



# Third Program Year Action Plan

The CPMP Third Annual Action Plan includes the **SF 424** and Narrative Responses to Action Plan questions that CDBG, HOME, HOPWA, and ESG grantees must respond to each year in order to be compliant with the Consolidated Planning Regulations. The Executive Summary narratives are optional.

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## Executive Summary

*The Executive Summary is required. Include the objectives and outcomes identified in the plan as well as an evaluation of past performance, a summary of the citizen participation and consultation process (including efforts to broaden public participation) (24 CFR 91.200 (b)), a summary of comments or views, and a summary of comments or views not accepted and the reasons therefore (24 CFR 91.105 (b)(5)).*

### **Program Year 2 Action Plan Executive Summary:**

#### **Executive Summary Response: Include the objectives and outcomes identified in the plan**

The City, under the leadership of the Mayor and City Council, administers community development block grant funds through the Department of Community Development (CDD).

The City has identified a number of pressing needs through input from agencies and resident feedback; data collection and analysis. The City's plans to focus efforts for the coming year (2012) and this five year period (2010-2014) on the following areas:

#### **Housing**

- Preservation of Existing Affordable Housing
- Affordable Housing Production
- Affordable Homeownership
- Public Housing Improvements
- Foreclosed and Abandoned Property Renewal
- First Time Homebuyer Education and Outreach

#### **Public Facilities**

- Street Paving and Sidewalk Improvements
- Tree Planting along gateways and urban neighborhoods
- Park Improvements
- Accessibility Projects, including to Waterfront + public recreation areas
- Community gardens/ 'Pocket Parks' in Target areas

#### **Economic Development**

- "Gateway" Area Improvements to Facades, especially Downtown
- Vacant land redevelopment
- Public Improvements to microenterprise business location(s)
- Public sidewalk and access improvements to business/industry employers in Target Area
- Employment and Economic Development and Planning Studies for Redevelopment of Merrimack Street Area
- Employers needs analysis

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**Public Services**

- Programs to Improve the Quality of Life
- Programs to Help the Homeless
- Programs for Educational Improvement/ Literacy
- Enrichment for At-Risk Youth
- Community Policing/Public Safety

**Table 1: CDBG 2012-2013 Objectives and Outcomes**

<b>Housing Rehabilitation</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
City of Haverhill	Rehab Projects	Homeowner rehab program, Lead abatement, Disabled housing rehab, Low-income veteran housing rehab, Foreclosed housing with Mass Housing rehab	14 Households	\$200,000
City of Haverhill	Rebuild Together	Provide basic shelter and services	14 Households	\$20,000
City of Haverhill	Rehabilitation Delivery Costs	Pay for rehab program administration costs		\$125,000
L'Arche Irenicon	Ninth Avenue Home	Renovation/ Repair of affordable housing units for adults with intellectual disabilities	3 Individuals	\$14,000
Sarah's Place	Sarah's Place Restrooms	Two (2) new accessible restrooms	2 Restrooms	\$15,000
<b>Total Housing Rehabilitation</b>				<b>\$374,000</b>

**Public Services**

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<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>Pregnancy Care Center</b>	<b>Mother/Child Food and Clothing</b>	<b>Provide low-income mothers and children with food and clothing</b>	<b>50 Individuals</b>	<b>\$7,000</b>
<b>Emmaus, Inc.</b>	<b>Mitch's Place Emergency Shelter</b>	<b>Provide emergency shelter to those risking homelessness</b>	<b>60 Individuals</b>	<b>\$10,000</b>
<b>Salvation Army</b>	<b>Salvation Army Meals Program</b>	<b>Reduce hunger and supplement resources for at-risk low-income individuals</b>	<b>400 Individuals</b>	<b>\$25,000</b>
<b>Community Action, Inc.</b>	<b>Heating Assistance</b>	<b>Provide heating assistance</b>	<b>80 Households</b>	<b>\$35,000</b>
<b>Bethany Comm. Services</b>	<b>Meals for Frail, Indigent Elderly</b>	<b>Meals for the frail elderly</b>	<b>50 Elderly</b>	<b>\$7,000</b>
<b>Haverhill Police Department</b>	<b>Community Police</b>	<b>Increased and targeted patrols in highest crime area</b>	<b>1,000 Households</b>	<b>\$5,000</b>
<b>Career Resources Corp.</b>	<b>Veterans Employment Program</b>	<b>Vocational and job placement services to veterans with significant barriers</b>	<b>5-7 Veterans</b>	<b>\$10,000</b>
<b>Catholic Charities</b>	<b>Open Hand Pantry</b>	<b>Food Pantry for City's homeless</b>	<b>75 Households</b>	<b>\$5,000</b>
<b>Community Action, Inc.</b>	<b>Homeless/ Near Homeless</b>	<b>Provide day shelter, food and other services to area homeless and very low-income individuals</b>	<b>100 Individuals</b>	<b>\$5,000</b>
<b>YMCA</b>	<b>Youth/Teen Center</b>	<b>Continued funding for youth/teen center, as well as transportation for youth/teens</b>	<b>50 Individuals</b>	<b>\$15,000</b>

