TO: Mayor and City Council
FROM: Steven J. Pinkerton, Director of Housing and Redevelopment
SUBJECT: RESOLUTION: APPROVING FINDINGS DECLARING AN EXCEPTION TO THE COMPETITIVE BIDDING PROCESS AND AWARDING A CONTRACT TO COTTON/BRIDGES/ASSOCIATES FOR THE COMPLETION OF THE FIVE-YEAR CONSOLIDATED PLAN FOR SUBMISSION TO THE U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT AND AUTHORIZING THE CITY MANAGER TO MAKE ALL NECESSARY TRANSFERS AND APPROPRIATIONS

RECOMMENDATION

Adopt a resolution approving findings declaring an exception to the competitive bidding process and authorizing a contract with Cotton/Bridges/Associates (CBA), Sacramento, CA, in an amount not to exceed $50,000 for the development of the five-year Consolidated Plan for submission to the U.S. Department of Housing and Urban Development (HUD), and authorizing the City Manager to make all necessary appropriations.

DISCUSSION

Background

HUD requires entitlement jurisdictions to complete a five-year plan (Consolidated Plan), which sets program goals, specific objectives, annual goals and benchmarks for measuring progress (see Exhibit A).

The purpose of the Consolidated Plan is threefold: it establishes a unified vision for community development actions; it shapes various housing and community development programs into effective, coordinated neighborhood and community development strategies to help reduce duplication of effort; and creates the opportunity for strategic planning and citizen participation.

The City of Stockton applies for Community Development Block Grant (CDBG), HOME Investment Partnerships (HOME), and Emergency Shelter Grant (ESG) funds from the federal government annually through submission of a One-Year Action Plan.

Present Situation

CBA is currently under contract with both the City of Stockton and San Joaquin County for the completion of a joint report on the Analysis of Impediments to Fair Housing (AI). The research and outreach required for the AI report can also be used in the completion of the Consolidated Plan, thereby saving the City both staff time and funding if the same vendor is used.

AGENDA ITEM 6.10
Findings

Stockton Municipal Code section 3-105 (D) provides for an exception to the competitive bidding requirements in cases where the City Council has approved findings which support and justify the purchase via a sole source vendor. Proposed findings to support this purchase are as follows:

1) The development of a five-year Consolidated Plan requires specialized knowledge of HUD’s requirements, effective methods of obtaining citizen participation, and service organization participation, all of which CBA has performed numerous times; and

2) CBA has previously contracted with the City for completion of the AI; and

3) CBA has performed more than 50% of the required research and analysis for the Consolidated Plan through the completion of the City’s AI; and

4) The sharing of information is supported through CBA’s previous work for San Joaquin County, as well as the work performed for the City’s AI; and

5) This vendor would provide continuity in report data.

FINANCIAL SUMMARY

There is sufficient funding available in Account No. 052-8120-640.20-65 for this project.

Respectfully Submitted,

STEVEN J. PINKERTON, DIRECTOR
HOUSING AND REDEVELOPMENT DEPARTMENT

Attachment

SJP: YQ: ew

Approved by City Manager

MARK LEWIS, CITY MANAGER
PROPOSAL TO PREPARE STOCKTON 2005 – 2009 CONSOLIDATED PLAN

THE CITY OF STOCKTON

Presented to:
City of Stockton
Department of Housing and Redevelopment
Neighborhood Services Division
22 East Weber Avenue, Room 350
Stockton, CA 95202

Contact: Yvonne Quiring
(209) 937-8996

Presented by:

Cotton/Bridges/Associates
A Division of P&D Consultants
3840 Rosin Court, Suite 130
Sacramento, California 95834

Contact: Jeff Goldman, AICP
(916) 649-0196, extension 206

June 18, 2004

EXHIBIT A
June 18, 2004

Ms. Yvonne Quiring
Department of Housing and Redevelopment
Neighborhood Services Division
CITY OF STOCKTON
22 East Weber Avenue, Room 350
Stockton, CA 95202

RE: CITY OF STOCKTON CONSOLIDATED PLAN

Dear Ms. Quiring:

Cotton/Bridges/Associates (CBA), a division of P&D Consultants, Inc., is pleased to submit this proposal to assist the City of Stockton with the preparation of a 2005 – 2009 Consolidated Plan. Our housing staff has prepared consolidated plans, action plans, and CAPERs, for more than 40 jurisdictions throughout California. Over the past ten years, we have prepared consolidated plans for urban county programs, large cities, and smaller entitlement cities. Examples of recent work include the City and County of Sacramento, City and County of San Diego, County of Los Angeles, and the cities of Chula Vista, El Cajon, Irvine, Long Beach, Orange, and Santa Monica. Specifically, the El Cajon Consolidated Plan was honored with APA and HUD awards.

