



# City of Stockton

## Legislation Text

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**File #:** 21-0608, **Version:** 1

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### **APPROVE BY MOTION THE UPDATED RECOMMENDATIONS FOR USE OF THE AMERICAN RESCUE PLAN CORONAVIRUS STATE AND LOCAL FISCAL RECOVERY FUNDS**

#### RECOMMENDATION

It is recommended that the City Council approve by motion:

1. The updated recommended distribution of funds between categories of need identified by the City Manager,
2. Authorize the City Manager to accept and execute applications or other authorizing documentation from the U.S. Department of the Treasury (the Treasury),
3. Appropriate funding upon receipt of funds, give the City Manager the authority to determine the specific allocation of funds among community partners and execute each of the corresponding agreements, and reallocate funds among approved priority goals and partners as needed to maximize impact and benefit to the Stockton community, and
4. Give the City Manager authority to utilize the City's emergency procurement processes to expedite the impact and benefit to the Stockton community.

It is also recommended that the City Council authorize the City Manager to take appropriate and necessary actions to carry out the purpose and intent of this motion.

#### Summary

This updated recommendation of priorities and distribution of funds is in response to the Federal allocation of \$78,052,072 in Coronavirus State and Local Fiscal Recovery Funds through the American Rescue Plan. The Federal government's stated goal for this fund is to provide a substantial infusion of resources to help turn the tide on the pandemic, address its economic fallout, and lay the foundation for a strong and equitable recovery. This is a follow-up to the preliminary recommendations brought before Council on June 22, 2021.

#### DISCUSSION

##### Background

The American Rescue Plan Act (the Act) established the Coronavirus State Fiscal Recovery Fund and Coronavirus Local Fiscal Recovery Fund (CLFRF), which provides a combined \$350 billion in assistance to eligible state, local, territorial, and Tribal governments to support COVID-19 economic recovery efforts. Of the \$350 billion, \$19.53 billion was allocated to non-entitlement units of local

government, ultimately allocating \$78,052,072 to the City of Stockton based on the City's 2019 Census data. The Treasury's intended goal is to provide substantial flexibility for each government to meet local needs - including support for households, small businesses, impacted industries, essential workers, and the communities hit hardest by the COVID-19 public health crisis. These funds can also be used to make necessary investments in water, sewer, and infrastructure.

Funding objectives include relief to:

- Support urgent COVID-19 response efforts to continue to decrease the spread of the virus and bring the pandemic under control;
- Replace lost revenue for eligible governments to strengthen support for vital public services and help retain jobs;
- Support immediate economic stabilization for households and businesses; and
- Address systemic public health and economic challenges that have contributed to the unequal impact of the pandemic.

Treasury has issued Guidance for spending under the Interim Final Rule, published on May 17, 2021. Public comments regarding these funds are due on or before July 16, 2021. To facilitate review and discussion on the Guidance, the United States Conference of Mayors, along with other organizations, is currently hosting a series of meetings to collect public comments and address any potential revisions. The City continues to participate in these opportunities through staff attendance as well as partnering with our Federal advocates. Frequently Asked Questions are updated continually as clarifying information becomes available, and the City is prepared to pivot as needed.

Local government will receive funds in two tranches. Half of the funding, or \$39,026,036, was received by the City on June 1, 2021. The remaining funds are tentatively scheduled to be distributed to the City in twelve months. Funds must be obligated by December 31, 2024. The period for performance ends December 31, 2026.

### Present Situation

Through discussion guided by the City Manager, several categories of need have been identified, most of which are a continuation or expansion of programs or support previously enacted under the City's response efforts funded by the State CARES allocation in 2020. Each category is broad in scope, with more specific needs being identified as we continue to adjust to the updated guidelines coming from Treasury.

To rapidly and strategically deploy resources, the City will first utilize partners and programs with demonstrated success while continuing to pursue additional partners. Below is a summary of each category. Additional information has been provided as Attachment A.

