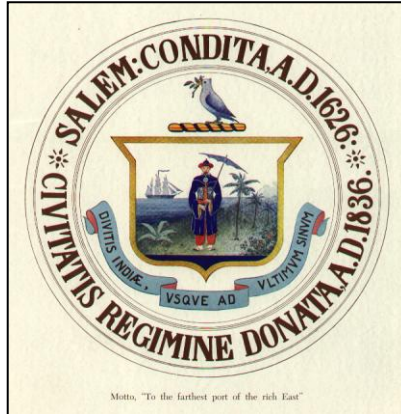


# CITY OF SALEM

## ONE-YEAR ACTION PLAN

FISCAL YEAR 2014



JUNE 24, 2013

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# I. EXECUTIVE SUMMARY

One of the most successful community development resources in America is the Community Development Block Grant (CDBG) program from the U.S. Department of Housing and Urban Development (HUD). Created in 1974, the CDBG program provides communities with a flexible source of funds to be used to benefit low- and moderate-income persons or to prevent or eliminate slums and blight.

## HUD Mission Statement

The CDBG Program provides annual grants to entitled cities and counties to develop viable urban communities by providing:

- Decent, Safe and Sanitary Housing
- Suitable Living Environment
- Expanded Economic Opportunities

## Goals of HUD's CDBG Program

HUD provides CDBG funds to entitlement community grantees to carry out a wide range of community development activities. These activities are directed toward:

- Revitalizing Neighborhoods
- Economic Development
- Providing improved community facilities and services

All activities carried out with CDBG funds must meet HUD's national goals and objectives. The City's specific community and economic development, housing and social service activities funded through the CDBG program are determined annually in the city's Action Plan.

## I.A. The Action Plan for Community Development

This Action Plan for Community Development for 2013-2014 describes the projects that the City will undertake in the next fiscal year with CDBG funds. It also briefly describes some of the other city programs in the areas of housing, community and economic development that the City funds with other resources.

This document is the City of Salem's Action Plan for Community Development for Fiscal Year 2014 (FY14).<sup>1</sup> The City circulates the Action Plan for Community Development in order to inform Salem residents, leaders, businesses and organizations how Salem plans to use its CDBG funds and to provide an opportunity for public comment.

Narrative sections are included throughout the plan in order to increase the public's understanding of the city's community development objectives in an easy-to-read, yet comprehensive, format.

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<sup>1</sup>This Action Plan covers activities for the period from July 1, 2013 to June 30, 2014, which is referred to in this document as Fiscal Year 2014 or FY14.

## I.B. Developing the Action Plan: Citizen Participation & Consultation

The City of Salem uses CDBG funds to support specific projects and initiatives that are needed by Salem residents and that meet HUD's national goals and objectives. Identifying the needs of the community is an on-going process. In spring, 2010, after months of public hearings and public comment, the City adopted a **Five Year Consolidated Plan**, highlighting the community development needs and goals for July 2010– June 2015. Each year, the City holds additional public hearings and comment periods to review those goals and to make specific recommendations for programs and initiatives to be undertaken in a given year. The result is the annual **Action Plan**, designed to put into action the goals and strategies established in the Consolidated Plan.

For the FY14 Action Plan, citizen participation included two public hearings and a thirty day comment period. In order to broaden public participation, outreach to participate includes legal advertisements: postings at City Hall, City Hall Annex and on Salem Access Television; and notices sent to the Salem Public Library, Salem Council on Aging, Salem Housing Authority (SHA), all City Councilors, members of the Citizens Advisory Committee and to various public service agencies and neighborhood associations, as well as being placed on the city website. A complete Overview of Citizens Participation is located in the Appendix and includes public hearing minutes.

It is important to note that the Action Plan is not a budget, but rather a planning tool that outlines the priorities and activities that the City will undertake to address housing, community and economic development needs. Proposed activities must meet HUD's eligibility rules, and must be consistent with the Consolidated Plan. The City identifies estimated costs for each proposed activity included in this document. During the year, should the cost of the proposed activities change, these values can be adjusted. In addition, the City can reallocate unused funds to assist new programs that may be developed during the course of the year, or to supplement existing activities that require additional funding.

### I.B-1. Summary of Comments

The Draft Action Plan was made available for public comment from March 26, 2013 through April 24, 2013.

A public hearing regarding the Draft Action Plan is to be held on April 4, 2013 and included a brief presentation outlining the planning process and the proposed distribution of funds. The public was invited to comment on the plan and ask any questions. Meeting minutes are included in the Appendix.

No written comments were received.

## I.C. Resources for Fiscal Year 2014

The City of Salem receives **Community Development Block Grant (CDBG)** funds from HUD to benefit low- and moderate-income persons or to prevent or eliminate slums or blight in Salem through a variety of community development programs. CDBG is a formula-based program designed to develop viable urban communities by providing decent housing, a suitable living environment, and expanded economic opportunities for persons of low- and moderate-income.

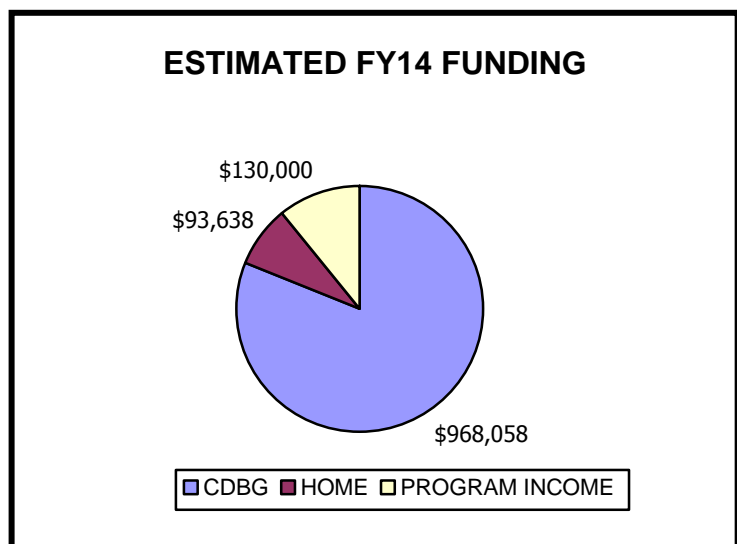
In addition, Salem is a member of the North Shore HOME Consortium and receives an allocation of **Home Investment Partnership (HOME)** funds from HUD. HOME funds are dedicated solely for housing programs, and can be used to fund a wide range of activities that build, buy and/or rehabilitate affordable housing for rent or home ownership. The City of Salem is one of thirty member communities in the North Shore HOME Consortium. On behalf of the member communities, the Consortium, through its lead community of Peabody, submits a Consolidated Plan for operating the HOME program. The city will not use HOME funds to refinance any existing debt secured by multifamily housing developments.

Along with HUD funds, our housing and economic loan programs generate program income, which the City directs to existing or new programs as needed. Income is generated as loans are repaid or recaptured from an assisted property or business. The City typically receives program income funds each year and they help extend its ability to support CDBG-eligible activities.

The Federal funding that Salem expects to receive for FY14 includes \$968,058 in CDBG entitlement funds. Additional funds include an estimated \$93,638 in HOME funds and an estimated \$130,000 in program income. In addition to these resources, many activities leverage funding from other sources to maximize the impact of the federal dollars the city receives. Sources may include, but are not limited to, homebuyer matching funds and mortgages, Get The Lead Out funds, private donations, lender financing, Parkland Acquisitions and Renovations for Communities (PARC)

funds, Environmental Protection Agency funds, TD Bank Greenstreets funds, Public Works Economic Development (PWED) funds from MassDOT, MassDevelopment Brownfields Assessment Program funds, State Seaport Advisory Council, Massachusetts Historical Commission, National Park Service, Low-Income Housing Tax Credits and other State or Federal programs, as well as local Capital Improvement Program funds.

Together, these resources fund a wide range of activities designed to develop and maintain affordable housing, improve neighborhood public facilities, provide economic opportunities, improve access for people with disabilities, provide critical public services, assist people who are homeless, and prevent homelessness.



## I.D. Objectives and Outcomes

In 2006, HUD devised a means to uniformly measure accomplishments funded through its housing and community development programs. In doing so, HUD determined that activities should meet one of three specific objectives and three outcomes. They are:

<i>Objectives</i>	<i>Outcomes</i>
Suitable Living Environment	Availability/Accessibility
Decent Housing	Affordability
Creating Economic Opportunities	Sustainability

The chart on the next page lists the activities proposed for FY14 and the objectives and outcomes they meet.

### Objectives

Activities must meet one of the following three objectives:

**Suitable Living Environment** - In general, this objective relates to activities that benefit communities, families, or individuals by addressing issues in their living environment.

**Decent Housing** - Activities found under this objective cover the wide range of housing possible under HOME or CDBG. This objective focuses on housing programs where the purpose of the program is to meet individual family or community needs and not programs where housing is an element of a larger effort. Such programs should be reported under Suitable Living Environment.

**Creating Economic Opportunities** - This objective applies to economic development, commercial revitalization, or job creation activities.

### Outcomes

Activities must work to achieve one of three outcomes as follows:

**Availability/Accessibility** - This outcome category applies to activities that make services, infrastructure, public services, public facilities, housing, or shelter available or accessible to low- and moderate-income people, including persons with disabilities. In this category, accessibility does not refer only to physical barriers, but also to making the affordable basics of daily living available and accessible to low and moderate income people where they live.

**Affordability** - This outcome category applies to activities that provide affordability in a variety of ways in the lives of low- and moderate-income people. It can include the creation or maintenance of affordable housing, basic infrastructure hook-ups, or services such as transportation and day care.

**Sustainability: Promoting Livable or Viable Communities** - This outcome applies to projects where the activity or activities are aimed at improving communities or neighborhoods, helping to make them livable or viable by providing benefit to persons of low- and moderate-income or by removing or eliminating slums or blighted areas.

## Performance Indicators

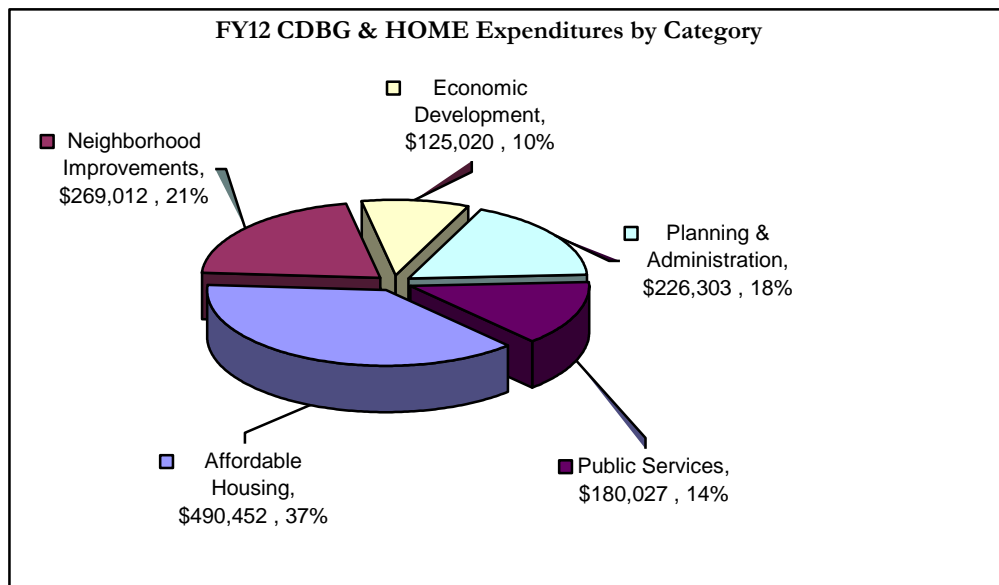
Performance indicators are the measurements used to determine program impact. The chart below identifies each activity's applicable performance indicator and the estimated goal of housing units, businesses or persons based on estimated funding.

Category	Source	Objective	Outcome	# (Units, persons, etc.)	Performance Indicators
<i>Housing</i>					
Housing Rehabilitation Loan Program	CDBG & HOME	Decent Housing	Affordability	4 Housing Units	Occupied by elderly Brought to HQS Brought lead safe Made accessible
First Time Homebuyer Programs	CDBG & HOME	Decent Housing	Affordability	1 Household	First Time Homebuyer Receiving Housing Counseling Receiving Downpayment Assistance/Closing Costs
<i>Economic Development</i>					
Business Technical Assistance	CDBG	Creating Economic Opportunities	Availability/ Accessibility	20 Businesses	Businesses assisted: New Businesses assisted: Existing Of Existing: Expansions Of Existing: Relocations DUNS number
Small Business Financial Assistance Programs	CDBG	Creating Economic Opportunities	Affordability	2 Businesses	Businesses assisted: New Businesses assisted: Existing Of Existing: Expansions Of Existing: Relocations DUNS number
<i>Neighborhood Improvements</i>					
Neighborhood Street & Sidewalk Improvements	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
Pedestrian Mall Improvements	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
Gallows Hill Park Improvements	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
History Sign Installation	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
Point Visioning Project Improvements	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
Lafayette Park Improvements	CDBG	Suitable Living Environment	Sustainability	1 Pub. Fac.	With improved access to a facility or infrastructure benefit
<i>Social Service Activities</i>					
Community Support Services	CDBG	Suitable Living Environment	Availability/ Accessibility	10,000 Persons	New access to service Improved access to service
<i>Not-Applicable to Salem's Performance Measurement</i>					
South Harbor Garage Section 108 Loan Repayment	CDBG				
General Program Administration & Rehabilitation Administration	CDBG/ HOME				
Rental Assistance Programs	HOME	To be reported in IDIS by North Shore HOME Consortium			
Affordable Housing Programs	HOME	To be reported in IDIS by North Shore HOME Consortium			

## I.E. Evaluation of Past Performance

During the many years of Salem's CDBG Program, the City has made significant improvements to the City's physical and social environment for its low- and moderate-income residents. The CDBG program has made a strong impact in Salem, as seen through the numerous homes rehabilitated, neighborhood facilities and infrastructure improved, businesses strengthened, jobs created and families served through our public service agencies.

The annual Consolidated Annual Performance and Evaluation Report (CAPER) provides an analysis of the accomplishments and progress the City has made toward meeting the goals and objectives laid out in its Five Year Consolidated Plan. The FY13 CAPER, for the current fiscal year, will be available by September 30, 2013. The most recent CAPER, for FY12, evaluated the first two fiscal years of the current 5-Year Consolidated Plan. Low- to moderate-income persons were directly benefited by 96.9% of CDBG funds spent in FY12. This document is available at the City of Salem Department of Planning and Community Development (DPCD), the Salem Public Library and on the City's website at [www.salem.com](http://www.salem.com). The chart below illustrates FY12 spending by category, as a percentage of overall CDBG and HOME expenditures.