The Principal-in-Charge of the Stockton assignment will be Veronica Tam, our Director of Housing Services. She will provide overall project direction, review, and assurance that the documents comply with HUD requirements. Jeff Goldman will manage the day-to-day staff work from CBA’s Sacramento office and provide a local contact and representation. He will also attend the public meetings, stakeholder interviews, and public hearings proposed in our work plan.

CBA has the staff resources and experience to efficiently navigate this short schedule and complete the Plan/Al to meet this schedule. We look forward to working with the City. Should you have any questions, please contact me at (916) 649-0196, extension 206, or by e-mail at jeff.goldman@cbaplanning.com.

Sincerely,
COTTON/BRIDGES/ASSOCIATES
A Division of P&D Consultants, Inc.

Jeffrey M. Goldman, AICP
Principal

(048999752.0436)
Stockton 2005 – 2009 Consolidated Plan
Work Plan

1. Housing, Homeless, and Community Development Needs

CBA will draw heavily from the following documents and sources to provide background data for the Needs Assessment:

- 2004 Stockton Housing Element
- Draft General Plan background reports
- Stockton Economic Development Department
- Stockton Housing Authority
- Public Works Department and Capital Improvements Program
- Municipal Utilities Department
- Parks and Recreation Department
- San Joaquin County and California departments of Health
- City Commissions responsible for housing, community development, and special needs
- 2000 U.S. Census
- HUD CHAS Data
- California Department of Finance (Demographic Research Unit)
- California Employment Development Department
- Local housing, business, and real estate market sources
- Local service providers

Original research to support the Consolidated Plan update will focus on contacts with organizations that serve special needs groups (such as seniors, homeless, persons with HIV/AIDS, and others identified under HUD guidelines) and organizations that can document barriers to affordable housing.

Housing Market and Socioeconomic Conditions

The Consolidated Plan should provide background information and analysis to support the planning process and assignment of priorities. Information concerning housing needs, the homeless population, market conditions, barriers to housing, resources, and housing opportunities will be included. Important components in this section of the Consolidated Plan include:

**Household Needs:** This section will provide an assessment of housing needs for the City. Information will be presented on housing availability, affordability, adequacy, and accessibility. CBA will describe, by tenure and other pertinent household characteristics, the supportive service and housing assistance needs of extremely low-, low-, and moderate-income households and of special needs groups such as elderly persons, large families, overcrowded households, households overpaying for housing, and persons with disabilities.

**Persons with HIV/AIDS:** CBA will contact various San Joaquin County departments and private organizations responsible for social services and health services, and review statistics from the
California Department of Health to incorporate relevant findings in the Consolidated Plan about the number of characteristics of persons with HIV/AIDS.

**Homeless Needs:** This section will present the nature and extent of homelessness and an estimate of the special needs of sheltered and unsheltered families and persons who are homeless or threatened with homelessness. This section will also include an inventory of facilities and services that meet the emergency shelter and transitional housing needs of homeless persons. CBA will consult the City, County, and private service providers to obtain information on the homeless populations and their needs, and use information from a County's homeless study to be conducted by CBA during the summer and fall of 2004 (which should conclude in time for use in the City’s Consolidated Plan).

**Section 8 Housing Choice Vouchers:** CBA will rely on information from the San Joaquin County Housing Authority to update that portion of the Consolidated Plan relating to the use of Section 8 rental assistance in the City.

**Lead-Based Paint (LBP) Hazards:** This section will estimate the number of housing units occupied by lower-income and poverty-level households that may contain lead-based paint hazards. A number of sources will be evaluated to identify areas with concentrated LBP hazards. Census and CHAS data will be used to evaluate the proportions of pre-1978 housing units and of lower and moderate-income households. The San Joaquin County Department of Health will be contacted to obtain lead-poisoning records, and the City’s Neighborhood Services Division will be consulted on the prevalence of lead-based paint in housing units rehabilitated with City assistance.