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<b>Public Services</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>Haverhill Public Library</b>	<b>Greater Haverhill Adult Learning Program</b>	<b>Adult continuing education</b>	<b>25 Individuals</b>	<b>\$5,000</b>
<b>Total Public Services</b>				<b>\$129,000</b>

<b>Public Improvements/ Miscellaneous Projects</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>City of Haverhill</b>	<b>Neighborhood Stabilization Activities</b>	<b>Clearance of spot blight and hazards</b>	<b>1 Building</b>	<b>\$ 3,200</b>
<b>City of Haverhill</b>	<b>Code Enforcement</b>	<b>Promote ADA code enforcement</b>	<b>100 Housing Units</b>	<b>\$82,000</b>
<b>City of Haverhill</b>	<b>Public Improvements + Miscellaneous Projects</b>	<b>Repave sidewalks, plant trees, improve drainage and sewer systems</b>	<b>8 Public Facilities</b>	<b>Prior Year Unobligated (\$100,020) \$50,034</b>
<b>City of Haverhill</b>	<b>Swasey Field Renovation</b>	<b>Addition of shade trees, walking path and new fields</b>		<b>(\$100,000) Prior Year Unobligated</b>
<b>Total Public Improvements</b>				<b>\$135,234</b>

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<b>Economic Development</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>City of Haverhill</b>	<b>Economic Development Activities</b>	<b>Assist for-profit businesses in the Target Area with façade improvements, assist micro-enterprises by conducting best business practice workshops, and micro-enterprise assistance to businesses</b>	<b>Rollover from Previous years (2010 – 2012)  4 Businesses Assisted</b>	<b>(\$18,000) (Prior Years Unallocated) \$42,000</b>
<b>City of Haverhill</b>	<b>Creative Haverhill</b>	<b>Provide Jobs and Marketing Opportunities to Low-to-Mod Income Artists and Creative Entrepreneurs; Promote arts and cultural economy for tourists and residents</b>	<b>5 jobs</b>	<b>\$29,000</b>
<b>Total Economic Development</b>				<b>\$71,000</b>

<b>Planning &amp; Administration</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>City of Haverhill</b>	<b>CDBG Administration</b>	<b>CDBG management, compliance and planning activities; Economic Development + Zoning consultant</b>	<b>N/A</b>	<b>\$174,750</b>
<b>City of Haverhill</b>	<b>Unallocated and Contingency</b>	<b>Program income and unobligated funds</b>	<b>N/A</b>	<b>\$55,000</b>

<b>Planning &amp; Administration</b>				
<b>Provider</b>	<b>Program Name</b>	<b>Program Description</b>	<b>Outcomes 2012-2013</b>	<b>Budget Allocation</b>
<b>Total Planning &amp; Admin.</b>				<b>\$229,750</b>

**Executive Summary Response: Evaluation of Past Performance**

The City of Haverhill, through the Community Development Department and other city departments, worked with local service providers, agencies and state and federal government offices and made considerable progress on the Strategic Priority Goals set forth in the current Consolidated Plan.

