



THE CITY OF LORAIN'S RECOVERY PLAN

Mayor Jack W. Bradley



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The City of Lorain, Ohio

Jack W. Bradley

Mayor

Residents of Lorain,

It gives me great pleasure to present to you the City of Lorain's Recovery Plan. The City of Lorain will receive over \$32 Million of American Rescue Plan Act (ARPA) Funding to allocate towards impactful recovery solutions to the COVID-19 Pandemic.

In June of 2021, the City sent out a survey for Lorain Residents to complete and return to us with your ideas and thoughts on where to allocate these funds. Thank you for taking the time to fill out the survey. The City received back numerous responses and because of that, we have provided you with a Recovery Plan on how we will be utilizing the American Rescue Plan Act Funding.

The Lorain Recovery Plan outlines what ARPA Funding can go towards, our survey results, and what the City decided to fund through the lens of Social Equity. Each of the 7 Core Principles will encompass fairness and justice for all Lorain Residents. Lorain's Recovery Plan overarching goal is to strengthen and stabilize our economy by providing resources to residents, businesses, and nonprofits while addressing environmental and physical barriers that impact marginalized communities.

We look forward to serving our community through The City of Lorain Recovery Plan.

Very Truly Yours,

Jack W Bradley, Mayor

City of Lorain

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Thank you to our residents for participating in the American Rescue Plan Survey, because of your involvement we can provide services that align with the community's needs.

Photographs included in the City of Lorain's Recovery Plan have been taken by various community sources and photographers in to help illustrate Lorain's assets and current conditions.



Lorain City Council

Executive Summary

On March, 11, 2021 The American Rescue Plan Act (ARPA) was passed by Congress and signed into law by President Joe Biden to assist in the economic recovery and health impacts posed by the COVID-19 Pandemic and ongoing recession.

The City of Lorain will receive \$32,491,586.00 through the American Rescue Plan Act. There will be two disbursement rounds, the first round was dispersed in May 2021 and the second to be dispersed in one year. The Funds must be committed by December 31, 2024 and be spent by December 31, 2026.

What can American Rescue Plan Act (ARPA) Funds be utilized for?

The Final Rule states that the American Rescue Plan Act Funds can be utilized under the following criteria:

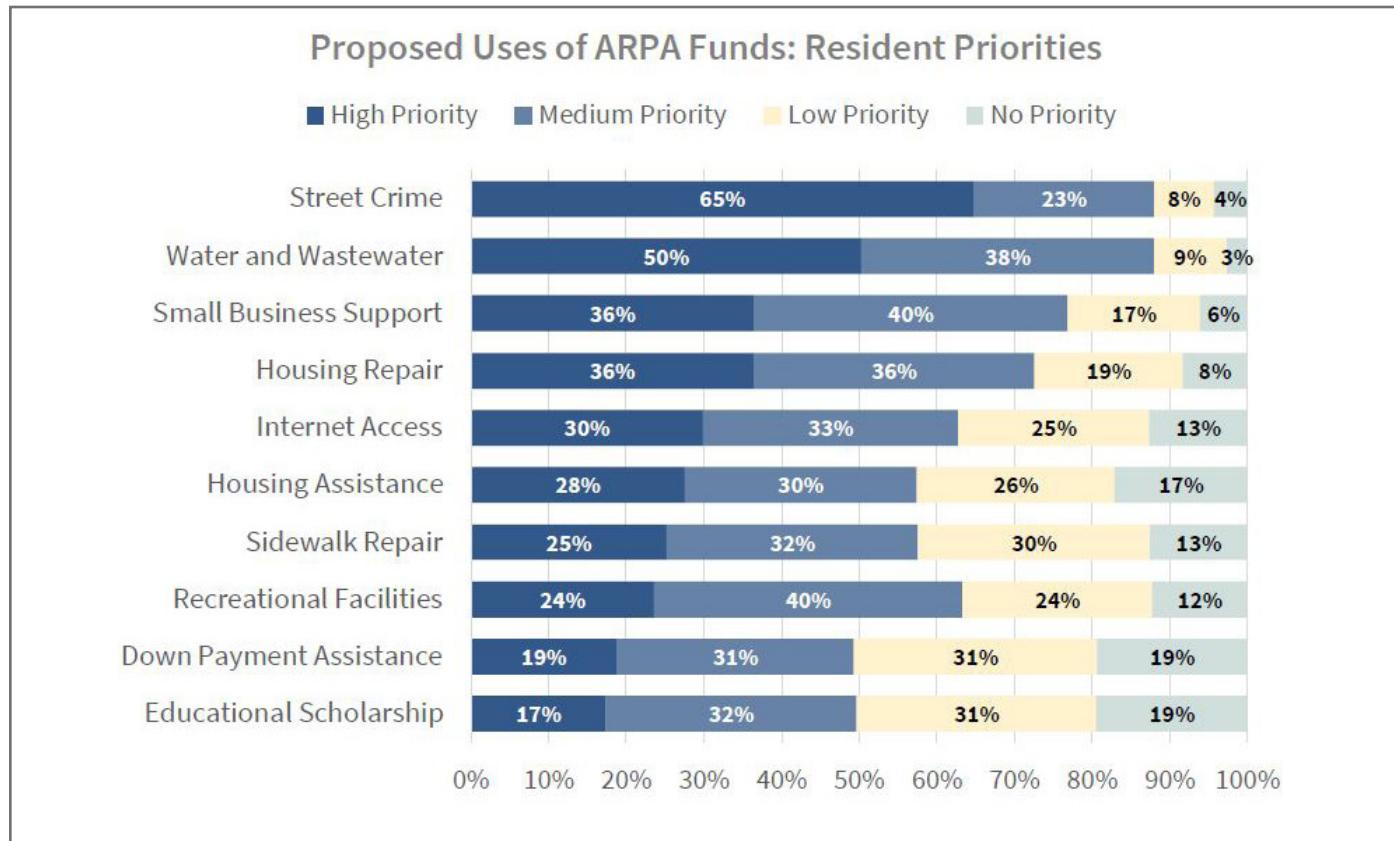
- Public Health
- Negative Economic Impacts
- Services to Disproportionately Impacted Communities
- Premium Pay
- Water, Sewer, and Broadband Infrastructure
- Revenue Replacement