**Housing Market Analysis.** CBA will prepare a housing market analysis according to HUD program requirements (Title 24, Section 91.210 of the Code of Federal Regulations). These requirements are outlined as follows:

- General characteristics of each jurisdiction's housing market, including the supply, demand, and condition of housing and the housing stock available to serve persons with disabilities and to serve persons with HIV/AIDS and their families.
- Areas within the jurisdiction with concentrations of racial/ethnic minorities and/or low-income families, including the criteria used to determine such areas.
- A description of public and assisted housing, including:
  - the number of housing units in each jurisdiction;
  - the physical condition of such units and revitalization needs;
  - the needs of persons with disabilities;
  - Strategies for improving public housing management/operations (based on the Housing Authority's management plan);
  - Strategies for improving the living environment of low- and moderate-income families residing in public housing; and public housing developments participating in an approved HUD Comprehensive Grant program (based on the Housing Authority's plan); and
  - A description of the number and targeting (income level and type of family 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.
- An inventory of facilities and services that meet the emergency shelter, transitional housing, permanent supportive housing, and permanent housing needs.
A description of facilities and services that assist persons who are not homeless but who require supportive housing.

**Barriers to Affordable Housing:** The City's 2004 Housing Element will be reviewed, and staff will be consulted to identify private market conditions and public policies and practices that constitute barriers to affordable housing development.

**Fair Housing Impediments:** This section will summarize findings from the City's Housing Element, the update Analysis of Impediments to Fair Housing Choice (to be provided by CBA), and other relevant policy documents to identify potential housing impediments.

**Community Development Needs**

This section of the Plan will describe the eligible community development needs for community facilities and services, infrastructure improvements, accessibility improvements, economic development activities, and other community development needs.

**Community Facilities and Services:** CBA will interview key service providers to determine unmet social service and public facility needs.

**Infrastructure Improvements:** Infrastructure improvement needs will be assessed based on consultation with the Public Works Department and the City's capital improvement program.

**Accessibility Needs:** The need to improve public and community facilities to meet the requirements of the American with Disabilities Act (ADA) will be discussed based on an assessment of the ADA Transition Plan. Public Works staff will be interviewed to determine priority for improvements, if any.

**Economic Development:** CBA will coordinate with the Economic Development Division staff to identify current trends and needs.

**Mapping of Data**

HUD encourages, but does not require, the mapping of data that may facilitate the analysis and evaluation of community trends, discriminatory practices, and needs. CBA will provide mapping services as requested by the City using its GIS capabilities and HUD's Community 2020 software. CBA will use mapping techniques to evaluate geographic relationships among the demographic, income, employment/transportation, and housing variables described above to identify potential impediments to fair housing choice. Where potential impediments are identified through the mapping process, we will conduct further mapping/analysis to determine whether such characteristics are a result of fair housing impediments or other factors of choice.

The following presents some of the types of maps to be provided in this section of the AI, although the actual maps may vary depending on the results of our initial analysis:

- Location of housing for persons with disabilities (i.e. group homes, independent living complexes, etc.);
- Locations of public and assisted housing;
- Concentrations of vouchers by census tract if data is available; and
- Main transit routes in relation to lower income and special needs populations, employment centers, and assisted housing projects.
2. Consultation with Public and Private Agencies

To develop the Housing and Community Development Needs Assessment, CBA will interview key service providers to obtain information on needs, trends, and gaps in services. As part of the interview process, CBA will also contact organizations recommended by HUD for input into the Consolidated Plan, including fair housing organizations, other local governments, advocacy groups for special needs households, affordable housing providers, banks and other financial institutions, and educational institutions. (See task three below for further information on organization/agency interviews.)

3. Community Participation

The success of developing a vision-oriented Consolidated Plan for the City will largely rely upon achievement of consensus among residents and other stakeholders in the planning process and the priorities to be assigned to various community needs. CBA will work in close collaboration with the City of Stockton to lead the public participation process. Our approach will follow the requirements of the City’s adopted Citizen Participation Plan in providing opportunities for the public to participate and shape the City’s strategies for the use of federal funds and comment on the draft Consolidated Plan. We propose the following steps to meet minimum HUD requirements. To ensure compliance with HUD requirements for adoption of the Consolidated Plan, CBA will provide the City with a technical memorandum describing each of the citizen participation events, products, and milestones associated with the community outreach program.

Community Organization Outreach. CBA will conduct interviews with representatives of neighborhood and community organizations, public and private agencies that provide services to lower-income and special needs individuals, and other stakeholder groups interested in the Consolidated Plan to obtain early input on local conditions and needs. Among the objectives of this outreach will be to establish trust and buy-in to the Consolidated Plan process, identify community needs, and solicit suggestions on potential strategies for the Consolidated Plan. The organizational outreach will include two components: Each interview will be scheduled to last 15 to 20 minutes over a four-day period. The City anticipates that there will be a maximum of 50 such interviews, although the time to be set aside would allow for interviews with 80 or more stakeholders over four days, if necessary. The interviews will involve many of the same agencies and service providers contacted under Task 2, but will also include community organizations.