The City used the following objectives in evaluating our past performance, which correspond to our goals and objectives:

- **Provide basic shelter and service needs for homeless individuals and their families**
- **Expand the supply and types of affordable housing.**
- **Maintain and preserve present housing stock**
- **Promote neighborhood stabilization**
- **Provide needed public safety and services**
- **Encourage economic development and entrepreneurial activity in inner-city neighborhoods.**

The Community Development Department has made substantial progress toward achieving the goals of the Five Year Consolidated Plan. Of significant note, the Community Development Department has, in Year Two:

- Through the internally-operated Home Improvement Program (HIP), rehabilitated 19 housing units in 16 projects for low- and moderate-income households, primarily in the CDBG Target Area, consisting of the city’s urban core;
- Through funding and referrals to Rebuilding Together, rehabilitated 12 single-family homes for energy efficiency, safety and Americans with Disabilities Act accessibility upgrades, leveraging over \$8,000 in volunteer labor and materials;
- Provided Down Payment Assistance to 16 households through First-Time Home Buyer Training Classes held in the city; 3 of these classes featured discussions led by Community Development Department staff;
- Provided lead removal assistance to 17 homeowners through direct referrals to a partner program operated by the City of Lowell that had been funded by a federal grant. This leveraged well over \$100,000 in other funds for lead removal.

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- Through HIP, provided \$5,000 for direct lead removal at a multi-family dwelling that leveraged over \$50,000 in other rehabilitation/ investment.
- Provided \$140,000 in HOME funding to the YMCA of the North Shore for the demolition and reconstruction of the abandoned Wadleigh House rooming house into 23 independent living units for very-low income men and women;
- Provided \$15,000 in HOME funding to Fidelity House, Inc. for the development of 4 new units of housing for developmentally-disabled residents of Haverhill on Lowell Street;
- Provided 48,000 in HOME funding to Career Resources Corporation for the development of 4 new units of housing for developmentally-disabled residents of Haverhill on Shattuck Road;
- Worked with the Haverhill Housing Authority to complete rehabilitation of 18 housing units now occupied by very-low-income residents of Haverhill at the Mount Vernon Street projects, through over \$400,000 the City's Neighborhood Stabilization Program (NSP) Funds;
- Maintained an aggressive rehabilitation schedule that is more than double of a few years ago, thanks to updated policies and procedures for rehabilitation of housing units;
- Instituted new policies and procedures for more transparent bidding, billing and soliciting of homeowner feedback on home rehabilitation projects;
- Directly assisted numerous individuals in private consultation on foreclosure prevention;
- Continued high-profile work with the Massachusetts Attorney General's office to address blighting influences of identified and targeted abandoned and foreclosed properties that devalue and deteriorate the surrounding area, including heightened contact with out-of-state banks and holding companies;
- Initiated a 'Property Receivership' Program with the Attorney General's Office that took selected foreclosed/abandoned and code-deficient properties to Housing Court for property transference to an appointed receiver who addresses the code issues and renovates the property;
- Developed new linkage with Fire Department, Police, Mayor's Office, City Council, Inspectional Services and other city departments to catalog vacant and abandoned building of concern in the city;
- Oversaw design, coordinated pre-construction and expedited permitting of a new pocket park at Locust and Orchard Streets. 'Locust Street Park' is a project by non-profit homeless service agency Emmaus, Inc. that will add a passive park that will serve the neighborhood's low-income residents on what was once an abandoned, blighted lot;
- Provided funding to design, renovate and install riverfront access to the Merrimack River through docks for handicapped and targeted residents;