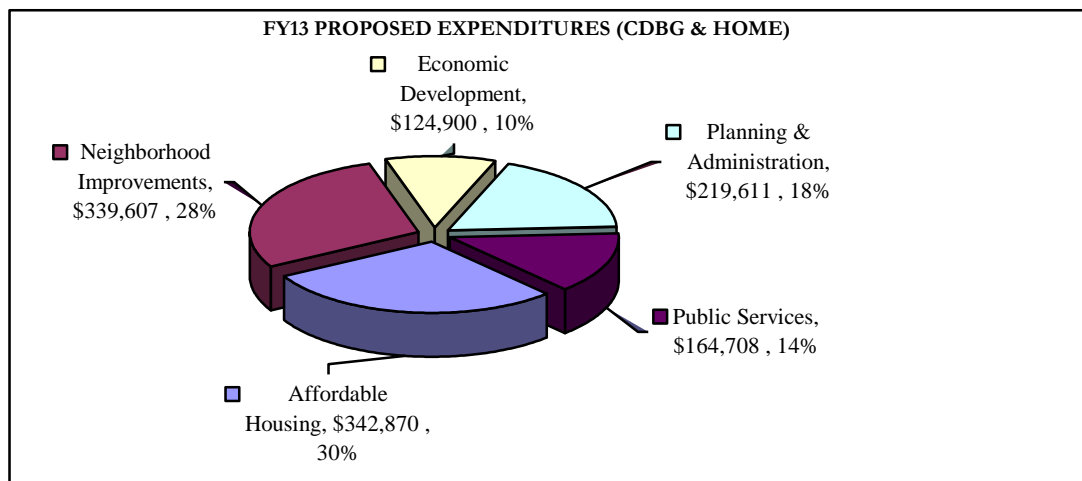




## II. PROGRAM DESCRIPTIONS OF PROPOSED ACTIVITIES

### AFFORDABLE HOUSING, ECONOMIC DEVELOPMENT, NEIGHBORHOOD IMPROVEMENT, PLANNING & ADMINISTRATION AND SUPPORT FOR SOCIAL SERVICES

In the Five Year Consolidated Plan, Salem residents identified the community development needs and goals for Fiscal Years 2011-2015. The priority needs identified during that public process included the need for affordable housing, economic development, neighborhood improvement and support for social services. The City based its funding allocations on needs identified, proposed activities and accomplishments to meet those needs and estimated funding needed to reach the goals and accomplishment levels. The pie chart on this page illustrates the city's proposed FY14 spending by category, as a percentage of estimated CDBG and HOME funds. It is estimated that at least 70 percent of the FY14 CDBG funding and 100 percent of the HOME funding will be used for activities that benefit persons of low- and moderate-income. Total proposed expenditures based on current estimates of funding to be available is \$1,131,814.



This section describes the priority needs and identifies some of the strategies that the city will employ to address them in the coming year. Included are a few of the housing and economic factors that illustrate Salem's need to continue to invest in housing and economic development and to support a variety of programs to assist all of Salem's low and moderate income neighborhoods. The narratives describe the various programs and services that the city proposes to undertake in FY14. The programs listed in the following sections are a combination of those managed by the city and by community organizations.

Typically, the City identifies activities to be funded from a specific year's resources, but for some projects, such as multi-year funding commitments or construction projects, the activity may be completed in the following fiscal year or undertaken over several fiscal years. It is not uncommon for the City to have projects that are ongoing from a previous fiscal year. Ongoing projects are not fully described in this plan, but are listed on Page II-24 for informational purposes.

Any obstacles and issues related to addressing underserved needs are discussed within each strategy topic. Section II.A-3 covers barriers to affordable housing.

## II.A. AFFORDABLE HOUSING

Salem, like many communities in Massachusetts, is struggling with the impacts of a roller-coaster real estate market, a foreclosure crisis and a regional lack of affordable rental housing. These conditions have resulted in more families at risk of homelessness. As a result, we continue to place the creation and preservation of affordable housing as the highest priority of Salem's CDBG and HOME programs.

Notable statistics about Salem's population and housing stock include:

- Salem's population is 46.7 percent low- to moderate-income persons;
- Salem has old housing stock: fifty-four percent of Salem's occupied housing units were built prior to 1940;
- Twenty-five percent of Salem homeowners are paying thirty percent or more of their income in monthly housing costs; and
- Almost twenty-five percent of Salem renters pay fifty percent or more of their income in monthly housing costs.<sup>2</sup>



*41-43 and 45-49 Ward Street are two properties whose units are slated for renovation. Photo courtesy of North Shore Community Development Coalition.*

Until the housing market began to falter nationally in 2006, single-family sale prices in Salem had been rising steadily since 2000 at an average annual rate of about 11 percent (not adjusted for inflation), with a 4± percent turnover rate per year in the single-family inventory. Similarly, condominium prices increased 10 percent per year, on average, while 13 to 14 percent of the total inventory cycled through the market. Since 2005, Salem has experienced a drop in housing sale prices. However, the rate of decline is consistent with that of other Eastern Massachusetts cities. In Fiscal Year 2012, the average value of a single-family home in Salem was \$293,878: on par with neighboring Peabody and lower than the average single-family home value in most nearby communities (in 2012, Salem had the lowest single family home average value of the 30 HOME Consortium communities, with the exception of Methuen and Haverhill).<sup>3</sup>

Despite the recent decrease in home purchase prices, homeownership is still unattainable for many Salem families. Salem's First-Time Homebuyer Downpayment Assistance Loan Program has seen a severe drop in the number of loan applications received. We attribute this to the number of new homebuyers who, although eligible for our programs, are being denied conventional loans as a result of tighter standards instituted by lending institutions in response to recently passed legislation.

For renters, the lack of affordable rental housing region-wide, partially due to foreclosures, continues to heighten the demand on public housing and subsidy programs. The demand for subsidized

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<sup>2</sup> U.S. Department of Commerce, Bureau of the Census, American Community Survey, 2006-2008 Three-Year Estimates, Detailed Tables.

<sup>3</sup> The Warren Group, Median Sale Prices and Total Sales: Salem, Massachusetts, user-defined query at Town Stats, [www.thewarrengroup.com](http://www.thewarrengroup.com), and Massachusetts Department of Revenue (DOR), "Average Single-Family Tax Bill" and "Parcels by Use Class," Municipal Data Bank, [www.dls.state.ma.us/mdm.htm](http://www.dls.state.ma.us/mdm.htm).

housing far exceeds the supply. People on waiting lists for units or vouchers must wait several years before an opening is available.

### **Foreclosure Crisis**

Many homeowners who purchased homes in the booming housing market between 2002 and 2005 did so with an Adjustable Rate Mortgage. Since then, their mortgage rates have reset multiple times, in some cases every six months. A homeowner who purchased a property in Salem in 2004 with a monthly mortgage payment under \$1,500, may now have a monthly payment of over \$4,000. Worse yet, lenders required little down payment, so many homeowners financed over 90 percent of the purchase price of the home. Now these owners are unable to refinance their homes to a lower rate, nor are they able to sell their homes at a price that will cover their remaining mortgages due to declines in property values – putting their mortgage “underwater”. All of these factors - increased mortgage rates, high loan to value ratios, and decreased property values - have resulted in a dramatic increase in foreclosures, not only in Salem, but across the country.

In addition to those with adjustable rate mortgages, the foreclosure crisis affects owners with fixed-rate subprime mortgages.<sup>4</sup> Many lenders approved owners for subprime mortgages with monthly payments that were more than fifty percent of their household’s monthly income. Payments did not include other housing costs like heat, electricity and taxes. Just a few years after purchasing their homes, these households can no longer keep up with the high monthly housing costs. Some have filed for bankruptcy and many are in danger of losing their homes to foreclosure.

Between 2009 and 2012, mortgage foreclosures were initiated against 259 properties in Salem (more than a 14% drop from the prior 3 year period). Of the 493 properties in Essex County that eventually became bank owned, only 30 were from Salem. Of those, 5 were single family, 17 were condominiums, 7 were 2-family properties and one was a business.<sup>5</sup>

### **II.A-1. Specific Housing Objectives**

Salem is at the forefront of providing affordable housing for the North Shore area. Although Massachusetts General Law Chapter 40B requires that 10 percent of the residential housing in every city and town be affordable, 11.1 percent of the communities have actually met the challenge. Salem is one of 39 communities to reach the 10 percent goal. In September, 2012, MA Dept. of Housing & Community Development calculated Salem’s Chapter 40B subsidized housing inventory at 12.36 percent, while the state average was just 9.1 percent. Of the 30 cities and towns in the North Shore HOME Consortium, Salem has the highest percentages of affordable housing.

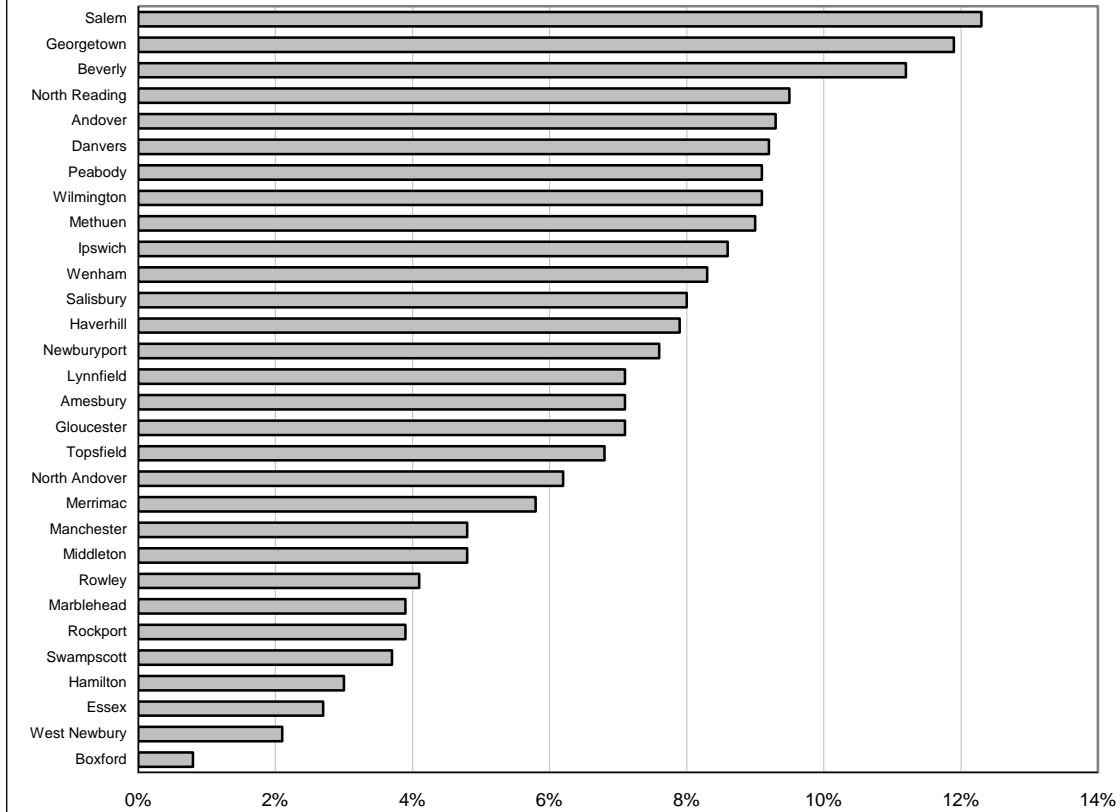
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<sup>4</sup> Subprime is a term that refers to the low credit rating of the homebuyer, not the terms of the loan.

<sup>5</sup> The Warren Group – Massachusetts Foreclosed Properties Database.

## NS HOME Constortium Communities

Chapter 40B Subsidized Housing Inventory - May, 2012  
Source: Mass Dept. of Housing & Community Development



Salem administers several successful housing programs. The First-Time Homebuyer Downpayment Assistance Program provides assistance for the greatest hurdle that most families looking to purchase their first home face—saving enough to make the required down payment. The Housing Rehabilitation Loan Program works to rehabilitate housing to make it safe and sanitary. The city also provides funding for homelessness prevention programs through partnerships with Catholic Charities, North Shore Community Action Programs, Inc. (NSCAP), the Salvation Army and HAWC. In addition, Salem is a member of the North Shore Housing Trust, a nonprofit corporation established to undertake broad initiatives that will lead to the preservation and creation of housing that is affordable to low- and moderate-income families.

While the city has been able to accomplish a great deal, there is still more to do. The following is a summary of Salem’s long-term housing strategy to help address the pressing housing needs of its residents. This strategy includes both new housing production and preserving the existing housing stock for working families. The key components of the strategy include:

- **Producing New Housing Units**

Salem consistently provides support toward the creation of new affordable housing units through the conversion of old, abandoned or underutilized buildings and parcels into new residential housing units. For example, the City has committed funding to develop affordable housing units at the former St. Joseph's Church site. The Boston Archdiocese's Planning Office for Urban Affairs (POUA) is the developer. The first phase of the proposed project is currently underway and includes the razing of the former church and convent buildings and the construction of a new four-story building on the site. The 51 units in the new building will consist of affordable rental units. The City has committed \$325,000 of CDBG/HOME funds towards the redevelopment project. The development was also awarded funding through DHCD's One Stop Funds Program, as well as funds from the North Shore HOME Consortium. In addition, \$1 Million in PWED funds were allocated for traffic and infrastructure improvements to the adjacent intersection, which have recently been completed. These funds were leveraged by and will benefit the St. Joseph's Redevelopment.

Furthermore, funds for affordable housing are often set aside to provide resources for the city, or a nonprofit partner, to take advantage of opportunities that arise to acquire available abandoned, derelict properties and turn them back into decent, affordable homes. CDBG funds previously helped Habitat for Humanity acquire 1 Harrison Avenue for redevelopment into two affordable housing units that will be affordable for 30 years.

- **An Affordable Housing Fund**

In 2003, the City entered into a Memorandum of Agreement with a housing developer that resulted in a \$50,000 contribution in 2005 for affordable housing activities. The City Council created an Affordable Housing Trust at the end of 2006 to create and preserve affordable housing. The first meeting of the Trust took place in March 2007.

The City continues to negotiate with developers on a case-by-case basis for affordable units or a contribution to the Trust. The Trust committed \$25,000 to Salem Lafayette Development as predevelopment funding for the St. Joseph's Church redevelopment. The Trust also committed approximately \$25,000 for the creation of several affordable housing units, working with a local non-profit agency.

- **Preserving Existing Affordable Units**

Salem has five private subsidized rental housing developments – Salem Heights, Loring Towers, Pequot Highlands, Princeton Crossing, and Fairweather Apartments. Each of these properties was built with the requirement that they remain affordable for a minimum of 40 years (or until the mortgage was paid). Recently, the affordability of two of these developments was in jeopardy. The city took the following actions:

- In February 2003, the city reached an agreement that will keep Salem Heights' 283 apartments rented at affordable rates for 100 years.
- The City negotiated with the owners and tenants of Loring Towers, a HUD 236 property that the owner had proposed to convert to a Low Income Housing Tax Credit (LIHTC) project. In June 2007, in order to protect the long-term affordability, as well as the affordability for existing tenants, the Mayor signed a 121A Agreement and entered into a

Memorandum of Understanding that will ensure that 90 percent of the 250 units will be reserved for families and individuals at or below 60 percent AMI. Furthermore, 10 percent will be reserved for those at or below 30 percent AMI for a period of forty years.

In addition, the Preservation of Affordable Housing (POAH) purchased Fairweather Apartments. This purchase will ensure the continued affordability of these 127 units.