From the outlined eligible uses, Mayor Bradley and his Administration issued a Community Survey through Zencity. The Survey was conducted from July, 19 through September 13, 2021. The contents of the Survey included 12 closed-ended and 1 open-ended question.

The purpose of the survey was to gain insight on what type of capital improvements and assistance residents would find beneficial. City of Lorain Residents were asked to rank the 10 proposed uses of American Rescue Plan Act (ARPA) Funds. The 10 proposed uses included the following:

- Street Crime
- Water and Wastewater
- Housing Repair
- Down Payment Assistance
- Housing Assistance
- Sidewalk Repair
- Small Business Support
- Educational Scholarships
- Recreational Facilities
- Internet Access

The Survey received a total of 1,544 responses, 407 (26%) of which came from an online form and 1,137 (74%) of written form was distributed by and responses tabulated by the City. Zencity combined both forms of response and used the resulting totals as the basis for public input in the decision to allocate funding towards Lorain Recovery Plan Core Principles (outlined on page 9.)



As a result from the community survey, residents provided feedback assigning the highest priority as Street Crime and lowest priority as Educational Scholarships to families impacted by COVID-19.

From the survey, residents highlighted other key capital improvements including:

- Street Repair
- Public Safety
- Businesses and Jobs
- Parks
- Traffic Enforcement
- Vacant Buildings
- Water Bill

Core Principles



Final Version March 2, 2022

The City of Lorain has committed to 7 Core Principles (shown above and outlined in more detail on the next page) within the lens of social equity that is determined eligible within the Final Rule released by the Department of the Treasury. The Core Principles were developed based upon a community survey that was issued as mentioned in the "Overview" section and in conjunction with various studies, plans, and other data-driven reports that have

pinpointed opportunities that will assist the Economic Recovery of the City of Lorain. By aligning community input and data driven reports we were able to design a Recovery Plan that is action oriented targeted to stabilize communities impacted the most by the COVID-19 pandemic.

Social Equity

Each of the 7 Core Principles encompass social equity. Social equity can be defined as fairness and justice for all people. This is an important part of the Recovery Plan. Read more about social equity in our Promoting Equitable Outcomes section on page 18.

Budget Stabilization and Administrative Expenses

This Core Principle includes stabilizing the City's budget and to address any expenses that could not be obtained without this source of funding to ultimately reach a sustainable future.

Digital Inclusion

This Core Principle includes implementing a community wide network of Wi-Fi access points to assist residents, youth, organizations, and tourists in the ability to work, play, and program in parks, churches, and community groups (known as thirdspaces).

