis of Impediments to Fair Housing**