- **Foreclosure Prevention**

Located at [www.salem.com/pages/salemma\\_dpced/additionalresources/other](http://www.salem.com/pages/salemma_dpced/additionalresources/other), the city's website contains a list of links to various resources for foreclosure prevention and legal assistance. Additional links are added as they become known. Housing staff are contacting and offering assistance to families threatened with the possibility of foreclosure and are maintaining a tracking list of all pre-foreclosure, foreclosure and bank-owned properties in the city.

The City encourages first-time homebuyers to complete a certified homebuyer education course, such as the one funded with CDBG funds through Community Teamwork, Inc. Furthermore, the City continues to fund homeless prevention programs through Catholic Charities, Salvation Army, NSCAP and Healing Abuse Working for Change (HAWC). These programs provide emergency financial assistance to prevent eviction.

- **Eliminating Vacancies as a Result of Foreclosure**

Foreclosure often results in families being displaced from their home. Foreclosures also result in an increased demand for affordable rental units by both the former homeowner and by any displaced tenants. In addition, foreclosure can result in vacant buildings, which can have a deteriorating effect on neighborhoods. The following chart shows the number of Foreclosure Deeds (properties that became bank-owned) in Salem for the past five complete calendar years<sup>6</sup>.

YEAR	1-FAMILY	CONDO	ALL
2012	16	20	45
2011	12	27	52
2010	18	33	64
2009	19	25	62
2008	19	32	73
2007	18	25	55

The City continues to fund Rental Downpayment Assistance programs at Salvation Army, NSCAP and HAWC to provide first/last month's rent and security which can be used by displaced families. The city monitors vacant, abandoned and problem properties through collaborative efforts between the Health Inspector, Fire chief, Building Inspector, City Solicitor and Housing Coordinator and has mapped those properties in GIS. Abutters of bank-owned properties are sent letters asking them to be observant and report problems.

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<sup>6</sup> The Warren Group, "Foreclosure Stats", [www.thewarrengroup.com](http://www.thewarrengroup.com).

The City's First-Time Homebuyer Downpayment Assistance Loan Program is available to first-time buyers who hope to take advantage of the lower price that they may get by purchasing a foreclosed upon home. The City's Housing Rehabilitation Loan Program is available to investors who purchase foreclosed properties so that they can bring the property up to code and turn them into affordable rental units.

An important part of the City's recovery and revitalization efforts is helping to re-occupy and repair foreclosed properties, which is accomplished through our First Time Homebuyer and our Housing Rehabilitation Loan Programs. As part of the Housing Rehabilitation Loan Program, any renovated rental units are restricted to affordable rents and must be occupied by low- to moderate-income households for a period of 15 years.

- **Improving Public Housing**

The Salem Housing Authority owns and manages a portfolio of 715 units of decent, safe and sanitary public housing for low income elderly, family, and handicapped residents which are scattered across the City of Salem. Funding to preserve and maintain these properties is provided by the Department of Housing and Community Development and the Department of Housing and Urban Development. Capital improvement work is performed through funding from the Commonwealth's Department of Housing and Community Development and the Department of Housing and Urban Development. The following modernization work is currently underway or in design at the following SHA developments:

- \$50,000 exterior door replacement at Bertram Terrace and Norton Terrace elderly housing;
- \$40,000 water infiltration at the community room at Colonial Terrace elderly housing;
- \$997,000 window and door replacement at Pioneer Terrace elderly housing;
- \$111,000 door replacement at Bertram Terrace, Norton Terrace, and Bates Terrace;
- \$160,000.00 electrical improvement at Leefort Terrace, Bertram Terrace, Morency Manor, and Garden Terrace;
- \$80,000.00 water conservation program of replacement of 200 toilets and 200 showerheads at various units; and
- \$27,000 paving at Leefort Terrace, 27 Charter Street Morency Manor/Dalton Building; and 117 Congress Street

- **Providing Expanded First-Time Homebuyers Assistance**

The City continues its goal to provide families with the opportunity to own their first home through the First-Time Homebuyer Downpayment Assistance Loan Program (FTHB). In addition to basic downpayment assistance, the program offers a \$1,000 increase over the maximum loan amount for homeowners who complete First-Time Homebuyer Counseling through a qualified training program.

In addition to administering the First-Time Homebuyer Downpayment Assistance Loan Program, DPCD staff provides assistance to coordinate other resources for down payment assistance, such as Massachusetts Housing Partnership (MHP) SoftSecond Loan program and a variety of homeownership programs offered by MassHousing, as well as supporting first-time homebuyer education workshops provided by the Community Teamwork, Inc.

- **Providing Assistance to Renters**

This year, the City will continue its commitment to assist families with rental down payment assistance (first and last month's rent and security deposit) to provide families with the funds necessary to secure affordable housing. The program is an important tool for helping families with the costs of moving into a decent apartment.

- **Rehabilitation of Existing Housing**

The majority of the housing stock in Salem was built prior to 1949. While older homes are an integral part of Salem's history and neighborhood fabric, they also require a great deal of maintenance and may not meet current building codes. In response to this issue, the city administers a Housing Rehabilitation Loan Program (funded with both CDBG and HOME funds) to provide low-interest loans to owners of single and multi-family properties to address cost-prohibitive health and safety issues. Through the rehabilitation of existing housing stock, more homeowners, as well as tenants residing in rental units, can live in decent housing. We have expanded the program to investor-owners with low- to moderate-income tenants, to address code compliance and health and safety issues and to maintain affordable, quality rental properties and to discourage the conversion of affordable rental units into market rate condominiums.

In June, 2007, the N. S. HOME Consortium voted to adopt the federal **Energy Star Standards**. The implementation of this new policy for the use of HOME funds began in October, 2007. All new HOME-assisted units are required to be certified as *Energy Star compliant* whenever either new construction is involved or where the rehabilitation of an existing structure involves the gutting of the structure to the bare walls. Homeowners are also referred to NSCAP's weatherization program, where they can get energy-efficiency work undertaken, and then utilize Salem's loan program, thereby reducing the homeowner's loan burden.

In addition, the City offers deleading assistance for homeowners with a lead poisoned child through MassHousing's Get the Lead Out Program. This program can be combined with the City's Housing Rehabilitation Loan Program. As a Local Rehabilitation Agency (LRA) for the Get the Lead Out Program, Salem is responsible for intake of application information, technical assistance, working with the applicant through the construction process and acting as the escrow agent for the loan funds.

- **Work Regionally to Increase the Supply of Housing**

The housing market operates regionally and the impact of the market is not confined to city boundaries. Salem has more affordable housing than many cities in the region. At 12.36 percent, Salem has the highest percentage of affordable housing of the 30 cities and towns in the North Shore Home Consortium. However, multi-jurisdiction cooperation is needed to address the region's lack of affordable housing opportunities. No one city or town can, or should, bear the responsibility of providing all of the region's affordable units. Salem is committed to working with its partners in the North Shore HOME Consortium and with the region's mayors to encourage the development of housing throughout the area in an effort to increase the supply of housing for all.



## II.A-2. Needs of Public Housing

HUD has not identified the Salem Housing Authority (SHA) as a “troubled” public housing agency. The SHA continues to implement its modernization programs through separate funding sources.

The City consulted with the SHA on public housing needs as part of the consolidated planning process, including coordinating one of the public participation meetings with the Resident Advisory Board (RAB). This meeting was held at one of the larger public housing buildings and was well attended. In developing the plan, city staff considered the needs and comments expressed by SHA and other residents, municipal departments and local agencies. In addition to requiring a tenant to sit on the SHA board, the RAB encourages residents to be involved in management.

All public notices and copies of the Consolidated Plan, annual Action Plans and annual CAPERs are provided to the Salem Housing Authority to encourage public housing residents’ involvement.

## II.A-3. Barriers to Affordable Housing

The Five Year Consolidated Plan outlines several barriers to housing affordability in Salem: a shortage of land, the lack of regulatory tools to require or encourage affordable housing in new developments, the lack of resources to preserve existing affordable units, an economy imbalanced by lower-wage jobs, and local government’s dependence on the property tax to finance City services.

Like other communities, Salem is not in control of all of these barriers and as a result, its ability to solve them is constrained by financial resources and legal requirements. However, through its efforts to preserve and increase the supply of affordable housing through its Housing Rehabilitation Loan Program, First-Time Homebuyer Downpayment Assistance Loan Program and Affordable Development Programs the City is able to address some of these barriers. And although Salem is above the threshold of 10 percent affordable housing, the City had entertained and approved a friendly Chapter 40B Comprehensive Permit for the redevelopment of the former St. Joseph's church site. The existing zoning was a barrier to affordable housing. This approval effectively waived certain zoning requirements, including density, height and use. In addition, The City Council rezoned the site to Central Business zoning, allowing a missed use component, thus paving the way for the upcoming development of new affordable rental housing in the Point Neighborhood. In addition, the City Council, with the support of the DPCD, has approved the waiver of permitting fees for at least one affordable housing development project.

Despite our efforts to help renters become homeowners, there has been a steep decline in the number of participants in the First-Time Homebuyer Downpayment Assistance Loan Program. We attribute this to the number of new homebuyers who, although eligible for our programs, are being denied loans as a result of tighter standards instituted by lending institutions in response to recently passed legislation. In addition, the recent foreclosure crisis (see discussion above) has created new obstacles to developing and purchasing affordable housing.

## II.A-4. Homelessness and Homelessness Prevention

In addition to being a regional leader in providing affordable housing, Salem is at the forefront of providing services for those who are homeless or at risk of homelessness. Several agencies that serve

both Salem and the region are located in the city. Salem is home to the Lifebridge (formerly the Salem Mission), a 34-bed shelter for men and women 18 years or older. Salem-based HAWC is a regional agency offering emergency shelter for battered women and their children. The Salvation Army provides short-term emergency housing at local hotels/motels.

DPCD works directly with the NSCAP to expand and enhance its existing programs that address the housing crisis for homeless families and those at risk of homelessness. Since 2006, NSCAP has assisted over 4500 Salem households with job training, legal advocacy, housing assistance (including fuel assistance and homeless prevention) and language learning.

In recent years, NSCAP's Housing Law Project has provided brief legal service or direct legal representation to hundreds of low-income tenants. NSCAP works with clients to resolve housing issues and has preserved or renegotiated tenancies for numerous clients.

Based on this experience, NSCAP concludes that a majority of clients are able to avoid homelessness with a modest amount of legal advocacy and funds. Nevertheless, in March 2012, NSCAP provided the following statistics:

- 64% of NSCAP's clients who are Salem residents have incomes below the Federal Poverty Level. This is a 12% increase over last year.
- The typical hourly wage of a NSCAP client has stayed the same at \$13.00 per hour;
- The number of Salem residents seeking NSCAP's help who were receiving unemployment benefits almost doubled from 168 in 2011 to 328 in 2012;
- The price of heating oil has decreased 15%, from \$4.14/gal to \$3.49/gal in the last year and the benefit level has stayed the same.

The continued relevance of these statistics, along with the ongoing mortgage crisis, makes homeless prevention a priority need.

#### II.A-4.1. Sources of Funds

The City of Salem relies on its federal funding to address homeless needs and conduct homeless prevention activities. Each year, through the public services program, the City of Salem solicits proposals from nonprofit organizations for housing and community services. Through this process, the City funds various homeless programs including, but not limited to: rental down payment assistance program, homeless prevention emergency assistance, outreach programs, and transitional housing.

The North Shore HOME Consortium, of which the City is a member, also has received funds through the McKinney-Vento Homeless Assistance Act programs and the Consortium distributes these funds directly to area organizations. In the past, the Lifebridge has been a subrecipient of these funds. The Lifebridge also receives funding from the state, other nonprofit organizations and private corporations.

#### II.A-4.2. Homelessness & Chronic Homelessness

Understanding that people who are homeless have individualized needs, the City of Salem works with service providers that offer an array of services that address needs ranging from meal provision to permanent housing. Some of the agencies the City funds that address homelessness include:

- Eastgate Fellowship Church – provides a food pantry for low and moderate income residents
- Haven From Hunger – provides meals, a food pantry and various job-training programs.

- HAWC – a regional agency headquartered in Salem which offers emergency shelter for battered women and their children and provides counseling, referrals, advocacy and day care.
- Lifebridge provides meals and clothing, delivers on-site medical and mental health services and refers clients to services including housing, health, public benefits, employment and training, veterans' services, detoxification, substance abuse and mental health assistance. Having recently moved to a new, larger facility, they are working toward expanding and adding programs, such as computer training, to help increase self-sufficiency, with the goal of working toward eliminating the cause of homelessness, rather than just addressing the symptoms of homelessness.
- Salvation Army – provides short-term emergency housing at local hotels/motels.
- St. Joseph's Food Pantry/North Shore Moving Market– provides food distribution to elderly and disabled residents.

In FY06, the City committed to funding assistance on a project at 20 Endicott St./7 High St. being undertaken by the Lifebridge as part of the Mission's goal to end homelessness by helping homeless individuals to achieve self-sufficiency. It consisted of the acquisition of two buildings that together would provide 22 units of supportive housing to chronically homeless individuals and an additional unit for a low-income resident manager (the project secured over \$2 million in State and Federal funding). Construction is complete and the units are occupied.

In addition, the City has a long-established Downtown Outreach Program Steering Committee to address homelessness in the downtown area. The Committee continues to meet three times yearly to review the progress of the Downtown Outreach Worker (provided through Lifebridge) in connecting homeless individuals with housing, detoxification and other human services. They also discuss issues such as the availability of detoxification beds and long-term planning efforts for homeless individuals who refuse services due to mental health or alcohol/drug abuse problems. The Committee includes representatives from the downtown business community, Lifebridge, and the Salem Police Department, as well as other interested individuals.

The City of Salem also continues to support and administer Salem H.O.P.E. (Human Organization Partnership Effort) a network of human service providers that meets quarterly at rotating social service agency locations. Agency representatives meet, exchange information, announcements and updates to enhance coordination of programs. They work to fill gaps in services, avoid duplication of services, and coordinate efforts. DPCD administers this program and produces the Salem H.O.P.E. digital newsletter quarterly.

#### II.A-4.3. Homeless Prevention

Homeless prevention activities sponsored by the city come in various forms. Catholic Charities, HAWC, Salvation Army and NSCAP all provide a CDBG-funded Homeless Prevention Program, to provide emergency assistance to families at-risk of homelessness through eviction. Food pantries, such as CDBG-funded programs at Eastgate Fellowship Church (St. Joseph's Food Pantry), Haven From Hunger and the North Shore Moving Market, help subsidize food costs for very-low income families. Child care services (through Salem Community Child Care and Salem YMCA) and prescription assistance (through the Salvation Army) help families financially so that they afford other basic needs and avoid homelessness.

## II.A-5. Fiscal Year 2014 Affordable Housing Activities

The City of Salem undertakes many strategies for families to live in decent, affordable housing. The affordable housing activities and homelessness programs that will receive FY14 federal funding are described below. All of the programs are either available citywide to households that meet HUD's income eligibility rules or are targeted to low- and moderate-income neighborhoods.