Public Safety

This Core Principle includes investing in Public Safety measures that include but are not limited to hiring public safety and law enforcement officials, procuring public safety equipment and technology, Community Violence Intervention (CVI) Programs, and other efforts around reducing gun violence and associated activities provoked by the COVID-19 Pandemic.

Neighborhood Stabilization

This Core Principle includes programs to assist economically impacted businesses, organizations, and other assets that may have been impacted through the COVID-19 pandemic and economic recession. Programming under this Principle will include providing relief funds for small businesses and nonprofits, Minor Storefront Renovation Program, and other COVID Resiliency Programs. This Core Principles outlines the implementation of a City wide neighborhood based "wayfinding" program to provide direction to residents and tourists to drive economic recovery and access to community assets.

Rebuilding Lorain's Housing Stock

This Core Principle includes providing programs to assist residents who have been negatively impacted by the COVID-19 Pandemic. Programming under this Principle may include the development of affordable housing programming and opportunities and the removal of blighted structures.

Upgrading Lorain's Infrastructure

This Core Principle includes improvements to roads, water, and sewer lines including lead and or ancient Infrastructure and pipes; most of which are ineligible under other federally funded programs as well as roads and sidewalks in disproportionately impacted communities.

Investing in Redevelopment

This Core Principle includes providing critical assessments to advance vital redevelopment opportunities.

Current Conditions

The COVID-19 Pandemic has left a lasting impression on our lives and community. As we enter into a time of economic recovery we have outlined the Current Conditions of our community and how it pertains to our Core Principles.

The American Rescue Plan Act allows for the implementation of strategic capital investments that will help to stabilize and rebuild neighborhoods. The City of Lorain has worked with a vast number of institutions and consultants that have prepared studies that have pinpointed our community's opportunities and threats. By leveraging the relevant studies provided and overlaying this with our community survey results we are able to identify programming and improvements that will help to assist communities that are impacted by the COVID-19 Pandemic.

City of Lorain Budget Stabilization and Administrative Expenses

The City of Lorain, much like other municipalities in the Untied States, has been impacted negatively by the COVID-19 Pandemic. The market demands, increasing of staff, and other equipment to assist in daily operations are necessary to capture a sustainable and viable future.

Digital Inclusion increasing Broadband and Internet

The City of Lorain is dedicated to increasing digital inclusion to make outdoor/ green spaces, institutions, churches, community groups safe and inclusive for our residents and visitors. COVID-19 impacted the way we learn, work, and engage with each other. The COVID-19 Pandemic is putting pressure on citizens who do not have access to wifi or high-speed Internet in their residences. Based upon PolicyMap, 34.3% of residents within Qualified Census Tracts have access to high-speed Internet therefore 65.7% of residents do not have access to high speed Internet. This in turn creates more issues for people without jobs and increases the need for accessibility to jobs, resources, education, and other opportunities.

Public Safety

According a summary in the National Commission on COVID-19 and Criminal Justice on Pandemic, Social Unrest, and Crime in U.S. Cities Report an increase of crime rates including homicides, aggravated assaults, gun violence, domestic violence, drugs and property crimes.

In the City of Lorain's Police Department's Annual Crime Report issued on September 24, 2021 aggravated assault, rape, homicide, and robbery all increased from 2019 to 2021. Homicide increased a staggering 266.7% from 2019.

As an important part to any community providing the necessary public safety personnel, protocols, and equipment will help to alleviate the rising crime rates. By investing in public safety, it will assist in building out prepared, responsible, and responsive public safety personnel.



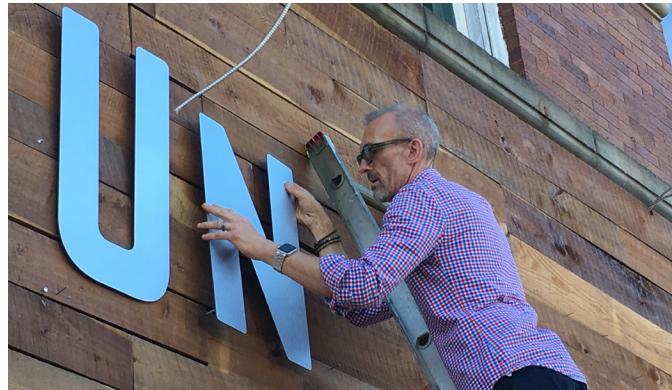
Current Conditions Continued

Neighborhood Stabilization

Neighborhood Stabilization can be defined as improved physical and social conditions with higher property values by leveraging and investing in community assets. Mayor Bradley's Administration will be investing in community assets to assist small businesses, nonprofits, parks, and reducing the perception of slum and blight. In a comprehensive "Slum and Blight Analysis" compiled by Maxine Goodman Levin College of Urban Affairs, Cleveland State University Center for Community Planning and Development recommended the following:

- Definition of "Blighted Property" and "Blighted Area".
- The City should utilize County Auditor datasets for classification of property condition.
- The City should classify "Fair" and "Poor" rated properties as "Blighted Properties".
- The City should define "Blighted Area" ("Slum") as block groups with 20% blighted properties or higher.