### Covid Mitigation and Prevention

The City will allocate \$400,000 for Personal Protective Equipment (PPE), support the development of a Public Health Open Data Dashboard with the Office of Performance and Data Analytics, as well as a Housing and Homelessness Open Data Dashboard.

#### Community Well-Being

It is recommended that the City allocate \$6.4 million over three fiscal years to provide outreach and intervention support, establish hotlines and warmlines, and support evidence-based community violence intervention programs.

#### Essential Support to Households

It is recommended that the City allocate \$3 million over three fiscal years to address food insecurities, provide household support for utilities, medical, and childcare, and also provide food pantry support.

#### Small Business Support & Economic Recovery

It is recommended that the City allocate \$9.85 million over three fiscal years to provide general financial relief, support our restaurants and their outdoor dining needs, provide funds for façade improvements, and also support the Economic Development Strategic Action Plan, as it will have a heavy focus on pandemic recovery planning and strategies.

#### Homelessness & Housing

It is recommended that \$13.5 million be allocated over four fiscal years to support the development of safe camping and parking sites in the City, fund a first-time homebuyer's down payment assistance program, and provide first and last months' rent to qualified applicants. In conjunction with San Joaquin County, these funds may be used to develop 250-300 low-barrier emergency shelter beds and invest in a coordinated entry/navigation system.

#### Recovery of City Government

It is recommended that \$14.85 million be allocated to support lost revenue replacement and employee services for essential workers.

#### Digital Divide & Internet Connectivity

It is recommended that the City allocate \$9 million to focus on connectivity to the households in our communities, distribute supportive devices and provide access to services, and support the development of broadband infrastructure to the extent it is practical and feasible.

#### Miscellaneous

It is recommended that the City allocate the remaining \$21,052,072 to support the purchase and installation of touchless restrooms, police vehicles and fire apparatus, equipment and vehicles to support the Clean City Initiative, upgrades to the Stockton Animal Shelter, and HVAC and filtration upgrades at the Waterfront Towers.

### FINANCIAL SUMMARY

With Council approval, the City Manager is authorized to appropriate revenue and expenditure budgets for the \$78,052,072 in the Special Grant Fund (280) to support the proposed categories of need. The City Manager will ensure that the funds are distributed in the most expeditious, efficient, and compliant manner so that the recommended services and support can be made available to those impacted by COVID-19 as soon as possible.

There are no other financial impacts to the City at this time.