- **Housing Rehabilitation Loan Program**

The *Housing Rehabilitation Loan Program* provides technical and financial assistance to help homeowners make needed improvements to their properties. The program's primary objectives are the elimination of lead paint, hazardous health and safety conditions, code violations, and barriers to accessibility. The program rehabilitates owner-occupied single and multi-family properties, which also creates and/or improves rental opportunities. As requested by residents to address the issue of substandard rental housing, this program also addresses building code violations and health and safety issues in investor-owned properties with preference to locations in low to moderate income neighborhoods. Upon completion of the rehabilitation, and for at least 15 years thereafter, all rental units assisted with federal funding will be restricted to affordable rents.<sup>7</sup>

**Projected Accomplishments:** 4 Housing Units Rehabbed

**Proposed Funding:** \$140,828 CDBG; \$34,829 HOME

This activity may also use carried over funding from FY13 (to assist additional households).

- **First-Time Homebuyer Downpayment Assistance Loan Program**

The *First-Time Homebuyer Downpayment Assistance Loan Program* provides 0 percent interest, deferred-payment loans to families that wish to purchase a home in the City of Salem. The loan is deferred, as long as ownership of the property is not sold, transferred or refinanced. This program provides renters with the opportunity to become homeowners, while potentially freeing up a rental unit for another family.

**Projected Accomplishments:** 1 Household Assisted

**Proposed Funding:** \$5,000 CDBG

This activity may also use carried over funding from FY13 (to assist additional households).

- **Rental Assistance Programs**

The *Rental Downpayment Assistance Program*, administered through local social service agencies, provides assistance to low- and very low-income Salem residents to help pay first and last month's rents and security deposits to enable them to obtain decent housing or to help subsidized rents on a temporary basis for families escaping violence.

**Projected Accomplishments:** 36 households assisted

**Proposed Funding:** \$56,000 HOME

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<sup>7</sup> Rents are established by HUD annually.

- **Salem Point Apartments Renovation**

The North Shore CDC maintains the Salem Point Apartments, a 77-unit affordable rental housing property. The units will undergo a major renovation at a cost of approximately \$12.6 million.

**Projected Accomplishments:** 77 Housing Units Renovated

**Proposed Funding:** \$20,000 CDBG

This activity will also use \$50,000 carried over funding from FY13.

- **Community Support Services (housing services, homeless and/or homeless prevention programs)**

This program provides grants to nonprofit agencies for social service programs that assist low- and moderate-income Salem residents in need. Funded programs are selected through a competitive Request for Proposal process. In recent years, it included *Homelessness Prevention Programs* that provides emergency grants in order to eliminate rent or utility arrearages in order to prevent families from being displaced, the *Downtown Outreach Program* which provides for a Street Advocate to connect homeless persons to shelter and other needed services, a First-Time Homebuyer education program, as well as an accessible housing services for those with disabilities.

**Projected Accomplishments:** See Community Support Services in the Social Services section

**Proposed Funding:** See Community Support Services in the Social Services section

- **Rehabilitation Administration**

Provides for the administration costs necessary to manage our rehabilitation programs, including inspectional services, mortgage filings, salary, benefits and non-salary expenses.

**Proposed Funding:** \$83,404 CDBG; \$2,809 HOME

## II.B. ECONOMIC DEVELOPMENT

According to the HUD website, in 2012, Salem has 46.8 percent low- and moderate-income residents. Further, the U. S. Census Bureau reports that Salem's median household income is \$56,203 compared to the statewide average of \$65,981.<sup>8</sup> Salem has not been immune from the recent economic crisis and the resulting job losses. However, there are some signs of improvement. For example, as of December, 2012, the unemployment rate in Salem was 6.4% compared to the statewide average of 6.6%.<sup>9</sup> While this data is encouraging, there is considerable work to be done, and the City of Salem is committed to continuing efforts to stimulate economic development in order to create jobs. DPCD works to bring new employers to the city, while retaining jobs by helping existing businesses improve their commercial infrastructure or expand their operations. The improved vitality in our neighborhood and downtown commercial districts has the additional benefit of providing goods and services locally and of stabilizing neighborhoods, as well as improving public safety. In the coming fiscal year, the city will continue to redevelop commercial districts and work aggressively to attract employers who provide good jobs at good wages for Salem residents.



*Ribbon cutting with Mayor Driscoll at the Salem Dance Center. Photo courtesy of Salem Chamber of Commerce.*

### II.B-1. Strategies for Economic Development

The following is a summary of Salem's long-term economic development strategy, which will help to generate new tax revenues, to establish new businesses that provide residents with the products and services they desire, to create new jobs, and to revitalize our commercial areas. The key components of the strategy include:

- **Providing Additional Financing Opportunities for Businesses**

Businesses often need additional assistance and more creative financing options than may be offered by banks. Even the very best innovative new business idea often has difficulty filling the "gap" between what they can invest and what banks will loan, versus the cost of the project. Without capital, new equipment or storefront improvements, some of the best small businesses can fail. The Salem Business Loan Program offers expanded financing opportunities for local entrepreneurs, while creating jobs and revitalizing the city. The program provides these types of loans:

*Microenterprise Assistance* - provides loans to low- to moderate-income entrepreneurs to assist with their microenterprise business (5 or fewer full-time employees, including the owner)

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<sup>8</sup> 2007-2011 American Community Survey 5-Year Estimates

<sup>9</sup> Massachusetts Executive Office of Labor and Workforce Development

*Commercial Revitalization* – provides loans to business owners in the downtown and eligible neighborhood districts to assist with the exterior rehabilitation of their business and/or to correct code violations

*Special Economic Development* – provides loans to business owners throughout the city in exchange for job creation and/or job retention for low- and moderate-income people.

Low-interest loans for commercial, industrial or mixed-use projects help create and retain jobs while improving the appearance of neighborhoods and promoting economic growth. The DPCD will continue to work with business owners to help finance a small project or to assist with gap financing of larger projects.

- **Providing Technical Assistance for Small Businesses**

Often small business owners need some degree of technical assistance to help them with managing or growing their business. The needs of local entrepreneurs range from business planning, drawing up financial statements, or navigating the city permitting process.

The City's Economic Development Planner assists with new business location or existing business relocation, walks new businesses through the permitting process, and coordinates available loan programs. The city works in collaboration with several agencies to improve economic opportunity in Salem by providing technical assistance to businesses. The Salem Main Street Initiative, Salem Partnership, Salem Chamber of Commerce, Destination Salem, SBA Small Business Development Center and Salem State University Assistance Corporation's Enterprise Center each work in cooperation with the city to support local business, with some of the programs targeted toward low-income, minority and female entrepreneurs. In 2007, the City finalized an updated version of the *Doing Business in Salem Guide* that is available on the City's website.

- **Revitalizing the Downtown and Neighborhood Commercial Districts**

Healthy vibrant downtown and neighborhood commercial districts are essential to Salem's overall economic health. The Storefront Improvement Program helps to improve the physical appearance of districts by advocating for appropriate design and historic preservation. By offering small business loans and grants toward new signage and façade improvements, the City is helping to enhance our historic neighborhood business districts with financial incentives to Salem business and property owners. Furthermore, the City has developed the *City of Salem Commercial Design Guidelines* to help business and property owners with appropriate design. Copies are free at the DPCD office or on the City's website.

- **Attracting Major Employers**

Salem has moved from a manufacturing and retail base into a diversified, knowledge-based economy. Nevertheless, no matter which industry sector is most prominent, the need still exists for attracting employers who can provide jobs that give working families a chance to earn a decent living.

In partnership with the state, Salem will continue to work to attract major employment opportunities. The Economic Target Area Program, for example, is a special designation by the Commonwealth that allows Salem to offer innovative tax programs and creative financing options, including Tax Increment Financing, as an incentive for new or expanding businesses. MassDevelopment, a state financing agency, also continues to be a significant

partner in Salem's revitalization, providing much needed financing for manufacturing businesses moving or expanding in Salem. The effort to attract new employers requires an ongoing campaign to market and promote Salem as a great place to live and work. Destination Salem is undertaking such a campaign.

- **Revitalizing Abandoned Industrial Parcels**

In old cities, especially in the industrial northeast where very little wide-open "greenfield" space remains for new development, one component of economic revitalization is the reuse of "brownfields." Brownfields are abandoned or underutilized industrial parcels, often contaminated, that blight a neighborhood and lie dormant on the tax rolls. Revitalizing these sites - for commercial reuse, new residential or mixed-use development (residential and neighborhood retail) - can help restore a neighborhood and make the land productive again.

The City utilized funding received through the EPA for remediation grants to help with the clean-up of two sites in the Point Neighborhood. Returning these and other brownfields sites to productive use will help improve the appearance of the neighborhoods and will help foster economic development. Currently, the City, in coordination with the Metropolitan Area Planning Council and the City of Peabody, is implementing a \$1 million EPA Brownfields Assessment Grant. This grant will provide funding to private property owners to assess brownfields sites in order to plan for their redevelopment.

## II.B-2. Fiscal Year 2014 Economic Development Activities

The City of Salem is dedicated to neighborhood economic development through efforts to revitalize commercial districts, improve exterior building façades, and assist local business owners. The following is a brief overview of the programs the city will fund in FY14. Program delivery costs for loan administration may be included in the total economic development expenditures.

- **Small Business Financial Assistance Programs**

The City provides financial assistance to local business owners through its Business Loan Program and Storefront Improvement Program, which are operated out of a funding pool.

The *Salem Business Loan Program* works to expand financing opportunities for local entrepreneurs, while creating jobs for low- and moderate-income individuals and revitalizing the city's urban renewal area and income-eligible neighborhoods. The program provides low-interest loans to qualified entrepreneurs to cover the gap between the amount of financing needed for an economic development project and the amount that conventional lenders can finance. Funds are available for acquisition, construction, or rehabilitation of real property and for financing related to the purchase of equipment, fixtures, inventory, leasehold improvements and working capital. Terms and conditions of the loans vary.

The *Storefront Improvement Program* – This program is designed to encourage private investment and reinvestment by new and existing property/business owners in eligible commercial districts. The program allows a one-to-one match for façade improvements. The match from the city is up to \$5,000 for each storefront.



**Projected Accomplishments:** 2 businesses

**Proposed Funding:** \$30,000

**Location:** Citywide availability with eligible projects selected on a rolling basis.

This activity may also use carried over funds from FY13.

- **Business Technical Assistance**

The City helps to coordinate and fund technical assistance services to local business owners. In FY14, the City will continue to fund the Salem Main Streets Downtown Program. The goal of the Program is to assist in the revitalization of downtown Salem as a vibrant year-round retail, dining and cultural destination through business recruitment, retention and promotion. Main Streets works with entrepreneurs and business owners to secure needed resources and navigate approval processes. Main Streets also works to improve the downtown business climate in support of additional economic development. Technical assistance is also provided to new and existing businesses by the City's Economic Development Planner, who administers the City's financial assistance programs and provides administration to the Salem Redevelopment Authority, which oversees the Urban Renewal Area.

**Projected Accomplishments:** 20 microenterprise owners or potential owners assisted

**Proposed Funding:** \$94,900

**Location:** Citywide with a preference for businesses located in income eligible neighborhoods

## II.C. NEIGHBORHOOD IMPROVEMENT

Residents depend on neighborhood infrastructure and public facility improvements to make the city the livable community that it is. By continually investing in neighborhoods, Salem strives to be the best place it can be for people to live and work. Park and street improvements, handicap access and annual tree planting are projects that can be the life of a neighborhood. In FY14, the City will continue the investment in various neighborhoods.



*View of Peabody Street in the Point Neighborhood taken from the Salem Harbor Walk. Photo by Jane A. Guy.*

### II.C-1. Strategies for Infrastructure and Public Facilities

- **Public Infrastructure and Traffic Improvements**

In FY14, CDBG funds will continue to be used to undertake improvement projects in eligible neighborhoods, such as street paving, new sidewalks, curbcuts/crosswalks, traffic improvements and the removal of architectural barriers citywide. This year, the City will also look at improvements to the pedestrian mall, subject to designation of the urban renewal area as an eligible neighborhood. Survey work is underway.

- **Neighborhood Planning Initiatives**

The City is committed to conducting neighborhood planning initiatives. Traffic, streetscape and pedestrian safety improvements on Lafayette Street from the intersection at Harbor Street to the intersection at Washington and Dow Streets are nearly complete. Lafayette Park, also in this neighborhood, will be redesigned in coordination with the adjacent St. Joseph's site redevelopment. The City will also continue replacing existing neighborhood history signs or installing new history signs in neighborhoods with no signs.

In addition, the city continues to assess and clean-up known contaminated sites and is currently working with state and federal agencies on several parcels.

- **Public Facility Improvements**

The city will continue to invest in efforts that strengthen its public facilities. City Hall has seen major improvements over the last few years, including the construction of a new elevator and related handicap access improvements, as well as roof replacement, chimney repointing and the replacement of skylights, gutters and downspouts currently underway. In FY14, CDBG funds will be used undertake improvements to Gallows Hill Park, including the replacement of worn out swings and surface material, as well as roof replacement for the gazebo.

- **Salem Point Neighborhood Visioning Project**

This project is a collaboration with the City of Salem, the Metropolitan Area Planning Council, North Shore Community Development Coalition and grassroots stakeholders to develop a Vision Statement and Action Plan for the Point Neighborhood. Funded by the Metro Boston Consortium for Sustainable Communities, it included a walking tour, public forums and the development of an interactive web-based game where community members contribute ideas about the neighborhood. The purpose was to empower residents to create their own community vision.

## II.C-2. Fiscal Year 2014 Neighborhood Improvement Activities

The City of Salem strives to create a truly livable community by continuing to invest in its neighborhood infrastructure and public facilities. Due to the size and scope of these projects, some require multi-year funding; however, the proposed funding levels shown below are for this fiscal year.

- **Neighborhood Street and Sidewalk Improvements**

The City's *Street Improvement Program* funds the repaving of streets, installation of curb cuts/crosswalks, and the replacement of sidewalks in eligible neighborhoods.

**Projected Accomplishments:** Locations of street and sidewalk improvements is to be determined.

**Proposed Funding:** \$50,000

- **Pedestrian Mall Improvements**

Infrastructure improvements to enhance pedestrian circulation, safety and aesthetics.

**Projected Accomplishments:** Various infrastructure improvements

**Proposed Funding:** \$50,000

- **Gallows Hill Park Improvements**

Replacement of outdated and worn out swings including surface material and reroof gazebo.

**Projected Accomplishments:** New swings, surface material and gazebo roof

**Proposed Funding:** \$17,763

- **Neighborhood History Signs**

Following recommendations of the Survey and Planning Grant funded study for twelve neighborhood history signs (replacing existing or installing new sign panels in neighborhoods where none exist), three signs will be installed in eligible neighborhoods.

**Projected Accomplishments:** 3 new history sign panels

**Proposed Funding:** \$7,500

- **Point Neighborhood Visioning Project – Neighborhood Improvements**

Following the recommendations from the Point Neighborhood Visioning Action Plan to be completed in May, 2013, some improvements will be implemented (i.e. lighting, basketball court, signage, benches)

**Projected Accomplishments:** To be determined

**Proposed Funding:** \$50,000

- **Lafayette Park Improvements**

Installation of period light, benches and other improvements.