There are several ways to combat negative economic impacts including retaining small businesses vital to our local economy.



It helps to provide opportunities and jobs to residents, provide an accessible market, and by helping businesses to recover.

Another way to mitigate negative economic impacts includes providing Minor Storefront assistance to help to alleviate the perceptions of neighborhood blight. Blight can be defined as the deterioration of homes, buildings, and businesses. Some categorizations may include vandalism, deterioration of facades, vacant storefronts, weeds, and illegal dumping. Blight may exist due to the lack of maintenance, absentee of landlords, and non-relevant code enforcement.

Nonprofit organizations play a vital role in assisting communities to be healthy. Most nonprofit organizations help to administer critical assistance that contributes to economic stability and mobility for populations that are undeserved.



Parks and Recreational outlets, Citywide Branding, and other community investments also fall under this Core Principle.

Parks and Recreational outlets are vital community assets. The City of Lorain currently does not have a Parks and Recreation Levy therefore; this will support necessary parks maintenance and upgrades.

Wayfinding and City Branding contribute to a thriving economy because of its marketability to economic drivers including tourism, highlighting key landmarks, attracting potential residents, bolstering businesses and other community assets.

A successful citywide branding strategy will assist in making the community an attractive place for redevelopment, residency, and other local revenue generating opportunities for a sustainable economy and future.

Currently, The City of Lorain does not have a specific way finding and citywide branding strategy.

Other community investments may include but are not limited to investments in Community Centers, Landmarks that promote tourism, or other activities that will assist in recovering from the COVID-19 Pandemic.

Current Conditions Continued

Rebuilding Lorain's Housing Stock

The City of Lorain and many other Midwestern Cities have been impacted over the years with a decline in major industry sites. The decline in major employer sites causes major economic threats to the community including the decline of housing stock and its eventual demise (demolition). Accessibility to affordable housing has been a challenge and especially to those who have been impacted by the COVID-19 Pandemic.

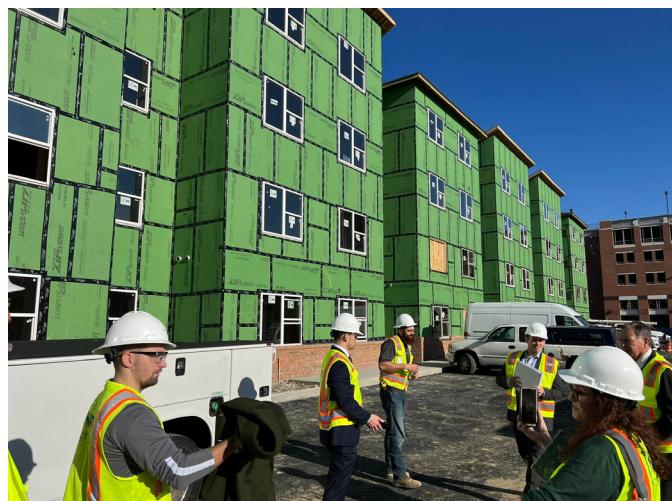
In a Comprehensive Housing Assessment prepared by Maxine Goodman Levin College of Urban Affairs Cleveland State University Center for Community Planning and Development key findings from the report included the following results:

- Lorain has seen burgeoning investment in the City in the last 20 years, especially in the Downtown.
- Lorain's housing is a good value.
- Existing Residents are a Solid Market.
- Housing choice is needed for higher-income households.
- Housing choice is needed for Lorain's low-income households.
- Housing choice is needed for low-and middle-income seniors.
- Rehabilitation is critical.

- Lorain's Housing is Attractive to Investors.
- Vacancy, Foreclosure and Eviction Management is doable but urgent.

The main takeaway from the Housing Assessment is the need for diversified housing options within the City of Lorain.