**Proposed Use: American Rescue Plan  
Coronavirus State and Local Fiscal Recovery Funds**

ATTACHMENT A

<u>DRAFT: 8/30/2021</u>		
	Round 1	Round 2
<b>COVID Mitigation &amp; Prevention</b>	<b>\$200,000</b>	<b>\$200,000</b>
<i>1. Personal Protective Equipment (PPE) for Internal Supply &amp; External Distribution</i>		
Similar to what was done in 2020 with CARES funding, the City will purchase inventory to supply City facilities with appropriate PPE as well as potentially hosting another distribution event in partnership with our community-based organizations.		
<i>2. Public Health Open Data Dashboard</i>		
The OPDA is building a public health dashboard leveraging open data from outside sources to help push information to the community. Complex data will be presented in a visual format to allow any reader to understand and interpret the information. The following is a non-exclusive list of indicators that a public health dashboard of this nature would likely include: Number of total cases, number of total deaths, number of hospitalizations, number of hospital beds.		
<i>3. Housing/Homelessness Open Data Dashboard</i>		
The OPDA is building a housing/homelessness dashboard leveraging open data from outside sources to help push information to the community. Complex data will be presented in a visual format to allow any reader to understand and interpret the information. The following is a non-exclusive list of indicators that a housing/homelessness dashboard of this nature would likely include: number of total people served, demographics of people served, number of services provided by type of service, number of sheltered, and number of unsheltered.		
<b>Community Well Being</b>	<b>\$2,875,000</b>	<b>\$3,525,000</b>
<i>1. Establishment of Hotlines/Warmlines, Outreach, Crisis Intervention &amp; Support</i>		
The City of Stockton seeks the design of a pilot crisis assistance and family support program as additional resources for community members with problems related to mental and behavioral wellness, substance abuse, and homelessness. Community-based and other organizations will provide plans on communication with police and fire departments and referrals. The design of hotlines/warmlines, and outreach and intervention support, will be a part of the design and program. Other goals of achievement are training of crisis intervention and de-escalation as well as good interactions with partner agencies.		
<b>Essential Support to Households</b>	<b>\$1,500,000</b>	<b>\$1,500,000</b>
<i>1. Community Support Notice of Funding Availability (NOFA)</i>		
With the success of the Community Support NOFA issued in the Fall of 2020, and understanding that City nonprofits have a deep reach into the community, the City would like to issue a second Community Support NOFA requesting submissions that support households who may have barriers accessing health care support, childcare, groceries and transportation. This NOFA would provide funding to address food insecurities, provide household supports for utilities, medicine, and childcare, and also provide support to our local food pantries.		
<b>Small Business Support / Economic Recovery</b>	<b>\$5,125,000</b>	<b>\$4,725,000</b>
<i>1. Event Programming</i>	\$750,000	\$1,250,000
Staff will work with partners to drive traffic to the Downtown Core, which was negatively impacted by the pandemic, by hosting a free anchor event for the community. At a minimum, this will take place on an annual basis and will include ancillary events, marketing, and small business activation.		
<i>2. Uplift Downtown Initiative</i>	\$840,000	\$660,000
Support Downtown Core recovery through increased cleaning, security, cameras, and an expansion of the Downtown Stockton Alliance Ambassador Program.		
<i>3. Business Façade &amp; Outdoor Dining Programs</i>	\$900,000	\$600,000
Focuses on businesses harmed by the pandemic, this program will provide businesses the ability to upgrade storefronts, add outdoor seating, or address COVID mitigation needs.		
<i>4. Marketing</i>	\$250,000	\$250,000
To combat the negative impacts COVID has on tourism and economic development, staff will engage agencies to conduct business and event attraction campaigns, create videos and host industry specific Virtual Summits and site visits.		
<i>5. Chamber &amp; Business District Support</i>	\$600,000	\$0
Provide Financial support to organizations that aid in business recovery efforts.		