**Projected Accomplishments:** Various infrastructure improvements

**Proposed Funding:** \$50,000 – This project will also include carried over funds from FY13.

- **South Harbor Garage – Section 108 Loan Repayments**

This provides for the annual payment of principal and interest for a HUD Section 108 Loan obtained in 1994, which was used toward the acquisition of land and construction of the South Harbor garage and retail storefront units.

**Proposed Funding:** \$39,462

- The Neighborhood Improvement category will also include \$15,000 for program delivery costs and \$59,882 in unprogrammed/contingency funds.

## II.D. SOCIAL SERVICES (INCLUDING HOMELESS AND NON-HOMELESS SPECIAL NEEDS)

Along with housing services to help provide decent, affordable housing and economic development activities to help provide good jobs at good wages, individuals and families may have additional needs that are specific to their household. The Five Year Consolidated Plan identified the need for various social service programs to primarily benefit Salem's low- to moderate-income population and those with special needs (i.e.



*Youth from the Boys & Girls Club of Greater Salem Teen Program.  
Photo courtesy of the Boys & Girls Club of Greater Salem.*

physically or mentally disabled, elderly or frail elderly, youth, non-English speaking residents, persons living with HIV/AIDS, substance abusers and homeless persons and families). Each year, Salem sets aside funds for social service programs to address these special needs.

Through a Request for Proposals process, the city makes awards to nonprofit service organizations that offer such services. Public services eligible for funding include, but are not limited to, employment, crime prevention, child care, health, substance abuse, education, fair housing counseling, energy conservation, recreation programs, food programs and services for senior citizens. Target populations include, but are not limited to, persons with HIV/AIDS, abused children, battered spouses, elderly and frail elderly, minorities, non-English speaking residents, residents of public assisted housing, persons who are mentally ill or mentally retarded, substance abusers, youth and persons with disabilities. Funding proposals received are available for viewing at the DPCD.

### II.D-1. Strategies for Social Service Needs

In Fiscal Year 2014, the City of Salem will continue its support of social service agencies that serve Salem's residents in need. The key components of the strategy include:

- **Provide Financial Assistance to Priority Social Service Programs**

Through an annual competitive funding round, the City of Salem financially supports nonprofit social service agency programs that provide needed services that help families meet the cost of living, promote family self-sufficiency, serve special populations or provide crisis intervention assistance. In addition, along with the many programs that help directly with housing and household expenses (see Affordable Housing), funds support several other programs which indirectly assist with housing in many ways such as increased pay (i.e. job training, ESL programs) and decreased monthly expenditures (i.e. child care, prescription, food programs) so households can better afford rent or mortgages. *Note: HUD regulations cap the amount of funds used for social services at 15 percent of the total (current year entitlement plus prior year program income x 15%).*

- **Provide Administrative Assistance to Salem H.O.P.E.**

Salem H.O.P.E. is a networking group of social service agencies that meet at rotating public service agency locations. Open to all social service agency representatives that serve Salem residents, it is a forum to work toward filling gaps in services and avoiding the duplication of efforts. DPCD staff coordinates the quarterly meetings and distributes the digital quarterly Salem H.O.P.E. newsletter.

## II.D-2. Fiscal Year 2014 Social Services Activities

The City of Salem has established priority goals that support a broad range of social service programs that are consistent with the needs and goals identified in the Five Year Consolidated Plan.

- **Community Support Services**

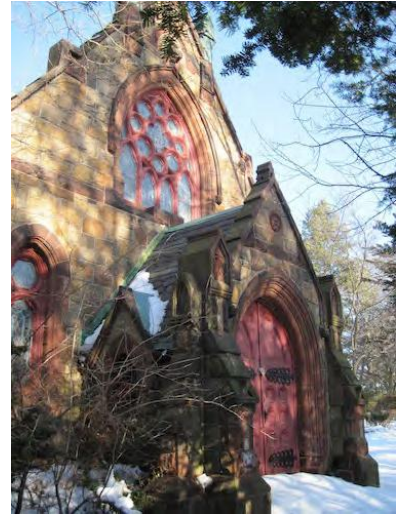
This program provides grants to nonprofit agencies for social service programs that assist homeless individuals and families, as well as low- and moderate-income Salem residents in need. Funded programs are selected through a competitive Request for Proposal process.

**Proposed Accomplishments:** Grants for approximately 25 social service agency programs to assist an estimated 10,000 persons.

**Proposed Funding:** \$164,708 (will also fund Community Support Services described in the Housing section)

## II.E. PLANNING & ADMINISTRATION

CDBG funds may be used to cover costs associated with planning and general administration. In Fiscal Year 2014, the City of Salem plans to use CDBG funds to provide the tools needed to manage the CDBG program.



*Dickson Memorial Chapel at Greenlawn Cemetery. Photo by Bonnie Hurd Smith.*

### II.E-1. Fiscal Year 2014 Planning & Administration Activities

- **General Program Administration**

This activity provides for the necessary general administration costs of the CDBG program oversight and coordination. It also includes the development of plans and studies and the provision of public information. General administration costs are capped at 20 percent of the available CDBG funds.

The City has applied for a Survey and Planning Grant from Massachusetts Historical Commission to prepare a nomination of Greenlawn Cemetery to the National Register of Historic Places. If awarded, it will require a cash match.

**Proposed Funding:** \$219,611 (salary, benefits, non-salary expenses, studies)

## II.F. FISCAL YEAR 2013 ACTION PLAN REVISIONS AND/OR ONGOING PROJECTS

### *Action Plan Revisions*

During the program period it may be beneficial to revise the Annual Action Plan in order to reflect changes in priority needs and goals. There are no revisions proposed for the FY13 Action Plan.

### *Ongoing Projects*

In addition, while a number of activities take place entirely in one fiscal year, the City undertakes projects of a larger size, scope or complexity as multi-year projects. The chart below provides a list of ongoing activities and those that will likely continue into FY13.

Project	Description
Economic Development Programs	Programs include Business Loans, Neighborhood Storefront Improvements. Business Technical Assistance and Salem Main Street Initiative
Housing Programs	Included are First-Time Homebuyers Downpayment Assistance Program, Housing Rehabilitation Loan Program and Affordable Housing Programs.
Lafayette Park Improvements	Park improvements to be coordinated with the redevelopment of the St. Joseph's site.
St. Joseph's Site Redevelopment	Development of affordable housing.
Palmer Cove Park improvements	Improvements to the basketball court and lighting
Splaine Park Improvements	Rebuilding ballfield through grading, re-sodding and adding clay; installation of irrigation system to entire ball field; restoration of basketball court and gazebo, replacement of playground; enhancement of entrances, and installation of community growing spaces using CDBG, City and PARC grant funds.
Tree Planting Program	Planting of new street trees in eligible areas



### III. HUD REQUIRED NARRATIVES

#### III.A. Geographic Distribution of Funds

Some of the activities the City of Salem plans to undertake in FY14 are available on a citywide basis. However, the City typically targets activities to specific neighborhoods with concentrations of low- and moderate-income households or to programs that benefit specific populations such as senior citizens, disabled persons and minorities. The maps located in the appendices indicate that the areas with the highest concentration of Hispanic, Black and Native American races are located within one of Salem's low- and moderate-income areas, the Point Neighborhood, as well as depict areas with concentrations of low- and moderate- income households and of Salem's Urban Renewal Area. HUD has indicated that we should continue to use the 2000 Census block groups for determining low to moderate income areas. According to the 2000 Census, areas of low to moderate income concentration are the Point Neighborhood, the neighborhoods along Boston Street, the area bordered by Jackson and Wilson Streets and Jefferson and Highland Avenues, South Salem between Lafayette and Canal Streets, the neighborhood south and east of Broad and Summer Streets to Washington and Canal Streets, the neighborhood bordered by Winter, Bridge, Arbella and Briggs and the portion of Essex Street in Salem Neck. When prioritizing activities, the City pays special attention to those low- and moderate-income neighborhoods where the greatest needs have been identified and whose public facilities and infrastructure are in the worst condition.

In accordance with CDBG regulation, the City can undertake specific activities, such as street, sidewalk and playground improvements in the low- and moderate-income neighborhoods or in neighborhoods meeting the definition of "slums and blight", with the exception of handicap access improvements which the City can undertake anywhere. However, recognizing that needs are not solely located in distressed neighborhoods, the City offers programs that may be accessed by people living outside these areas. For example, the Housing Rehabilitation Loan Program, First-Time Homebuyer Downpayment Assistance Loan Program, and the Small Business Loan Program are offered citywide to allow any low- to moderate-income individual or household to take advantage of their availability.

#### III.B. Managing the Process and Institutional Structure

The DPCD administers the City of Salem's Community Development Program as well as the formula funding received by the North Shore HOME Consortium for which the City of Peabody is the lead agency. Under the direction of the Director of Planning and Community Development, the Assistant Community Development Director manages and monitors Salem's community development programs.

Salem's housing programs are administered by the DPCD Housing Coordinator under the direction of the Director of Planning and Community Development. In addition, local non-profit agencies, CHDOs and CDCs administer certain housing activities. Many housing activities leverage funds through private lender financing.

City departments undertake certain CDBG-funded activities, such as the tree planting program, sidewalk replacement, street paving and curbcut installation. These departments may subcontract

work under public bidding procedures and provide requests for reimbursement and any required documentation (i.e. prevailing wage documentation) to the DPCD.

Each year the City of Salem issues a Request for Proposals to nonprofit organizations that offer social service, housing or economic development programs. CDBG funds are awarded to organizations that demonstrate programmatic needs and the capacity to administer the proposed program. The city's Assistant Community Development Director coordinates the management of the public service and housing subcontracts and the Economic Development Planner coordinates the management of the economic development subcontracts.

In general, DPCD staff carries out the remaining activities, including the hiring of consultants or other private businesses through established municipal purchasing procedures.

The city's auditing firm audits Salem's CDBG program delivery system annually. In addition, HUD staff conducts periodic reviews and monitorings. The City promptly implements recommendations arising as a result of these reviews. The DPCD continuously works to improve upon its methods and procedures for the administration of its programs.

### III.C. Coordination with Other Organizations

Salem Housing Authority: Although, the city does not currently use its CDBG funds to assist the Salem Housing Authority (Authority), the DPCD coordinates with the Authority to address the housing needs of Salem's lower-income residents. While developing its Consolidated Plan, the city consulted with the Authority to determine the agency's most pressing needs. In addition, Authority's Comprehensive Plan must take into account the findings of the Consolidated Plan and the City of Salem must certify that the documents are consistent.

The Salem Housing Authority is governed by a Board comprised of five members. The Mayor of Salem appoints four of the five board members and the fifth board member is appointed by the Governor of the Commonwealth of Massachusetts. One member of the board is required to be a resident of public housing and one member must be a member who represents organized labor.

The Authority serves over 1,000 participants through the Section 8 Housing Choice Voucher Program. The Authority receives over \$10 million in federal funding to administer this program.

Proposed development sites or demolition or disposition of existing public housing developments must follow established regulatory procedures administered by the Building Department, Board of Appeal, Planning Board, etc.

Other Organizations: In addition to the SHA, the City of Salem works cooperatively with private housing providers and private and governmental health, mental health, and service agencies and other interested parties to implement its Consolidated Plan. To this end, the city administers Salem H.O.P.E. (Human Organization Partnership Effort), a networking group of human service agencies that serve Salem residents. It is a free forum for agencies to learn about the services being provided by other agencies in order to fill in gaps, coordinate efforts and avoid the duplication of services. All human service agency representatives are invited to attend the quarterly Steering Committee breakfast meetings held at rotating agency locations. Through this program, agency representatives are introduced to each other and exchange information, announcements and updates. The strength in

the delivery system of nonprofit services is in the networking, collaboration and coordination among the agencies. DPCD is responsible for the organization and administration of this effort.

The city also works with nonprofit agencies to administer social service activities. Agencies are urged to apply to the city for CDBG public services funding to undertake priority programs outlined in the Consolidated Plan. Additionally, the City of Salem cooperates and coordinates with other public agencies (and funding sources) to undertake specific activities. Examples include MHFA's Get the Lead Out Program and Mass Housing Partnership's Soft Second Mortgage Program.

The City of Salem works with the City of Peabody, the lead community for the North Shore HOME Consortium, to coordinate the implementation of its HOME-funded programs. Salem also works with local CHDOs and CDCs to carry out priority activities.

The City of Salem will continue its efforts to coordinate and communicate with other municipal departments, local and regional agencies, and public and private housing organizations over the next year. The DPCD will maintain responsibility for coordinating the Salem H.O.P.E. effort and will communicate regularly with subcontracted agencies delivering social services and subrecipients of federal funds.

### **III.D. Consolidated Plan Development Process**

In 2009, the City of Salem hired a consultant, Community Opportunities Group, Inc., to complete the Five Year Consolidated Plan (covering Fiscal Years 2011-2015). In doing so, the consultant completed an extensive consultation process with local agencies, department heads, neighborhood groups, and key stakeholders. Daytime focus group sessions and interviews, as well as evening neighborhood meetings were held to encourage participation. In addition, the city held a public hearing at the start of the planning process and a second public hearing during the 30 day public comment period following release of the draft plan. Summaries of each meeting are provided in the Appendix of the Consolidated Plan, along with copies of written public comment.

### **III.E. Citizen Participation – FY14 Action Plan**

The public participation component for the FY14 Action Plan began with a public hearing held on Thursday, January 17, 2013 at 6 p.m. The hearing was sponsored by the DPCD and citizens were invited to testify regarding priorities for housing, economic development and other community development programs. The Draft Action Plan was made available and a thirty day comment period commenced on March 25, 2013 with a second public hearing held on April 4, 2013. An Overview of Citizen Participation is located in the Appendix and includes minutes of the public meetings.

### **III.F. Affirmatively Furthering Fair Housing**

The North Shore HOME Consortium's Analysis of Impediments to Fair Housing Choice (AI) was completed in January, 2008 by Western Economic Services, LLC, and is included by reference. The final AI did not identify any specific actions for Salem to undertake in order to overcome the effects of any impediments identified through that analysis. It did recommend that the Consortium consider taking the following actions:

1. Assist in improving awareness of fair housing law
2. Assist in improving understanding of available fair housing services

3. Assist in improving fair housing delivery system
4. To counteract high denial rates, consider implementing first-time homebuyer training program targeted at particular types of consumers
5. Incorporate more formalized elements of fair housing planning in Consolidated Plan
6. To aid in expanding awareness of inclusive land use policies, the Consortium might wish to consider extending fair housing training to the area's boards and commissions, as well as public and elected officials
7. Assist in alerting involved agencies to the prospects of their involvement in institutional barriers that detract from affirmatively furthering fair housing or acting in the public interest of furthering education of fair housing and the fair housing system.

At HUD's request, the City of Salem carefully reviewed the AI again in September, 2010. The AI covers all communities in the NS HOME consortium, including the city of Salem. As part of the research process, the consultant reviewed available data from the U.S. Census Bureau, HMDA data and discrimination complaint logs. Furthermore, the consultant conducted public forums and phone interviews of interested parties including, but not limited to: service providers, real estate professionals, property managers, lenders, local officials and staff. Many of the organizations contacted for interviews are located in Salem and/or operate in the city. In general, the City determined that the AI was thoroughly researched and inclusive of Salem's fair housing concerns. In addition to the City's review, the Affordable Housing Trust Board reviewed the draft AI and submitted comments to the consortium. The NS HOME Consortium's AI comprehensively addresses the known impediments to fair housing in the consortium area, including the city of Salem.