Expanding on this assessment through the use of ARPA funds may help to promote opportunities for rebuilding Lorain's housing stock including demolition, infill development, and acquisition rehabilitation.



Example of Affordable Housing Development in Cleveland, OH

BEFORE



AFTER



The Chateau de Charleston is an example of a successful acquisition rehabilitation project done by private owners Ernest and Alicia Burke. There are communal benefits to acquisition rehabilitation projects including, mitigating the perception of blight in neighborhoods, increasing property values, and increasing homeownership. Programming under this Core Principle will assist in various activities; this is just one example of a potential use of funding under this Core Principle.

Current Conditions Continued

Upgrading Lorain's Infrastructure

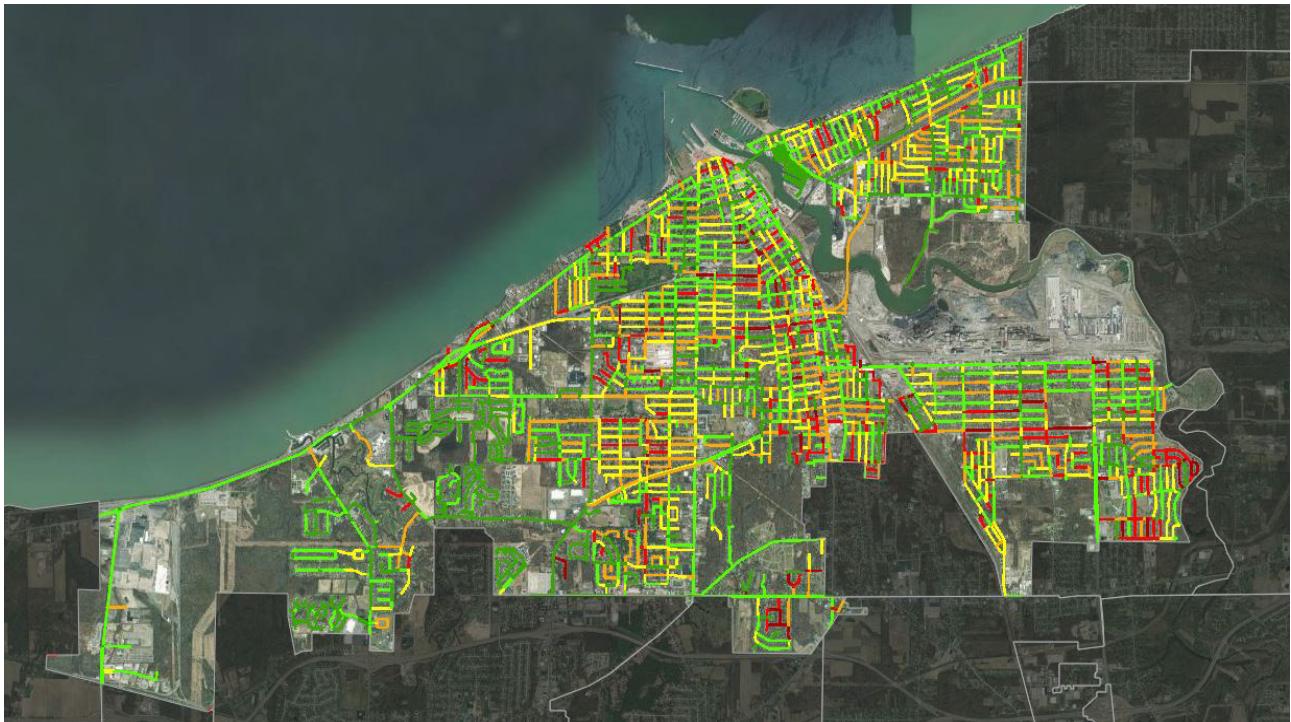
As a result of the ARPA Community Survey Residents have indicated the need for capital improvements such as road repairs and sidewalks as a part of complete streets movement. Street improvements will be prioritized within the City of Lorain's Street Improvement Strategic Plan.

The City of Lorain Engineering Department utilized Streetlogix to prepare a pavement condition index (PCI) based upon in the Field data captured to index each road based upon ODOT's Pavement Condition Rating Manual.

There are various codes and definitions that dictate the condition of a road for safety and drivability. Below is a map prepared to highlight Pavement Condition Index.

Roads Indexed as Red will have a prioritization on their replacement.

The City of Lorain also has older Water and Sewer Infrastructure that may include wood or lead pipes.