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<b>6. Nonprofit Support</b>	\$425,000	\$425,000
Provide technical assistance and capacity building for the network of local nonprofit businesses.		
<b>7. Entrepreneurship Support</b>	\$0	\$500,000
Augment the existing Entrepreneurship Grant Program with additional annual funding and provide resources to nonprofits that support small businesses and entrepreneurship.		
<b>8. Economic Development Strategic Plan</b>	\$160,000	\$240,000
Fund a portion of the Plan and the initial implementation steps focused on recovery and growth.		
<b>9. Business Attraction and Expansion Incentives</b>	\$1,200,000	\$800,000
Develop a streamlined program to incentivize the relocation or expansion of businesses in the Downtown Core that will drive recovery and mitigate the impacts of the pandemic.		
<b>Homelessness/Housing</b>	<b>\$5,000,000</b>	<b>\$8,500,000</b>
<b>1. Safe Camping &amp; Parking Sites</b>	\$600,000	\$1,400,000
Assess the feasibility of a Safe Parking Site Demonstration Project that includes access to services and pathways to permanent housing.		
<b>2. Staff Augmentation</b>	\$300,000	\$300,000
Procure additional staff support to augment the Economic Development Department's capacity to respond to COVID impacts on homelessness and housing.		
<b>3. First Time Homebuyer Down Payment Assistance</b>	\$1,900,000	\$4,600,000
Partner with an organization to streamline and enhance the Down Payment Assistance (DPA) Program ensuring equitable access.		
<b>4. Low Barrier Shelter Beds</b>	\$2,000,000	\$2,000,000
Assist shelter providers in adding 100-125 additional low-barrier shelter beds to the City's inventory.		
<b>5. Coordinated Entry System (CES)</b>	\$200,000	\$200,000
Continue to invest in collaborative efforts to further build the foundation for data-driven decisions and to help build capacity in agencies such as Family Resource and Referral Center of San Joaquin to create and manage the Continuum of Care Coordinated Entry System -211.		
<b>Recovery of City Government</b>	<b>\$9,200,000</b>	<b>\$5,650,000</b>
<b>1. Lost Revenue Replacement: General Fund</b>	\$5,000,000	\$5,650,000
American Rescue Plan dollars can be used to replace lost public sector revenue if a reduction in revenue is experienced due to the pandemic. To determine the amount of revenue loss, post-pandemic revenues will be measured against actual FY 2018-19 revenues plus a growth factor. All "general revenues" are included in the revenue loss calculation. Federal government dollars, utility revenues, refunds, correcting transactions, and debt proceeds are excluded from the revenue loss calculation. The City's revenue loss will be calculated at four different points in time: December 31, 2020; December 31, 2021; December 31, 2022; and December 31, 2023. Preliminary estimates of lost revenue are \$5.0 million in round one and \$5.6 million in round two. ARP revenue loss payments must be used for the provision of government services.		
<b>2. One-Time Essential Worker Premium Payment to All Staff</b>	\$3,200,000	\$0
The Federal government supports hazard pay to compensate or incentivize workers who have been exposed to additional risk while providing essential services. Employees of the City have, and continue to, remain at work to provide services to the community, including services funded by State and Federal relief dollars. Without the efforts of our employees, programs like Clean City Initiative, Rental and Mortgage Assistance, Small Business Support, and Community Support and Essential Services would not be possible. These programs have all been successfully implemented while continuing their regular duties and projects.		
<b>3. Providing COVID Related Paid Leave to Employees</b>	\$1,000,000	\$0
The Federal and State governments have required employers to provide supplemental leaves when employees or their families are impacted by COVID-19. Since March 2020, the City has paid over \$1.8M for COVID related employee leaves. It is estimated that the City's American Rescue Plan Act Funding will offset approximately \$1.1M in supplemental leave expenses for calendar year 2021. COVID related workers' compensation claims are in addition to the supplemental leaves. Based on information from the City's workers'		