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- Leveraged \$1.1 million in park improvements at Swasey Field, including shade trees, gates, spray park, new turf, ball fields, lighting, walking trails, basketball courts and picnic areas;
- Provided infrastructure upgrades to target area parks;
- Spent the last of the City's CDBG-R funds as well as some CDBG funds on new metal benches in Washington Square downtown and in front of the Citizens Center, replacing rotted and broken wooden benches;
- Funded electrical infrastructure improvements in Columbus Park, making feasible a state-funded free Summer Concert series in the downtown;
- Funded improvements to area streets in the CDBG Target Area, benefiting low and moderate income residents;
- Initiated a Façade Improvement Program, leveraging private bank funds;
- Repaved sections of streets in target area and added new sidewalks and trees in chronically-disinvested neighborhoods;
- Actively participated in construction administration and coordination of opening of new 5-story, 315-space parking garage in Railroad Square;
- Designed and constructed pedestrian and street paving improvements around new garage to downtown mercantile district, including restaurant row and arts district;
- Made public improvements to create outdoor dining for downtown restaurants;
- Worked with restaurant managers and City clerk's office to coordinate permitting for outdoor dining downtown;
- Organized and hosted a 2010 Census Data Training Workshop with U.S. Census officials for the local non-profit community and CDBG sub-recipients;
- Filed 4 mortgage subordinations for owner-occupied housing;
- Funded with NSP and HOME dollars the completion of a Veteran Northeast Outreach Center project that rehabilitated a previously-abandoned house at 134 Cedar Street into one of the leading energy-efficiency homes in the region, now housing two previously homeless veterans;
- Leveraged \$1.2 million in MassWorks infrastructure funds for the Merrimack Street corridor, including code improvements and upgrades to the existing Merrimack Street Parking Garage and Merrimack Street streetscape improvements.
- Hired a part-time Zoning and Planning Consultant to assist the Economic Development Department in creating inventories of existing Target Area businesses, their suppliers, available square footage and build-out potential. This consultant will also undertake a re-zoning of Merrimack Street to create more attractive mixed-use development with public River access;
- Funded and sat on Advisory Board of the Creative Haverhill partnership, a primarily Adams Arts Grant-funded project to identify, nurture and promote the creative economy and further economic development in Haverhill, with a focus on the Downtown Target Area;

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- Commenced development of a new Section 3 Plan for the City, in accordance with the HUD Act of 1968;
- Completed construction of a long-overdue major drainage improvement in the Emily Street/Willie Street neighborhoods as a LMI Area Improvement;
- Funded professional consultants and assisted in development and completion of a downtown parking plan that became the first such plan to pass the City Council and be implemented in over 35 years; the goal is to free up spots for merchants and incentivize long-term paid parking for commuters and residents to use the new Garage;
- Participated in the development of a new downtown website administered by Creative Haverhill to drive tourism and highlight economic and cultural opportunities in the City;
- Worked with the Economic Development and Planning Office to promote the redevelopment of 70-74 River Street into 10 units of housing. This involved the creative sale of an abandoned city lot for parking;
- Worked with the Economic Development and Planning Office to relocate Career Resources Corporation from the former Winter Street School site into a new ADA-accessible location and then worked with City officials to market the former school building to an housing developer to add 12 new affordable units;
- Won selection by Harvard's Urban Ecology Institute as one of two 'Gateway Cities' to participate in an urban forest study that will describe where, what and how to add trees to underserved and largely treeless Target Area neighborhoods; CDBG funds will add trees to these prime locations identified in the study, leveraging over \$100,000 in services from UEI;
- Created a new Tenant-Based Rental Assistance program for income-eligible victims displaced by fires not of their causing which provides a first month rent to match the participants' last month rent, preventing needless homelessness of working individuals capable of paying a monthly rent;
- At suggestion of Continuum of Care, developed relationships with McKinney-funded personnel in Haverhill Public Schools in order to better update the joint issues of and the linkages between housing and education, especially for homeless or transient students;
- Along with the Economic Development and Planning Office and Northern Essex Community College, coordinated an Economic Development Roundtable of local CEOs to determine their needs and prospects for employment growth;
- Fielded over 545 separate calls for various housing issues and housing information;
- Provided direct Down Payment Assistance to 1 household through the HOME program funds, using \$6,578 and leveraging over \$165,000 in private investment;
- Provided health and safety measures to daytime occupants of brownfields site upon which the new Garage was built;

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- Coordinated Small Business Administration technical assistance visit to Burgess Business Center (micro-enterprise cluster complex) in Downtown Haverhill;
- Maintained strong health, building and sanitary code enforcement in inner-city Target Area
- Begun process of filing for a Neighborhood Revitalization Strategy Area for the Lower Acre neighborhood;
- Hosted a Design Charette by the Urban Land Institute that focused on the Merrimack Street corridor of Downtown Haverhill and redevelopment prospects along the waterfront. Sponsored by MassDevelopment, this ULI event provided professional development credits to designers, architects, planners and engineers who used downtown Haverhill as a micro-case study, jointly developing a plan for the City worth in excess of \$60,000 (leveraged);
- Begun or renewed partnerships with several agencies, non-profits and departments, including: the United Way, Boys and Girls Club, Haverhill Boxing Club, Shoe City Boxing Club, Community Action, Inc., Haverhill Housing Authority, Salvation Army, Veterans Northeast Outreach Center, Career Resources Corporation, ValleyWorks Career Center, Mass Development, Merrimack Valley Workforce Investment Board, Haverhill Clubhouse (funded by Department of Mental Health), Haverhill Fire Department, and local Spanish-language congregations, bodegas and iglesias.