While there are differences between the consortium communities, the AI points out these differences and highlights issues of concerns to the cities, including Salem. The AI established findings and recommendations on a consortium-wide basis, but the consultant noted circumstances when a community's statistics and demographics differed from the others. For example, the racial and ethnic makeup of residents of the consortium cities differs from that of the suburban communities.

Following are findings pertinent to Salem:

- Salem has high ethnic and minority concentrations in some neighborhoods.
- Salem has a high proportion of lower-income households compared to other communities.
- People living in Salem with disabilities are not concentrated in one area.
- While, mortgage denials are higher in some neighborhoods than others, Salem has proportionately fewer residents who were denied mortgage loans than areas in other consortium communities. (Note: While the trend holds, the number of sub-prime loans denied to Salem residents was higher than loans from prime lenders.)
- Salem has lower levels of homeownership than other consortium communities; this is primarily due to the diversity of Salem's housing stock.

The AI identifies the following impediments to fair housing choice in the NS HOME Consortium communities. While the consultant identified impediments for the consortium as a whole, City staff with their intimate knowledge and experience of the city's dynamics and neighborhoods, and through information gathered for the city's FY2005 and FY2011 Five Year Consolidated Plans, determined that the following selected impediments, excerpted from the AI, were relevant to Salem:

- 1.) Lack of awareness of fair housing rights;

- 2.) Lack of awareness and understanding of available fair housing services;
- 4.) High home mortgage loan denial rates for selected minorities;
- 5.) Unlawful discrimination appears to be occurring in rental markets, particularly as it relates to disability, familial status, and race or national origin;
- 7.) The high concentrations of minority and disabled populations tends to support the notion that housing location policies are not as inclusive as may be desired in affirmatively furthering fair housing;
- 8.) Recent case history shows that local housing authorities within the Consortium award preference to individuals on subsidized housing waiting lists based upon local residency. This may be viewed as an impediment to fair housing choice for individuals not residing within each of these local communities who may wish to move to another community; furthermore, this practice may contribute to a lack of demographic diversity within the Consortium's thirty communities.

*Note from City of Salem: Establishing local preferences, including preferences for people who reside and/or work in a community, is a common practice of housing authorities and is not specific to the City of Salem or the NS HOME Consortium communities. This practice is acceptable to HUD.*

There were no new impediments identified during the public participation process in the development of the FY14 Action Plan.

The City of Salem has worked and continues to work to address the impediments identified above (1, 2, 4, 5 and 7), by carrying out the following activities:

- **Local officials receive training so they understand the Fair Housing Law and can educate others:** In 2009, the City's Assistant Community Development Director, the Housing Coordinator and a board member of the City's Affordable Housing Trust attended a Fair Housing Training hosted by the North Shore Home Consortium and conducted by The Fair Housing Center. Staff shared information received at the training with the remainder of the AHTF board members. (These efforts work to address impediments 1 and 2.) In May, 2012 the Housing Coordinator attended a HUD Fair Housing Seminar held in Gloucester as well as a HUD Equal Access to HUD Programs & Cultural Competency workshop held in Boston in September, 2012.
- **The City provides information to its residents, property owners and real estate professionals regarding the fair housing law, including protected classes, individual rights and resources:** In January 2009, the DPCD created a separate page on the city's website for [Fair Housing and Housing Discrimination](#). The page explains housing discrimination and fair housing laws and is designed to assist consumers, real estate professionals and lenders. The page also lists resources available to victims of discrimination. (These efforts work to address impediments 1 and 2.)
- **The City reaches out to potential victims of discrimination and persons who have limited housing choice through its work with local housing and human service providers:** The City of Salem provides public service and housing assistance funding to agencies whose activities assist specific populations with improving their quality of life. Provider assistance may include locating

appropriate and, if needed, accessible housing, as well as a range of human services. Providers regularly interact with minority, disabled and low-income populations. These interactions present opportunities for providers to understand their clients' housing concerns and to assist them in cases of discrimination. Therefore, it is critical that providers understand the fair housing laws and available resources for addressing fair housing issues. To this end, the City's community development staff provide technical assistance and guidance to local housing and service providers.

In addition, the City directs its CDBG funding to programs that promote fair housing through the provision of other services. For example, the City funds the Independent Living Center's Accessible Housing Education Services Program. Furthermore, the city requires all sub-recipients to comply with the Fair Housing Act. (These efforts work to address impediments 1, 2, 4, 5 and 7.)

- **The City calls attention to local housing issues and encourages people, organizations and agencies to work together to address them:** In light of recent changes in lending practices and increases in foreclosures, in April 2009, the City's Affordable Housing Task Force sponsored a Housing Summit to provide a forum for discussing the housing challenges facing Salem. Over 30 people attended the summit including: Affordable Housing Task Force board members, real estate professionals, directors of local non-profits, regional planners and other housing advocates.

In, March, 2013, the City of Salem hosted an Abandoned Housing Initiative Receivership Training Seminar with the Massachusetts Attorney General's Office in order for municipalities to partner and learn about how to help revitalize properties threatened by foreclosure and/or in need of rehabilitation, reverse the ill effects of the foreclosure crisis and keep our neighborhoods safe and secure.

In addition, the City of Salem administers Salem HOPE, a networking group of social service providers that meets quarterly at rotating public service agency locations. It is open to all social service agency representatives serving Salem residents and is a forum to work toward filling gaps in services and sharing insights and concerns. Members often discuss issues that have arisen (including those relating to housing, employment and disabilities) and providers have the opportunity to coordinate efforts. (These efforts work to address impediments 1, 2, 4, 5 and 7.)

- **The City takes advantage of opportunities to interact directly with the public to promote awareness of fair housing laws and available resources that work toward the intent of fair housing:** The City's housing staff regularly participate in homebuyer fairs held by lending institutions and real estate professionals. At these fairs, the City provides information and counseling to attendees regarding its first-time homebuyer, rehabilitation and deleasing programs. In addition, staff disseminate information regarding the fair housing law, including protected classes, typical violations and resources available to victims of discrimination. This is an opportunity for staff to talk one-on-one with residents who may be victims of discrimination in lending and/or victims of steering. By speaking with people first-hand, staff are able to learn about the fair housing climate in the city and identify fair housing issues. Staff presented at four workshops in FY09 and staff presented at one workshop in FY10, one in FY11 and one in FY12. (These efforts work to address impediments 1, 2, 4 and 7.)

- **The City creates partnerships with local organizations to educate minority and low-income homebuyers about their rights under the fair housing law:** The City provides financial assistance to Community Teamwork, Inc., a nonprofit organization that conducts CHAPA-certified, first time homebuyer educational courses. These courses are held primarily in the Point Neighborhood, where Salem has its highest concentration of racial and ethnic minorities. Among other things, courses inform participants about their rights when working with real estate agents and lenders. The program covers fair housing issues and what to do if someone is a victim of discrimination. In addition, the program covers the responsibilities of landlords under fair housing laws. Most recently, Community Teamwork has conducted trainings in February, May and September 2009, in June 2010, March and October, 2011, and in March and June, 2012. Additional trainings are scheduled for FY13. In addition to the CTI course, the same information was provided by the Housing Coordinator at a forum sponsored by the Independent Living Center of the North Shore and Cape Ann on Salem's Affordable, Available and Accessible housing in September, 2012. (These efforts work to address impediments 1, 2 and 4.)

As HUD noted, the Fair Federal Housing Act does not cover persons of low-income as a protected class. The City of Salem acknowledges that affirmatively furthering fair housing is not limited to addressing issues of income and housing affordability. As detailed above, the City's actions to affirmatively further fair housing are not limited to promoting affordable housing.

The City of Salem acknowledges its responsibility to consider and address its own unique impediments to fair housing should the Consortium's AI insufficiently address them. City staff are regularly informed about fair housing-related issues and concerns through their interactions with the public and local organizations. The City has used the Consortium's AI and its own experience to inform its approach to affirmatively furthering fair housing. Salem will continue to work with the Consortium to identify and address fair housing issues and impediments both for the city and the region.

Furthermore, the City of Salem has examined issues pertaining to fair housing directly through its consolidated planning processes in 2005 and 2010. During this planning, the City held a series of public meetings and interviews with neighborhood groups, service providers, business associations and housing professionals. Participants were asked to comment on fair housing and discrimination in the city. Perhaps surprisingly, these discussions did not point to any particularly unique impediments to fair housing. However, the City acknowledges that given the ethnic and racial composition of its population, age of housing stock and prevalence of renter housing, it must examine the potential for housing discrimination and submit any known AI issues exclusive to Salem during the development of the next Consortium AI.

We have reviewed the possible impediments listed in the Concern above and have provided our perspective on them as follows:

- Salem has one of the largest inventories of subsidized and affordable housing in the consortium. Salem's subsidized and affordable housing is located citywide, including in some of Salem's areas of minority concentration (see "Subsidized Housing Inventory" map located in Salem's 2010 Consolidated Plan). The City does not conclude that its subsidized and affordable housing is disproportionately located in areas of minority concentration to a degree that presents an impediment to fair housing choice.

- Salem property owners have been greatly affected by the downturn in the housing market and the prevalence of foreclosures. Foreclosures have occurred citywide (see map “Mortgage Foreclosures” located in Salem’s 2010 Consolidated Plan). It is clear from this map that as of January 2010, foreclosures are not concentrated in areas of minority concentration. The NS HOME Consortium analyzed the level of mortgage denial in each of its communities by block group. While denial rates were higher in Salem’s minority block groups, they were within the overall average of all loan denials in all consortium communities, and therefore we cannot conclude this to be an impediment at this time.
- As part of its 2010 Consolidated Planning process, Salem reviewed its zoning bylaw to identify barriers to affordable housing. This review determined that as the city is nearing build-out, it is essential to preserve existing affordable units and encourage high density and affordable housing in appropriate areas. Salem has not experienced neighborhood objection and zoning practices that limit development of supportive housing for persons with disabilities, specifically.
- Salem is one of the region’s providers of services for persons with disabilities and, as one of the region’s suppliers of subsidized housing also is a provider of its affordable, and accessible housing. While the consortium’s AI notes that Salem does not have a disproportionate share of persons with disabilities living in the city, there are concentrations in some neighborhoods. The City acknowledges a need to examine whether accessible alternatives are sufficiently available to meet demand. The City monitors this through its association with the Independent Living Center, for which the City provides public service funding toward their Accessible Housing Assistance Service Program, which provides fair housing and education services, including information and resources on affordable, available and accessible housing, through community forums and individual education.
- Given the ethnic diversity in Salem, the City continually works to face the challenge of how to serve its non-English speaking residents. In addition to language barriers, often there are cultural barriers that make it difficult to reach out to people who may benefit from social services, may have housing issues, or may experience discrimination. The City translates several of its public notices into Spanish. In addition, service providers receiving CDBG funds must translate their marketing materials into a language that best serves the needs of their clientele. Most providers translate materials into Spanish, Portuguese or Russian. Furthermore, two DPCD employees (including the City’s Housing Coordinator are bilingual (Spanish/English). This not only helps break language barriers, but also helps with cultural barriers. In March, 2012, the City added Google Translate to its website to allow users to automatically translate our web pages into one of more than 50 languages. The programming information was also forwarded on to agencies on the Salem HOPE distribution list and to the agencies who receive CDBG public service funding.
- The consortium’s AI identifies discrimination in rental housing as one of the impediments to fair housing in the region. Salem’s housing stock is old and lead paint is prevalent. This presents a concern to landlords who may otherwise rent units to families with children. One of the ways the City of Salem works to address this is by operating a deleading assistance program that offers financial assistance to property owners to remove lead paint from their properties.



### III.G. Monitoring

The DPCD monitors all projects to ensure compliance with applicable Federal, State and local regulations and program requirements. As part of ongoing monitoring, public service subrecipients submit monthly reports that include income, race and ethnic information on clients served and programmatic accomplishments. In addition, public service subrecipients are monitored on-site each year (exceptions are noted in the Monitoring Plan, which is located in Five Year Consolidated Plan). Affordable housing and economic development projects undertaken with CDBG or HOME funds are monitored annually for compliance with affordability requirements, job creation, and/or other programmatic requirements. All First-Time Homebuyer Downpayment Assistance Loan Program properties and Housing Rehabilitation Loan Program properties receive on-site inspections. Rehabilitation projects must meet HQS and current housing codes. All tenant based rental assistance provided with HOME funds requires an inspection with a HQS report.

The DPCD also annually reviews its performance in meeting its goals and objectives set for in the Consolidated Plan during the development of the annual CAPER.

Payments to agencies are made on a reimbursement basis to ensure compliance with expenditure requirements. The Assistant Community Development Director encourages timely submission of reimbursement requests by subrecipients and reviews timeliness status weekly until the annual 1.5 draw ratio is met.

### III.H. Long Term Compliance and Performance Measurements

Salem has implemented a performance measurement system for the following program areas:

**Public Services** - Public service contracts include performance measurement indicators. The annual CAPERs outline the effectiveness of those measurements. Specifically, the City requires subcontracted social service agencies to report on the impact of their programs as measured by the performance indicators. Internally, a spreadsheet is maintained which tracks the receipt of monthly reports and the status of on-site monitorings. Public service agencies are required to submit reimbursement requests that are tied to pre-determined benchmarks or performance outcomes, as well as proof of expenditure of funds.

**Housing Programs** - Housing rehabilitation program staff track each project in a formal system that details project status and loan details. In addition, staff maintain a comprehensive written manual detailing program procedures and policies. There is also a master loan spreadsheet that tracks all loan details for the First-Time Homebuyer Downpayment Assistance Loan Program and the Housing Rehabilitation Program, including period of affordability, discharge dates, rent restrictions and monitorings. The City monitors HOME-funded rehabilitation projects with rental affordability restrictions annually for the duration of the affordability period. Housing files contain statutory checklists, as well as documentation on flood management, wetlands protection, and historic resources, as applicable. A quarterly report is provided to the City's Finance Department on new loans issued, loan state and loan discharges. The Housing Coordinator follows the Loan Management Policy for review of existing loans and process to address delinquent, default or uncollectable loans.

**Economic Development** – A quarterly report is provided to the City’s Finance Department on new loans issued, loan status and loan discharges. Monitoring of job creation is determined by the time period in the funding Agreement. Monitoring consists of verification that the goals for low/moderate income jobs to be created and/or retained have been met. A standard monitoring form is used. The Economic Development Planner follows the Loan Management Policy for review of existing loans and process to address delinquent, default or uncollectable loans.

Additionally, the City ensures long-term compliance with program requirements, including minority business outreach and comprehensive planning requirements, in several ways. In particular, the DPCD has a Monitoring Plan in place that allows the City to track whether long-term goals are being met, including minority business outreach. As detailed in the Managing the Process and Institutional Structure section of this document, the City manages its programs to ensure compliance with identified goals and federal, state and local regulations. The Environmental Review Record contains statutory checklists, documentation on flood management, wetlands protection, and prevailing wage documentation, as applicable.