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compensation administrator, just under \$600,000 was incurred in the first six months of the year for COVID claims and administration.		
<b>Digital Divide/Internet Connectivity</b>	<b>\$3,900,000</b>	<b>\$5,100,000</b>
<i>1. Fiber Master Plan</i>	\$500,000	\$0
The City has an incomplete fiber network. A master plan is needed to determine where fiber gaps exist in the network and identify key areas for expansion. A consultant will identify key buildout areas that will increase the City's capacity for delivering services, enhance economic development, and connect with other institutions.		
<i>2. Fiber Segment Construction</i>	\$0	\$2,900,000
Based on the results of the Fiber Master Plan, this construction and equipment fund will be used to build out key segments of the City's existing, but incomplete fiber network. Selected projects will prioritize the deployment of Smart City technologies, focus on downtown core and other business areas, and be used to provide incentives for economic development and other City Council priorities.		
<i>3. Public Wi-Fi Pilot Program</i>	\$700,000	\$0
This pilot project will extend free, outdoor accessible, Wi-Fi in gathering places in the downtown core, key neighborhood business districts, and high traffic parks, with the goal of enhancing the economic environment and quality of life for Stockton residents.		
<i>4. Connectivity Support - Device and Mobile Hotspot Giveaway</i>	\$2,700,000	\$600,000
This program will focus on underserved households in Stockton that lack internet access and for whom affordability is out of reach. Up to 2,300 qualified households (including an estimated 500 senior households) will receive a free hotspot capable of serving multiple users, one free computer, and three years of free Wi-Fi services.		
<i>5. Digital Traffic Camera Replacement</i>	\$0	\$1,600,000
The vast majority of traffic cameras in Stockton are analog, greatly limiting their functionality and use. This project replaces them with digital cameras at City intersections. Digital cameras allow for a greater number of camera features, such as traffic flow, monitoring simultaneous viewing of multiple cameras, traffic management, data analysis, and retention of backup footage.		
<b>Miscellaneous</b>	<b>\$11,226,036</b>	<b>\$9,826,036</b>
<i>1. Touchless Restrooms</i>	\$1,340,000	\$2,160,000
The project proposes to install eight (8) Exeloo Automatic Public Toilets at Oak Park, Harrel Park, Victory Party, Legion Park, Peterson Park, Paul E Weston Park, Brotherhood Park, and Louis Park. The prefabricated restrooms offer a unisex public toilet system that provides accessibility for all users. The units are resilient, hygienic, and offer a safe solution for availability of public restrooms.		
<i>2. Purchase Fire Apparatus (Engines / Ladders)</i>	\$3,700,000	\$3,000,000
Based on Stockton's local conditions, community demand, and maintenance costs, it is recommended that six (6) existing Pierce Enforcer Pumper Engines are immediately replaced from front line status. The second round of funding would be used to further support the department's operation by purchasing additional fire engines, a ladder truck, or other equipment. This final apparatus and equipment purchase is pending the outcome of an existing grant submittal and potential re-opening of Fire Station 1.		
<i>4. Purchase Vehicles &amp; Equipment to Support the Clean City Initiative</i>	\$1,500,000	\$0
This line item would purchase and replace equipment to support the City's Clean City Initiative, in particular homeless encampment cleanup activities. Vehicles and equipment would include: a tracked loader, heavy duty pickup, trailer, skip loader, dump trucks, trash truck with grapple, and a street sweeper. Homeless encampment cleanups average approximately 50-tons of waste removed by utilizing front loaders, Bobcats, , dump trucks, and trailers. This equipment is also utilized to support regular road maintenance.		
<i>5. SPD - Animal Shelter Facility Upgrades</i>	\$3,000,000	\$3,000,000
This project proposes to improve the quality of life for our shelter animals, while advancing facility operations by expanding the existing Animal Shelter to increase animal capacity and upgrade medical care facilities, while creating a more friendly experience for prospective pet owners. Stockton PD works closely with community partners while operating the shelter. These stakeholders have been engaged about the proposed project and their needs and requests have been incorporated into the preliminary planning process.		

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<b>6. SPD - Equipment</b>	\$186,036	\$1,213,964
The American Recovery Plan (ARP) provides much needed funding to the SPD for items such as: firing range maintenance, specialty safety equipment, additional training ammunition, portable radios, special team vehicles, and a voicemail option for every officer to provide improved service delivery to the Stockton community. The ARP funds will allow the SPD to complete the Women's locker room remodel at the Operations Building. Funding of these items and projects would not be possible without the ARP.		
<b>7. ERP COVID Related Cost Over-Runs / Offset</b>	\$0	\$452,072
This line item will help offset unanticipated delays in implementation due to COVID travel and gathering restrictions, as well as support additional training as implementation plans were adjusted to accommodate social distancing.		
<b>8. Waterfront Towers HVAC Upgrade</b>	\$1,500,000	\$0
This project proposes to upgrade the existing HVAC system at both of the waterfront tower buildings serving as our New City Hall campus. The replacement of the existing roof top units will provide better filtration, improving air quality within the buildings with more energy efficiency than the current equipment.		
<b>Sub-Total by Disbursement Period</b>	<b>\$39,026,036</b>	<b>\$39,026,036</b>
<b>TOTAL PROPOSED</b>	<b>\$78,052,072</b>	

\*\*Proposed recommendations are subject to change based on publication of the updated Final Rule from the Department of the Treasury.

DRAFT