Investing in Redevelopment

The City of Lorain has many prime sites for redevelopment and in need of clean-up. Brownfield sites are known as previously utilized land for commercial or industrial purposes that are now abandoned. This land can be remediated depending on the use of the site and then, when ready, the site can be developed. The City of Lorain has many prime opportunities for redevelopment that are currently in need of clean up. This core principle will work in conjunction with other funding allocations to assist in the cleanup of various sites around the city to promote dormant economic development opportunities.



Stoveworks Site



St.Joe's Hospital Site



Pellet Terminal Site

Promoting Equitable Outcomes

Determining Need

The purpose of the American Rescue Plan Act is to provide sustainable and equitable outcomes for municipalities and those that live and work within it.

As a part of the American Rescue Plan Act and a goal of Mayor Bradley's Administration and Lorain City Council is to provide the City of Lorain with the most equitable outcomes through this funding source. In June, Lorain City Council unanimously passed a Resolution formally committing to addressing disparities within communities of color. The COVID-19 Pandemic has particularly made it difficult on communities of color and those who are considered marginalized. The American Rescue Plan Act illustrates communities and their neighborhoods that have been considerably impacted by the COVID-19 pandemic in Qualified Census Tracts (QCTs). Qualified Census Tracts are determined by household income compared to the overall population of census tracts. To be considered a QCT 50% of households have an income less than 60% of the Area Median Gross Income (AMGI) or which has a poverty rate of at least 25%.

The City of Lorain's QCTs demographics overlap with communities of color, marginalized households, and those effected by poverty induced by the COVID-19 Pandemic. A map of the qualified census tracts is provided on the next page.

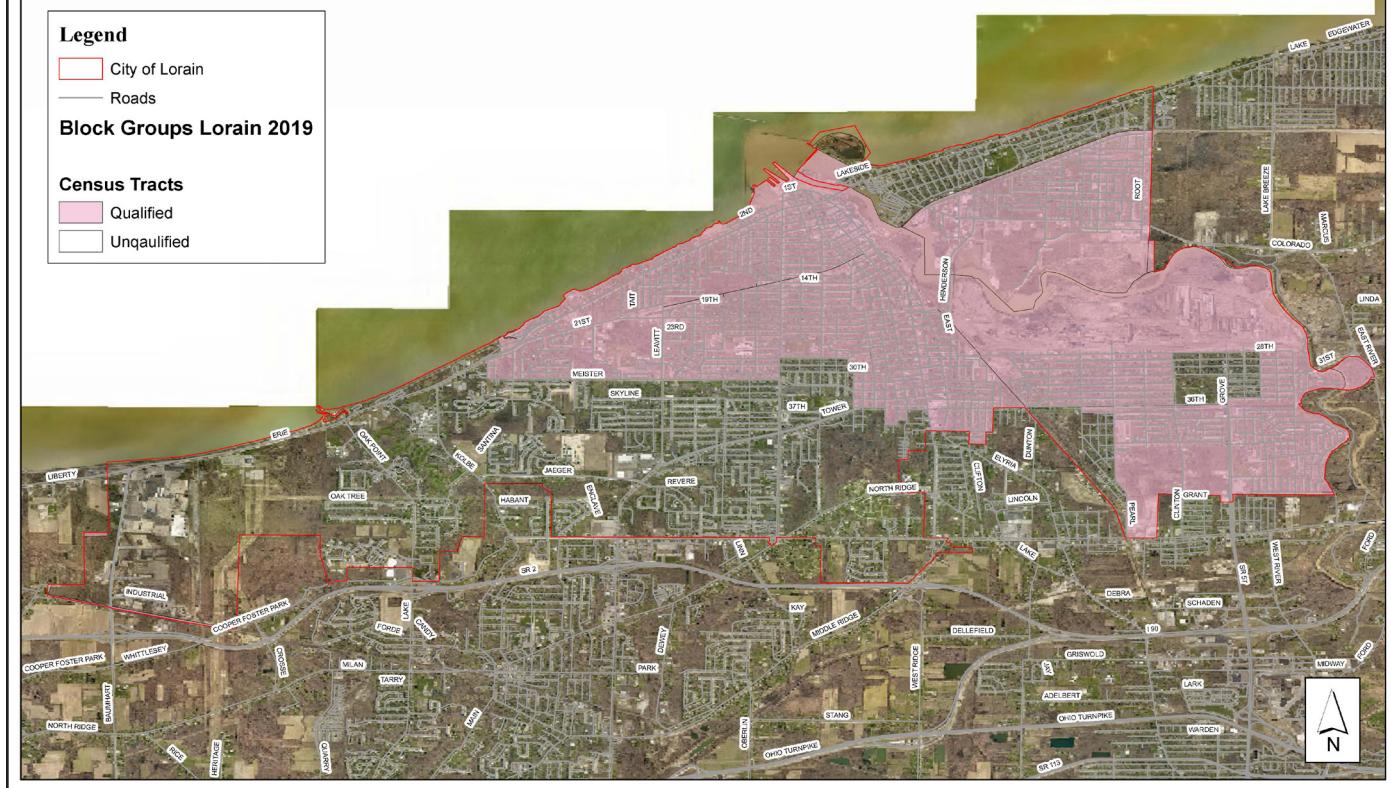
Marginalized and vulnerable populations impacted by the COVID-19 pandemic may include but are not limited to older populations, disabled populations, and those who are faced with challenges of accessing health-care services, due to accessibility, affordability, and discrimination challenges.