### III.I. Lead-based Paint Hazards

The Salem Board of Health disseminates information regarding the proper disclosure of lead hazards upon selling or renting a housing unit and inspects rental units for lead paint hazards. In Salem, a landlord is required to obtain a Certificate of Fitness inspection when an apartment becomes vacant. Board of Health personnel conduct this inspection enforcing the State Sanitary Code for Housing. When the information is sent to the landlord prior to this inspection, a letter describing the Federal law is included, as is a copy of the *Tenant Notification Form* in English and Spanish. Also, the Board of Health periodically sends notification of regulations regarding lead-based paint to area realtors. In addition, Board of Health personnel are trained *Lead Determinators*. Should the Board receive a call from a tenant who is concerned that there may be lead-based paint in his/her apartment, potentially affecting their children under six years of age, the Board is able to send out a Sanitarian to conduct a Lead Determination. If lead paint is detected, an order is sent to the landlord requiring compliance with the State Lead Law. The Board ensures compliance with the order. The State Lead Program is notified of the results of all Lead Determinations.

In cooperation with the State of Massachusetts and other municipal departments, the City of Salem, through its DPCD, works to decrease the number of housing units containing lead-based paint hazards. The City, through the DPCD, actively works to reduce lead-paint hazards in pre-1978 housing occupied by lower-income households through the City of Salem’s Housing Rehabilitation Loan Program. Through the Salem Housing Rehabilitation Loan and Get the Lead Out Programs, the City provides loan funds for qualified applicants for lead testing, hazard reduction and abatement activities, and temporary relocation reimbursements. Lead-based paint hazard control measures are consistent with the federal Title X requirements and State lead based paint regulations. MassHousing’s Get the Lead Out Program is also available to homeowners with a lead poisoned child.

Finally, all participants in the First-Time Homebuyer Downpayment Assistance Loan Program are given a copy of the EPA brochure *Protecting your Family from Lead in Your Home*.

### III.J. Anti-Poverty Strategy

This Anti-Poverty Strategy describes programs and policies the City is supporting in its efforts to reduce the number of households living below the poverty level. Some public service agency representatives state that Salem residents in poverty stay in poverty because they lack adequate skills for better employment opportunities. As a result, they work multiple jobs to pay for housing, utilities, transportation expenses, and childcare. Providing adequate job training and educational opportunities will enable them to enter the workforce at a more competitive level.

Salem uses CDBG and other funds to pursue an anti-poverty strategy carried out by the City and a variety of social service subrecipients. The City's anti-poverty strategy is comprehensive and it consists of four components: education, job training, affordable housing and social services.

#### III.J-1. Education

The Salem School Department has been participating in a voluntary desegregation program since 1987 in an effort to give residents more choices about the school system they want their children to attend. The City has used state funding to renovate and improve its educational facilities and provide school-age children with an environment conducive to learning. Many of Salem's schools focus on particular subjects. The school choice program is ideal for educating children with specific skills that will enable them to obtain employment when they graduate. For example, the Saltonstall School is a magnet school that focuses on science and technology. It is equipped with 140 computers for its 400-plus students. Like many of Salem's schools, the Saltonstall School provides transitional bilingual classes, which integrate English and Spanish speaking students within the classroom. This approach helps Spanish speaking students to become proficient in English. Encouraging youths to attend service-oriented schools will provide the future workforce with the skills necessary to find employment and reduce poverty. In addition, the Horace Mann Laboratory School focuses not only on academics but also attempts to teach students important social skills that will help them communicate in the working world. The school also encourages community service by offering programs to its students within nursing homes and helping needy families. Activities such as these help students at an early age see the importance of working and encourage them to obtain jobs after they finish their education.

Salem's Parent's Information Center provides parents with information to help make educational decisions for their children. It provides interpretation and written translation services, resources for school information, and adult education programs. The center also provides school placement services. The Information Center coordinates the City's school choice program designed to improve racial balance within the school systems. The City of Salem's Title 1 Program provides programs such as Computers for Beginners for parents of school-age children. This type of program is designed to help low-income families who may not otherwise have access to computer training. The City's attention to its public schools is part of a larger strategy to help children succeed academically and in the work place. An adequate school system is crucial to reducing poverty in future generations. The Salem Public Schools support bilingual classroom settings and technology-based training that will enable those with lower incomes to improve their job opportunities.

In FY13, the City supported various educational programs with CDBG funds, including the Bentley School's After School Enrichment Program that requires a mandatory 20-30 minutes of homework

time followed by other educational and/or physical activities. Programs administered by non-profit agencies include Salem Cyberspace's CyberYouth Academic Program (College Success Program), a program that assists lower income youth with career exploration and college preparation. The Boys and Girls club offers one on one homework help each day after school for children ages 5 through 12. North Shore Community Development Coalition provides a Community English/English for Employment Program that teaches ESOL to lower income, mainly Latino population. VOCES provides GED and Citizenship classes to lower income Latino residents. We anticipate assisting these or similar programs in FY14.

### III.J-2. Job Training and Employment Resources

The North Shore Career Center helps potential employees to improve their skills and meet the needs of the job market. The Career Center receives funding from federal, state and local resources to provide free job placement, job training and job readiness. With the continued support of the City of Salem, the Career Center continues to help economically disadvantaged populations receive specific skills to obtain better paying jobs.

Salem is home to Training Resources of America (TRA) - formerly Mass. Job Training, Inc. - a private non-profit organization funded by various state and federal agencies. TRA offers programs such as basic adult education, GED preparation and ESL classes. TRA also has programs to help young parents receive an education that they might otherwise not be able to receive because they are disadvantaged. The program offers a basic education and pre-vocational skills training to help adults obtain better employment and reduce dependence on public assistance. Job training and ESL classes help to strengthen and diversify the City's labor force by providing opportunities for lower-income people to advance in employment.

The City of Salem is the lead community for the North Shore Workforce Investment Board (WIB), representing 19 surrounding communities. The DPCD has a seat on the Board and represents the economic development sector on the North Shore. The WIB directs federal, state and local employment and training funds so that job seekers can find training and employment, and businesses can find employees that are skilled and ready to work. Through partnerships with schools, colleges, training providers, public organizations and businesses, the WIB builds and supports a workforce development system that serves all members of the North Shore community at any point where work-related services are needed.<sup>10</sup> The WIB assists over 14,000 employers, schools and agencies, adults, and youths each year with job screening services, labor needs programs, job training, career training and other services. The WIB is also responsible for administering the F1rstJobs Summer Employment initiative for North Shore Teens. F1rstJobs places North Shore youths in jobs that will provide them with important job training and skills that will be useful in the future when applying for employment. Other programs include Training for Employed Workers, Training for Displaced Workers, School to Career, Welfare to Work and Workforce Investment Act.

Through its CDBG funds, the City of Salem supports a variety of job training and employment assistance programs, such as the Wellspring House MediClerk Program which trains eligible participants for clerical positions in the medical field and Morgan Memorial's Career Planning Program for high school students with disabilities.

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<sup>10</sup> North Shore Workforce Investment Board, "Mission Statement," <<http://www.northshorewib.com/>>.

### III.J-3. Affordable Housing

Through cooperative efforts with state, federal and local organizations, the City has taken a comprehensive approach to preventing poverty. Providing adequate, affordable housing for Salem's low- and moderate-income residents is critical to the success of any anti-poverty strategy. High housing costs and low-wage jobs continue to hinder the efforts of some to climb out of poverty. City agencies such as the Salem Housing Authority and the DPCD are committed to providing safe, secure, suitable, and appropriate affordable housing opportunities to very-low, and low- and moderate-income family, elderly, and disabled households. In addition, many housing providers and social service agencies work together to combat poverty in Salem. The City's established partnerships with agencies such as the NSCAP, the North Shore HOME Consortium and the North Shore Community Development Coalition increase its success at bringing services to lower-income residents and encouraging them to participate in revitalizing their community.

The North Shore HOME Consortium's goal is to expand the regional supply of affordable housing through the acquisition, rehabilitation, and new construction of rental units, homeownership assistance and housing rehabilitation, and housing options for special needs populations and the homeless. The DPCD is one of thirty member communities receiving a formula allocation of HOME funds. Salem is committed to distributing its HOME funds to programs that provide assistance to those in need of affordable housing. Some examples of HOME assistance in Salem include funds for Lifebridge, the City's own Housing Rehabilitation Loan Program, the North Shore Community Development Coalition (a CHDO) and rental down payment assistance programs provided by NSCAP, Catholic Charities, Salvation Army and HAWC. In addition to funds allocated to individual communities, the Consortium financially supports activities that contribute to affordable housing in the region.

Salem provides significant funds to community housing development organizations (CHDOs), specifically North Shore CDC and NSCAP. CHDOs are focused on changing the social and environmental factors that foster poverty and in motivating low-income residents to take control of their future and the future of their neighborhoods. North Shore CDC works to increase the supply of affordable housing through acquisition and rehabilitation projects. The CDC works closely with public and private agencies to improve the quality of life for Salem's low- and moderate-income residents.

NSCAP is an anti-poverty agency providing services to Salem, Peabody, Beverly and Danvers. The goal of NSCAP is to help low-income people empower themselves as they move toward self-sufficiency, and to motivate the larger community to be more responsive to the needs of low-income people. This agency provides an array of services, such as assistance with home heating bills, ESOL and citizenship classes, home care for senior citizens, weatherization, a housing assistance program, and a transition to work program with job training, financial management services, scattered sites shelter, and job-readiness workshops, as well as immigration, housing and welfare advocacy. These programs are designed to help the poor become self-reliant and less dependent on public assistance.

### III.J-4. Social Services

According to the 2010 U.S. Census, 1,656 female single parents have dependent children under 18.<sup>11</sup> The challenges facing this population are inadequate, affordable childcare choices, a lack of jobs that provide “mother’s hours” and insufficient transportation opportunities. The Massachusetts Office of Child Care Services, Region 3 office, is located in Salem. It provides childcare referrals and financial assistance. The agency provides a way for lower-income families to obtain adequate daycare so they can obtain employment and improve their quality of life.

Through CDBG, the City of Salem funds approximately 30 non-profit social service programs annually. Through an annual competitive funding round, Salem financially supports programs that provide services to help families meet the costs of living, promote family self-sufficiency, serve special populations and/or provide crisis intervention assistance, in essence, programs that work to break the cycle of poverty. Along with the many programs that help directly with housing and household expenses (see Housing Section), CDBG funds support several programs which indirectly assist with housing in many ways such as increased pay (i.e. job training, ESL programs) and decreased monthly expenditures (i.e. child care, food programs, prescription assistance) so households can better afford rent or mortgages.. There are also many non-CDBG funded programs available to Salem residents to help households overcome various obstacles to self-sufficiency.

Salem H.O.P.E. is a networking group of social service agencies that meet at rotating public service agency locations. Open to all social service agency representatives serving Salem residents, it is a forum to work toward filling gaps in services and avoiding duplication of efforts. DPCD staff coordinates the quarterly meetings and distributes the Salem H.O.P.E. digital newsletter quarterly.

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<sup>11</sup> U.S. Census, 2010 SF1 100% Data: Households and Families: 2010 - *American Fact Finder*, <http://factfinder.census.gov>.

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## IV. APPENDIX

Appendix A: Application: Standard Form 424 & Certifications – *To be included in final version*

Appendix B: Overview of Citizens Participation

Appendix C: Maps

Appendix D: Salem CPMP Needs Tables - *To be included in final version*

Appendix E: North Shore HOME Consortium CPMP Needs Tables

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#### IV.A. Application: Standard Form 424 & Certifications

These are not included in the digital version, but are included in the hard copy.



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## IV.B. Overview of Citizens Participation

### IV.B-1.1. Initial Public Hearing

On January 3, 2013, the City published an English/Spanish legal ad in the Salem News and an English/Spanish notice was posted at City Hall & City Hall Annex. Notices were provided to the Salem Public Library, Salem Council on Aging and the Salem Housing Authority for posting. An English/Spanish Community Bulletin Board request was posted with Salem Access Television. Notices and a cover letter were provided to all City Councillors. A press release was sent to the Salem News and the Salem Gazette. The public hearing notice was also posted to the City's website and was mailed to various social service agencies and neighborhood associations, as well as the Citizens Advisory Committee members.

The public hearing was held on January 17, 2013. A public participation guidebook was provided to all attendees. A Spanish translator was present. Minutes of the meeting are included herein.

### IV.B-2. Availability of the Draft Plans and Request for Public Comment

#### IV.B-2.1. Availability, Advertisement, Public Hearing & City Council

The City publicized the availability of the draft plan, the date/time of the public hearing and the public comment period in several ways in order to obtain broad public comment. Information regarding plan availability and the upcoming comment period and public hearing was provided to those attending the Salem H.O.P.E. meeting of March 7, 2013. An English/Spanish Community Bulletin Board request was provided to Salem Access Television. An English/Spanish legal ad was published in the Salem News on March 21, 2013 indicating the availability of plans and providing notice of the 30 day comment period & scheduled public hearing. English/Spanish notices were posted at City Hall and City Hall Annex and on [www.salem.com](http://www.salem.com). Notices were provided to the Salem Public Library, Salem Council on Aging and the Salem Housing Authority, and were mailed to several social service agencies, neighborhood associations and Citizens Advisory Committee members. The notices were also emailed to the Salem H.O.P.E. distribution list. A press release was sent to the Salem News and the Salem Gazette.

Copies of the plans were provided to the Salem Housing Authority and Salem Public Library for public viewing and copies were available at the Department of Planning & Community Development. Copies of the plan were provided to the members of the Citizens Advisory Committee. The plan was made available for download on [www.salem.com](http://www.salem.com).

The public comment period commenced on March 26, 2013 and ended on April 24, 2013. A public hearing was held on April 4, 2013 at City Hall Annex. Copies of the Draft Plan were provided to all attendees. A Spanish translator was present. Minutes of the meeting are included herein.

Copies of the Draft Plan were provided to the Salem City Council. The City Council approved submission of the Application for Federal Assistance at its April 11, 2013 meeting.

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#### IV.B-3. Citizens Advisory Committee

The Citizens Advisory Committee (CAC) is a group of individuals appointed by the Mayor. The CAC usually includes one or more of the following: representative(s) from low/mod neighborhoods, a representative of a non-profit agency, disabled person, elderly person, minority person, representative of a Salem business, person on public assistance, and/or public employee (i.e. police officer, teacher) and/or other interested Salem residents. The group reviews funding requests received by nonprofit social services agencies and makes funding recommendations. The CAC is also invited to review and comment on the draft Consolidated and Action Plans and to attend both of the yearly public meetings. Current appointed members include minority residents, a person with disabilities, senior citizens, a public housing resident, a police officer, a representative from a non-profit agency and representatives from various neighborhoods, including the Point Neighborhood and the Boston Street Neighborhood.

#### IV.B-4. January 17, 2013 Public Hearing (12 attendees, 3 city staff)

The City of Salem held a public hearing regarding the development of the FY14 Action Plan for Community and Economic Development for the period of July 1, 2013 to June 30, 2014. The public hearing was held in the third floor conference room at the City Hall Annex, 120 Washington Street, on Thursday, January 17, 2013 at 6:00pm. Present representing the City of Salem were Jane Guy, Assistant Community Development Director and Naomi Francisco, Housing Coordinator, who was also available to provide Spanish translation. Public Participation Guidebooks were available to all attendees in the audience.