CBA will identify organizations to contact for interviews starting with the City’s contact list. Many of the organizations likely to be on the City’s contact list will have been contacted during the preparation of the Analysis of Impediments to Fair Housing Choice and the Homeless Needs/Services Study that Cotton/Bridges/Associates will conduct this summer and fall under contract with San Joaquin County.

Community Meeting and Information. CBA will conduct a community meeting prior to the preparation of a draft Consolidated Plan. The meeting will have an interactive structure to allow residents to provide input on their needs and concerns. CBA will present the purpose and contents of the Consolidated Plan, summarize the housing and community development strategy contained in the current Consolidated Plan, discuss the City’s past use of federal and other funds under the Plan, and summarize the City’s various housing and community development policies and how these can be incorporated into the Consolidated Plan.
CBA will also contact community organizations serving language/cultural minorities to enlist the assistance of these organizations in keeping their members informed, providing language translation assistance (if needed), and polling their members. CBA's proposal does not include language translation services, although we can provide such services for an additional fee if requested by the City.

Public Hearings. CBA will conduct one public hearing on a draft Consolidated Plan before the before the City Council prior to submittal of the Consolidated Plan to HUD. CBA will provide a presentation summarizing the contents of the draft Consolidated Plan at these hearings. CBA will summarize public comments and how the Consolidated Plan addresses these comments.

Following submittal of the draft Consolidated Plan to HUD and receipt of HUD's comments, CBA will conduct one public hearing before the City Council on the final Consolidated Plan. CBA will prepare a presentation summarizing HUD's comments and proposed revisions to the draft Plan, if any, based on those comments.

4. Five-Year Housing and Community Development Strategic Plan

The Five-Year Strategic Plan is the fundamental component of the Consolidated Plan, linking the identified community needs and resources in a coordinated housing and community development strategy. The Community Participation efforts, interviews with staff and service agencies, and other research described previously will provide input into developing the priorities in the following areas:

- Homeless and Special Needs
- Affordable Housing
- Public Facilities
- Infrastructure Improvements
- Public Services
- Economic Development
- Planning

In consultation with staff, CBA will use the sources of input collected to develop priorities for the Strategic Plan. CBA anticipates that the Strategy will be largely on existing planning policy documents adopted by the City, including the 2000 Consolidated Plan, the 2004 Housing Element, and the other economic and community development strategies and programs adopted by the City.

5. Preparation and Presentation of Consolidated Plan

CBA will present a draft and final Consolidated Plan at public hearings before the City Council. The following products are included in our scope of work for the City of Stockton Consolidated Plan. Electronic versions will include MS Word format and PDF format. Each version of the Consolidated Plan will include an executive summary.

- Public meeting packet (electronic versions, reproducible versions, and 50 copies)
- Interview and meeting notes and summaries of public comments (electronic versions and reproducible version)
Proposal
Stockton 2005 – 2009 Consolidated Plan

- Interim documents (draft Consolidated Plan sections and technical memos) (electronic versions and reproducible version)
- Internal Draft Consolidated Plan (electronic version and reproducible version)
- Public Review Draft Consolidated Plan (electronic version and reproducible version)
- Final Consolidated Plan (electronic version and reproducible version)

Should HUD recommend revisions to the final Consolidated Plan following its 45-day review, CBA will make those revisions within 14 days of receipt of HUD’s comments and delivery a revised final Plan for City adoption in July 2005.

6. Executive Summary

The Executive Summary will rely heavily on graphics, tables, charts, and pictures to convey important information and key points. CBA will provide a user friendly, easy-to-understand document that avoids technical jargon and uses plain language.

CBA will prepare a reader-friendly executive summary that contains the following information:

- Key points and findings on housing market and community conditions;
- Key points and findings housing and community development needs;
- Housing and Community Development policies and strategies to address identified needs.