Bringing Awareness to Impacts of the COVID-19 Pandemic

The COVID-19 Pandemic has had continuous negative impacts on the economy and societal well-being. According to the United Nations Department of Economic and Social Affairs Social Inclusion, "if not properly addressed through policy, the social crisis created by the COVID-19 pandemic may also increase inequality, exclusion, discrimination and global unemployment in the medium and long term."

The pandemic has increased a divide in digital accessibility, limitations on the workforce, and put a strain on our overall healthcare system. Historically redlined communities continue to experience a disconnect of resources and opportunities. The COVID-19 Pandemic has exponentially increased the barriers for marginalized households and communities of color.

American Rescue Plan: Qualified Census Tracts



Increasing Accessibility and Distribution

Accessibility to resources and opportunities can be challenging to those who have been marginalized or severely impacted by the COVID-19 Pandemic. As many resources have become digitalized the digital divide continues to increase creating a larger disparity especially to marginalized populations.

As a part of The City of Lorain Recovery Plan we will target vulnerable and marginalized populations to assist in the recovery of our economy for sustainable results.

Promoting Equitable Outcomes

Continued

Outcomes and Solutions

The City of Lorain Recovery Plan aims to provide data-driven solutions to guide our community through the COVID-19 Pandemic and to a sustainable future. With each Core Principle and the specific program, a Plan will be devised and driven by data, studies, and plans that have outlined our communities' strengths, weaknesses, opportunities, and threats (SWOT Analysis). Providing us the most accurate ways of understanding our community's landscape and designing programs that will specifically pair, address, and strengthen communities of color and marginalization.

We will gauge our level of success based upon the successful assistance we are providing to vital institutions, businesses, homeowners, and other resources that guide a sustainable future for our community.

An example of some metrics may include:

- Increasing affordable housing stock
 - removal of blighted structures and incentivizing in fill development while preserving the community's historic charm.
- Increase public charity reach and service
 - providing nonprofit relief fund that allows for continued support and assistance to serving clients.

City of Lorain Goals

- Strengthen our community through providing assistance and resources for residents, businesses, nonprofits, and third spaces (churches, community groups, parks).
- Address environmental and physical barriers that impact life, liberty, and the pursuit of happiness specifically on marginalized communities and the community as a whole for a sustainable economic recovery.
- Mitigate the perception of blight specifically in QCTs through neighborhood stabilization practices.
- Increase public charity reach and service
 - providing nonprofit relief funds that allow for continued support and assistance to serving citizens.
- Provide support to local businesses impacted by the COVID-19 Pandemic.
- Increase developable land for economic opportunities.
- Increase community resources for youth and families to utilize.