### **Executive Summary Response: Summary of Citizen Participation and Consultation Process (including efforts to broaden public participation) (24 CFR 91.200 (b))**

The citizens of Haverhill were advised of CDBG planning and procedures through ads posted in The Eagle Tribune and available at the Community Development Department and the City of Haverhill website home pages at [www.ci.haverhill.ma.us/departments/comm\\_development/index.htm](http://www.ci.haverhill.ma.us/departments/comm_development/index.htm) and [www.ci.haverhill.ma.us](http://www.ci.haverhill.ma.us) and through Haverhill cable television. The CDD underscores the importance of citizen participation and uses multiple modes of communication to communicate with the public about the CDBG program.

In addition, feedback was requested from various organizations active in housing and human services. This was supplemented by public meetings and hearings which were conducted for public input. In addition several interviews were conducted with organizations, seeking more specific ideas and priorities.

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The advertised area public meetings for public input were conducted at Haverhill City Hall, 4 Summer Street on the following dates:

**Haverhill: March 29, 2012**

**Haverhill: April 19, 2012**

**Haverhill: April 23, 2012**

**Haverhill: April 24, 2012**

The advertised public hearings were conducted at the following locations:

**Haverhill City Hall, 4 Summer Street: May 1, 2012**

At the meetings attendees were invited to submit data and comments by email.

The City of Haverhill had previously received oral testimony during the preparation of the 5 Year and subsequent Annual Action Plans. Input on the original 5-Year Plan and this Third Year Annual Plan was received from seniors, city department heads, community residents, public housing and public service agencies, non-profits, city councilors and beneficiaries.

Representatives from several public service agencies and City Departments informed staff of the changing services needed and offering suggestions and direction about priorities for the CDBG program.

To ensure inclusion by underserved populations, agencies and groups that serve housing and public service needs asked to identify goals. Many of the organizations serving the low-income population of the area specifically represent the underserved and thus were able to verify underserved needs as identified in the plan.

Though the Citizens Affairs Advisory Board, the City also invited proposals for specific uses of CDBG funds.

### General Questions

*Describe the geographic areas of the jurisdiction (including areas of low income families and/or racial/minority concentration) in which assistance will be directed during the next year. Where appropriate, the jurisdiction should estimate the percentage of funds the jurisdiction plans to dedicate to target areas.*

*Describe the basis for allocating investments geographically within the jurisdiction (or within the EMSA for HOPWA) (91.215(a) (1)) during the next year and the rationale for assigning the priorities.*

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*Describe actions that will take place during the next year to address obstacles to meeting underserved needs.*

*Identify the federal, state, and local resources expected to be made available to address the needs identified in the plan. Federal resources should include Section 8 funds made available to the jurisdiction, Low-Income Housing Tax Credits, and competitive McKinney-Vento Homeless Assistance Act funds expected to be available to address priority needs and specific objectives identified in the strategic plan.*

### **Program Year 2 Action Plan General Questions response:**

**1.** The geographic distribution of allocated funds will be to the Community Development Block Grant (CDBG) "target areas," as defined by the 2000 U.S. Census. These figures and this Target Area should be updated later this year, and we anticipate that the Fourth Program Year Plan should feature updated 2010 U.S. Census data. The target areas are inner city neighborhoods with an average of 51% low-moderate income, about 12% minority population, medium to high population density, and housing of which 65% is pre-1940. These include the areas known as the **Acre** (CT 2601, BG 1, 2, 3, and CT 2606 BG 2, 3), **Mount Washington** (CT2608, BG 1, 2, and CT 2609 BG 2, 3), **Highlands** (CT2602, BG 1, 2) and the **Hilldale/Broadway area** (CT 2607 BG 2).