Schedule (According to Tasks 1 - 6)

HUD Consolidated Plan regulations require that the Plans be submitted to HUD for review no later than 45 days prior to the beginning of a new program year. With a new program year beginning on July 1, 2005, the City must submit the Consolidated Plan for HUD review by May 15, 2005. To meet this timeframe, CBA has developed the following schedule for the Consolidated Plan. This timeframe is based on anticipated startup with the beginning of the City’s fiscal year. CBA is available to begin work earlier if so desired by the City. To allow sufficient time for public comments and public hearings on a draft Consolidated Plan prior to submittal to HUD, CBA proposes that the public review period for the draft Plan begin with the Housing and Human Services Commission public hearing and that subsequent milestones be moved up so that CBA has at least one week to prepare a final Consolidated Plan for submittal to HUD following the City Council public hearing. The timeframe suggested below will also provide City staff with sufficient time to compile requested city information needed to complete the Consolidated Plan and review revisions to the draft Plan prior to submittal to HUD.

<table>
<thead>
<tr>
<th>Milestone</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract Start Date</td>
<td>July 2004</td>
</tr>
<tr>
<td>Community Meeting</td>
<td>late September 2004</td>
</tr>
<tr>
<td>Public Agency Consultation</td>
<td>August/September 2004</td>
</tr>
<tr>
<td>Interviews with Community Organizations</td>
<td>September/October 2004</td>
</tr>
<tr>
<td>Internal Draft Consolidated Plan</td>
<td>February 15, 2005</td>
</tr>
<tr>
<td>City Comments, Public Review Draft Consolidated Plan</td>
<td>March 1, 2005</td>
</tr>
<tr>
<td>Begin Public Review Period</td>
<td>March 4, 2005</td>
</tr>
<tr>
<td>City Council Public Hearing on draft Plan</td>
<td>Last meeting in March, 2005</td>
</tr>
</tbody>
</table>
Final Plan for HUD Submittal
Receive HUD Comments
Adopt Final Plan (with revisions per HUD comments)
2005

May 1, 2005
June 15, 2005
last Council meeting in June,

PROPOSED CONSOLIDATED PLAN OUTLINE

The following outline provides for a readable and logical document organization and meets HUD requirements for a consolidated plan. CBA has used this, and similar outline successfully in many consolidated plans.

Proposed Cost

CBA will complete the scope of work described above for the fixed fee of $49,060. This fee includes a printing allowance of $2,500 for printing/reproduction of documents listed in section A.6 of this proposal. Should actual printing/reproduction exceeds this budget, CBA will charge for the additional cost of printing/reproduction, plus 15 percent for handling. Additional services provided will be charged based on hourly rates in effect at the time such services are provided.

<table>
<thead>
<tr>
<th>Staff Person</th>
<th>Principal-in-Charge</th>
<th>Project Manager</th>
<th>Planners</th>
<th>Mapping/Graphics</th>
<th>Admin/ WP</th>
<th>Total Costs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hourly Rate</td>
<td>$165</td>
<td>$150</td>
<td>$70</td>
<td>$65</td>
<td>$55</td>
<td></td>
</tr>
<tr>
<td>1. Needs Assessment</td>
<td>8</td>
<td>16</td>
<td>140</td>
<td>26</td>
<td>6</td>
<td>$15,540</td>
</tr>
<tr>
<td>2. Consultation with Public Agencies</td>
<td>2</td>
<td>12</td>
<td>16</td>
<td>4</td>
<td></td>
<td>$3,470</td>
</tr>
<tr>
<td>3. Community Participation</td>
<td>2</td>
<td>48</td>
<td>16</td>
<td>4</td>
<td></td>
<td>$8,870</td>
</tr>
<tr>
<td>4. Strategic Plan</td>
<td>8</td>
<td>32</td>
<td>32</td>
<td>4</td>
<td>8</td>
<td>$9,060</td>
</tr>
<tr>
<td>5. Consolidated Plan Preparation</td>
<td>2</td>
<td>28</td>
<td>24</td>
<td>6</td>
<td>12</td>
<td>$7,260</td>
</tr>
<tr>
<td>6. Executive Summary</td>
<td></td>
<td>2</td>
<td>6</td>
<td>2</td>
<td>2</td>
<td>$960</td>
</tr>
<tr>
<td>Project Management &amp; Mgmt Meetings</td>
<td></td>
<td>16</td>
<td></td>
<td></td>
<td></td>
<td>$2,400</td>
</tr>
<tr>
<td>Expenses</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>$1,500</td>
</tr>
<tr>
<td>Total Hours</td>
<td>22</td>
<td>154</td>
<td>234</td>
<td>38</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td>Total Cost</td>
<td>$3,630</td>
<td>$23,100</td>
<td>$16,380</td>
<td>$2,470</td>
<td>$1,980</td>
<td>$49,060</td>
</tr>
</tbody>
</table>