Ms. Guy introduced herself and stated that the meeting is the Community Development Block Grant public hearing, which is the kick off of the process. She introduced Ms. Francisco. She stated that the purpose of this hearing is to get public comments on Salem's housing, community and economic development needs and priorities in order to prepare the Action Plan for the federal funding (Community Development Block Grant and HOME) that the City expects to receive for the period of July 1, 2013 through June 30, 2014 or FY14. Ms. Guy stated that the City has not been informed of its FY14 allocation, but is using level funding as an estimate. In FY13, the City was allocated \$903,833 – our lowest allocation in over 20 years. For HOME, there have been even deeper funding cuts. In FY13, Salem was allocated \$102,250, the lowest level of funding since she has been keeping track.

Ms. Guy stated that the Action Plan is a one year document that outlines the activities that utilize CDBG and HOME. Each year, the Action Plan includes activities that were identified as priorities in the 5-Year Consolidated Plan, completed in 2010 following a series of neighborhood and stakeholder meetings. Each year we do an Action Plan which indicates how we are going to work toward meeting the goals set out in the Consolidated Plan. At the end of each Fiscal Year, we do an end of year report, called the CAPER, which shows the accomplishments. Having this meeting helps us identify any new needs that have occurred since 2010.

Some of the things we can do with the funding include the business loan program that helps create or retain jobs, the housing rehabilitation loan program, or the first time homebuyer program. Funds can also be allocated for handicap access improvements, public facility improvements such as a improvements to a firehouse or a playground, and infrastructure improvements such as tree planting, sidewalk, curb cuts and street resurfacing in low to moderate income neighborhoods or for

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studies such one that might help to preserve historic buildings. She stated that grant funds are also provided to social services for programs that help Salem residents in need. Ms. Guy stated that activities undertaken can be projects or programs that are managed directly by the City of Salem or they can be projects or programs managed by other organizations.

Ms. Guy stated that low to moderate income neighborhoods are based on the U.S. Census. The 2000 map of low/mod neighborhoods was based on block group. Because HUD has an issue with the 2010 census now on the track level, we have been told to continue to use the 2000 map of low/mod neighborhoods for the time being.

Ms. Guy stated we start the process with this public hearing. Comments can be accepted in writing. The Plan will be drafted and will be made available for a 30 day public comment period toward the end of March. There will be a second public hearing and a submission of the Application for Federal Funding to the City Council. The Plan is submitted to HUD by May 15th.

Ms. Guy opened up the meeting for questions or comments.

Councilor Robert McCarthy asked if there was any indication from the Federal Government as to how much CDBG funding the city will receive for this upcoming year and stated that the funding had declined within the last few years.

Ms. Guy stated that Salem has seen a 27 percent cut within the last two years in CDBG funding, 51 percent cut in HOME funding, and that the city has not been told what this years allocation will be. Ms. Guy explained that what Congress allocates gets placed into a formula which is based on population, lead in homes from the census, as well as other factors. Ms. Guy further explained she estimating level funding, but is not optimistic the city will receive additional funding than last year and it is possible the city may get less.

Ms. Guy opened up the meeting for public comment and asked if any needs have changed in the last few years or if there were any activities people would like to see to meet those needs.

Felix Colon stated that he was the Program Manager at Journeys of Hope, which is a program for youths who are homeless or at risk of becoming homeless. Mr. Colon stated that the program was first launched in Lynn two years ago and that he became involved with the program when it reached Salem in October 2012. Mr. Colon stated while working in Salem he sees a need for this type of program to exist. They collaborate with the courts, Lifebridge, schools and local human resource agencies such as Northeast Behavioral and South Bay Mental Health and sometimes with North Shore Community Development Coalition. Mr. Colon further stated the program is open three days a week and he conducts outreach one day and one night a week.

Ms. Guy questioned Mr. Colon as to where the outreach is conducted and if it included street outreach.

Mr. Colon stated primarily in Salem including the Point and the downtown. He stated that the majority of the youth in the program are from Salem. He works with Lifebridge when they get youth there. They are helped with basic needs, referrals to get back in school and issues youths neglect because of the lack of parental support.

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Deric Lepard from North Shore Community Action Programs stated that they have recently done a lot of partnering with Journeys of Hope and other local agencies to help those in need, especially around housing and utilities and for start-up funds to obtain affordable housing.

Jill Bowen of Catholic Charities, stated its organization assists community residents with homeless prevention funds and commented that there is a greater need for social service programs throughout the community. Families and adults are in jeopardy of homelessness.

Jennifer Firth commented on how poor her parents had been and that the means in which they got out of that situation was through education. She stated she was concerned with educational opportunities for the lower income people living here in order to get a better education or apply to college.

Ms. Guy explained that 15 percent of the funding received can be used to provide grants to social service agencies. Ms. Guy further explained that some of the educational programs funded with CDBG include Salem Cyberspace which is administered by North Shore Community Action Programs which provides college prep classes, Bentley School's after school program for a homework educational activity program, Boys & Girls Club Power Hour mentoring program assists youths with homework and other activities and the MediClerk program at the Wellspring House for adults which provides medical terminology training for entry-level positions. Ms. Guy further commented that the MediClerk program has a very good success rate of people getting jobs.

Mickey Northcutt of the North Shore Community Development Coalition thanked the city for its continued support and stated that the Coalition is moving forward with the renovation of 11 buildings they own in the Salem Point neighborhood, to preserve them as permanent rental housing. Mr. Northcutt stated that, to the extent there are HOME funds available in this year's allocation, they continue to need the financial support locally in order to leverage funding from State, Federal and private resources.

Mr. Northcutt stated that the city has previously provided public service funding for their ESL Program, which serves approximately 150 people per year with primarily beginner English, with two thirds of the people from Salem.

Mr. Northcutt added that they have a youth jobs program, where they hire low-income teenagers from Salem to work on economic revitalization projects. Built into the program is a leadership development curriculum and financial literacy. He hopes that if the City gets more CDBG funds this year, that the program can receive some support.

Ms. Guy stated that the request for proposals would be available within a couple weeks and that his agency should have already received the request for proposals for housing and economic development.

Councilor McCarthy commented that every year Ms. Guy does a wonderful job. He stated that these are all worthwhile programs and did not envy the job of having to spread the funds around. He advocated for allocating funding for community policing and police bike patrols within the Point Neighborhood area and stated that last year Chief Tucker expanded them to foot patrols. Councilor McCarthy stated that the patrols are needed especially in the summer months.

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Jane Arlander also advocated for anti-crime programs. She stated that within the last three years she has witnessed three events including a DUI with child abandonment, a domestic violence case and case where a lady was beaten and her son thrown. These were all in normal hours. There is a rise in domestic violence and violence on the streets.

Ms. Guy thanked those in attendance and stated that if anyone has any further comments they can provide written comment or email her.

#### IV.B-5. April 4, 2013 Public Hearing (3 attendees, 3 city staff)

The City of Salem held a public hearing regarding the development of the FY14 Action Plan for Community and Economic Development for the period of July 1, 2013 to June 30, 2014. The public hearing was held in the third floor conference room at the City Hall Annex, 120 Washington Street, on Thursday, January 17, 2013 at 6:00pm. Present representing the City of Salem were Jane Guy, Assistant Community Development Director and Naomi Francisco, Housing Coordinator, who was also available to provide Spanish translation. Public Participation Guidebooks were available to all attendees in the audience.

Ms. Duncan and Ms. Guy introduced themselves.

Ms. Guy stated that the purpose of the hearing is to obtain citizens' comments on the draft FY14 one year Action Plan for housing, community and economic development. The Action Plan development process began on January 17<sup>th</sup> with an initial public hearing. The **Action Plan** is a one year document that outlines the activities to be undertaken utilizing federal funds for the upcoming fiscal year including affordable housing, economic development, neighborhood improvement and support for social services. Each year the Action Plan includes activities that were identified as priorities in the 2010 5-year Consolidated Plan as well as any additional activities that are determined to meet any new needs and priorities that have been identified since the Consolidated Plan was developed and considers comments received from non-profits, residents and businesses at the initial public hearing held in January. Ms. Guy stated that activities can be those that the City can undertake or that we have outside contractors do for us. Some of the programs that we do include the First Time Homebuyer Program, Housing Rehabilitation Program, economic development loan programs for creating jobs and grants to social service agencies. She stated that funding is used for a lot of neighborhood improvements, such as handicapped access, park improvements, tree planting and street improvements. She noted that, HUD has not yet notified the city of its formula allocation. They are saying to plan for a 5% cut from last year, but there is hope for level funding. For HOME, she was told to plan for a 10% cut, but believes it will be closer to 5%; however, the draft plan reflects the 10%. It is estimated that approximately \$130,000 will be generated in program income. The draft plan includes core programs, such as the business loan program, storefront program, funding for Main Streets and housing programs. There is additional funding for projects, such as the Salem Point apartment's renovation, the pedestrian mall improvements and the Lafayette Park improvements. The new activities that are in this year's plan are improvements to Gallows Hill Park, the installation of a few of the neighborhood history signs and the implementation of some the recommendations of the Point Neighborhood Visioning Project. That plan has not been released yet, so the actual improvements are to be determined. The comment period phase is underway and ends on April 24<sup>th</sup>. People may provide comment tonight or in writing by the 24<sup>th</sup>.

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Jennifer Firth asked if the split of the pie for proposed activities is about the same as what the city usually does. Ms. Guy stated that it usually is close, but may vary due to multi-year projects. She stated that for instance, neighborhood improvements went from 24% to 26% this year, economic development went from 10% to 11%, planning and administration stayed the same at 18%, public services stayed at 14%, and affordable housing went from 34% to 31% this year.

Ms. Duncan explained that the activities capped by the program regulations are administration and public social services.

Ms. Guy stated that the City can't spend more than 20% for administration and 15% for public services.

Ms. Duncan stated when she started with the city eight years ago, the push had been for more in affordable housing, but the recent emphasis has been more on completing neighborhood improvements. She stated that it partly reflects what is happening in the market. She stated that it is more difficult for households to obtain loans to buy their first home. Therefore, even though the City has funding available, it has not seen the demand seen in prior years.

Ms. Guy added that the decrease in housing has also been because of the cuts to HOME money, which can only be used for housing. Funding for housing is a combination of CDBG and HOME and when there is less HOME money is received.

Ms. Firth asked if there is any kind of an impact study on the municipal budget or schools given how the City distributes funding for housing.

Ms. Guy responded that the city does not create a lot of affordable housing with these funds. We put very small amounts into it. She noted that affordable housing is driven by the market and largely by what properties are available. The City may respond to a developer looking for funding to help purchase and rehab a property in the Salem Point Neighborhood.

Ms. Duncan commented that the money the City uses in house is primarily for housing rehabilitation for eligible income owners to make improvements to improve quality of life and meet housing code, such as roof repair, electrical upgrades or a new boiler. She further commented that a lot of the funding is spent on getting the lead out, which is very expensive; therefore, the City tries to coordinate with other programs to share the cost, but it's not typically for new housing. She stated that the North Shore CDC put forth a request to the City to support the rehabilitation of 77 existing units and the City has allocated funding for the project. She added that the City assisted with the acquisition of St. Joseph's and provided HOME funding for the project, which was a very small piece of the funding needed.

Councilor Furey stated that with all the cutbacks we have over the years, the city is lucky to have the leadership to continue with this and that it is amazing what bang we get for the buck. He stated that there is a big difference in neighborhood improvements, including the neighborhood street and sidewalk improvements that go all the way down to the Point Neighborhood. He stated it is amazing what can be done with the money, and that all these are good causes, including the Point Neighborhood Visioning Plan and the new basketball court. He stated that there is the community

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impact unit from the Salem Police Department at the Teen Resource Center with the Plummer Home for Boys, which is an epi-center for youths to enjoy all year round.

Ms. Guy stated the idea behind CDBG is to leverage other funding sources and it's not meant to be standalone money. Ms. Guy further stated that the students at Salem High School's Vocational Department are conducting the majority of the repairs to the Teen Resource Center and that the City has received donations for supplies. Ms. Guy stated that the City attempts to gather other resources of funding because CDBG funding cannot cover everything.

Ms. Duncan stated that the Salem Point Neighborhood Visioning Plan is funded through a Sustainable Communities Grant through the Regional Planning Council and is focused on a real grass roots efforts here that will help establish the framework.

Councillor Furey stated that Kevin Bacon's father designed the mall in downtown Salem and the mall in Newburyport. He stated that the pedestrian mall is mall and that whatever we can do there is helpful.

Ms. Duncan stated that, in order to use CDBG funds for the pedestrian mall, the City is undertaking a survey to document the building conditions, such as needs for systems upgrades to identity turnover. She stated that she is optimistic that the City will get approval to spend money on the mall again.

Beverly Strauss asked who makes the final decision on the funding for the Pedestrian Mall improvements.

Ms. Duncan responded that staff gathers input from meetings, such as this one and the one held in January 2013, and then make a proposal to the Mayor, which is then submitted to Council for vote to submit the application. She stated that if anyone has suggestions or recommendations, they can either provide them at this meeting or submit in writing no later than April 24, 2013.

Ms. Guy stated various public hearings occurred in 2010 for the five year Consolidated Plan and that an annual plan is prepared each year in between. Ms. Guy stated that the five year plan provides what our needs are and each action plan stated how those goals will be met. There is also an end of year report.

Ms. Duncan stated that there were four forums done in 2011 regarding the Pedestrian Mall. Ms. Duncan added that a plan was sent to and approved by the the Design Review Board and the Salem Redevelopment Authority. She stated that last spring, the City started removing some of the landscaping beds that were pretty tired and replacing them with brick. This spring, the City will be removing more of the beds and replacing them with brick, making it easier for people to walk side by side. They will remove some of the cobblestone and resetting others, leaving more places for tables and chairs. They will also refurbishing the fountain near the square, making it smaller so there is no pool, but will have an arc of water and lighting and some additional public art. Ms. Duncan stated most of the those trees are diseased and will be replaced.

Ms. Guy stated that written comments should be sent in by April 24<sup>th</sup>.

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## IV.C. Maps

The following maps are included in the hard copy of this report:

- Low to Moderate Income Areas
  - From 5 Year Consolidated Plan
  - From HUD's CPD Maps
- Urban Renewal (SRA) boundaries. For a digital version of the map to go [http://www.salem.com/Pages/SalemMA\\_BComm/forms/RenewalMap.jpg](http://www.salem.com/Pages/SalemMA_BComm/forms/RenewalMap.jpg)
- Areas of Racial & Ethnic Minority Concentration from 5 Year Consolidated Plan
- Poverty Rate from HUD's CPD Maps

*The 5 Year Consolidated Plan can be viewed at*

*[http://salem.com/pages/salemma\\_dpdc/studiesreports/conplan2010.pdf](http://salem.com/pages/salemma_dpdc/studiesreports/conplan2010.pdf)*

*HUD's CPD Maps is a recently released on-line mapping application.*

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#### IV.D. Salem CPMP Needs Tables

These tables are not included in the digital copy, but are included in the hard copy.

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#### IV.E. North Shore Home Consortium CPMP Needs Tables

These tables are not included in the digital copy, but are included in the hard copy.