WE ARE
LORAIN
PROUD

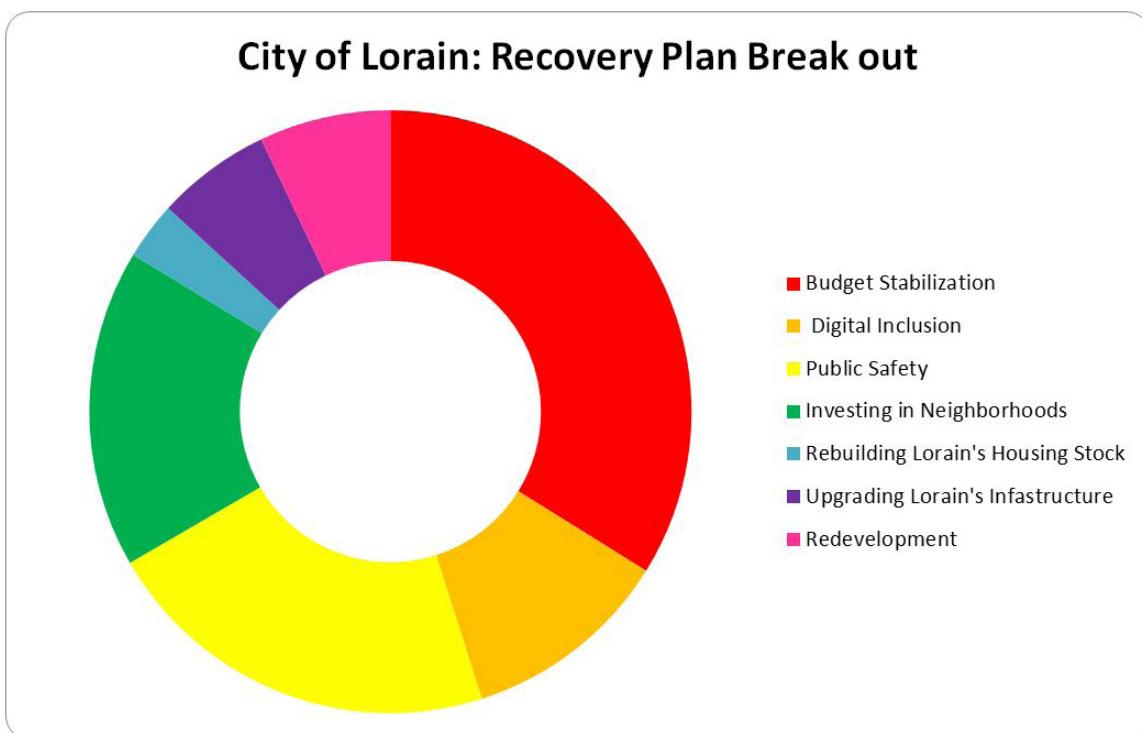


Conclusion

The City of Lorain is grateful to have an opportunity to invest over \$32 Million in the community through Public Safety Services, Economic Recovery Programming, securing reliable housing stock, and creating a sense of place where we call our home. Mayor Bradley has committed these funds for this purpose. Below illustrates the use of ARPA funds against each Core Principle.

Each Core Principle will expand in various different programs to assist in Lorain's recovery. The Recovery Plan: Report will be posted annually to keep residents and business owners informed on the use of the funds and success stories associated with the funding.

We look forward to serving our community through The City of Lorain's Recovery Plan.





Resources

- U.S. Department of Treasury Coronavirus State and Local Fiscal Recovery Funds - Interim Final Rule
- Coronavirus State and Local Fiscal Recovery Funds - FAQ
- Compliance and Reporting Guidance - State and Local Recovery Funds - The Department of the Treasury
- "An Uncommon Crisis: COVID-19 and its Disproportionate Impacts on Vulnerable Communities; Mary Helen Petrus
- "An Uphill Battle: COVID-19's Outsized Toll on Minority-Owned Firms; Lucas Misera
- National Commission on COVID-19 and Criminal Justice - Pandemic, Social, Urest, and Crime in U.S. Cities; Richard Rosenfeld and Ernesto Lopez
- National Commission on COVID-19 and Criminal Justice COVID-19 and the Changing Landscape of Substance Use Disorder Treatment; Erin Parley, PH.D, Len Engel, and Erin Jemison.
- Lorain Police Department Annual Crime Report 2021, 2020, and 2019
- Zencity Temperature Check Report: ARPA Funding
- Center for Community Program: American Rescue Plan Act Update: Treasury Guidance and Fund Request Portal, and Our Updated ARPA Map Resource.
- United Nations, Department of Economic and Social Affairs Social Inclusion
- Status of Impediments to Fair Housing 202/2021-2024/2025 Year
- City of Lorain Comprehensive Plan (2018)
- Request for Expression of Interest, Redevelopment of Waterfront Property City of Lorain Prepared by Vita Nuova, LLC.
- StreetLogix Map identifying opportunities for Street Improvements
- City of Lorain Comprehensive Housing Assessment and needs analysis; Cleveland State University Maxine Goodman Levin College of Urban Affairs ; Kirby Date, AICP, Charlie Post, and Rachel Riemenschneider

Notes & Comments

A space designated for you to provide feedback regarding The City of Lorain Recovery Plan.



"Enhancing the quality of life for Lorain citizens"