These areas, the Target Areas, display the greatest influences of blighting conditions, including: distressed housing; disinvestment; bank foreclosures; higher percentages of non-owner occupied housing; comparatively higher crime rates; gang activity; concentrations of lower-income residents; individuals whose primary language is not English; overcrowding; and high levels of code enforcement issues.

The Community Development Department does not, at this time, know the specific locations for allocating funds through its Housing Improvement Program (HIP), as these funds are expended as eligible projects become available. Both Economic Development and HIP initiatives target residents and business owners in Haverhill's CDBG Target Area described above. However, HIP activities are no longer limited exclusively for Target Area residents, provided that the participants continue to meet all federal low-to-moderate income limitations of the program. Therefore, the Community Development Department does emergency repair work to homes of qualified low-income residents outside of the CDBG target area, primarily roof repair and other significant housing code issues. The Community Development Department also does repair work for special needs populations (elderly & disabled) and some of these projects are outside of the geographic borders of the Target Area.

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Nevertheless, Haverhill will continue to concentrate resources that benefit low-income residents in the CDBG-eligible areas where the highest concentration of low and moderate-income residents reside. We estimate that in excess of two-thirds (67%) of funds are dedicated to the CDBG target area. For affordable rental and homeownership projects and public service programs, we will support projects in all areas of the city; however, we make every effort to concentrate, prioritize and disseminate the funds to the target areas. In the case of public service programs funded with CBDG funds, every effort is made to track the addresses of clients and recipients of service; reviews of this data reveal an overwhelming usage by Target Area residents.

In Year Two, over 85% of all CDBG funding was spent within the Target Area.

The City of Haverhill recognizes the 2010 decennial Census figures will become active sometime later this year. At that point, the City will need to re-adjust the borders of the Target Area to reflect the 51% of low-income residents who reside within that future boundary.

The Target Area has been defined by the 51% rule from HUD as follows (designated in yellow):

**Table 2: HUD Defined Low Mod Percentages by Census Tract and Block<sup>1</sup>**

<b>Tract</b>	<b>Block Group</b>	<b>Low Mod #</b>	<b>Universe</b>	<b>Low Mod %</b>
<b>260100</b>	<b>2</b>	<b>809</b>	<b>977</b>	<b>82.8</b>
<b>260900</b>	<b>3</b>	<b>768</b>	<b>1011</b>	<b>76</b>
<b>260200</b>	<b>2</b>	<b>1199</b>	<b>1600</b>	<b>74.9</b>
<b>260800</b>	<b>2</b>	<b>1660</b>	<b>2331</b>	<b>71.2</b>
<b>260100</b>	<b>3</b>	<b>716</b>	<b>1059</b>	<b>67.6</b>
<b>260100</b>	<b>1</b>	<b>1160</b>	<b>1869</b>	<b>62.1</b>
<b>260900</b>	<b>2</b>	<b>642</b>	<b>1077</b>	<b>59.6</b>
<b>260800</b>	<b>1</b>	<b>1462</b>	<b>2474</b>	<b>59.1</b>
<b>260600</b>	<b>3</b>	<b>689</b>	<b>1184</b>	<b>58.2</b>
<b>260700</b>	<b>2</b>	<b>1181</b>	<b>2095</b>	<b>56.4</b>
<b>260600</b>	<b>2</b>	<b>589</b>	<b>1109</b>	<b>53.1</b>
<b>260200</b>	<b>1</b>	<b>861</b>	<b>1644</b>	<b>52.4</b>
<b>260302</b>	<b>1</b>	<b>229</b>	<b>446</b>	<b>51.3</b>
<b>261000</b>	<b>2</b>	<b>961</b>	<b>1896</b>	<b>50.7</b>
<b>260900</b>	<b>4</b>	<b>848</b>	<b>1814</b>	<b>46.7</b>
<b>260900</b>	<b>1</b>	<b>402</b>	<b>913</b>	<b>44</b>
<b>261102</b>	<b>2</b>	<b>499</b>	<b>1203</b>	<b>41.5</b>
<b>260600</b>	<b>1</b>	<b>259</b>	<b>640</b>	<b>40.5</b>
<b>260301</b>	<b>2</b>	<b>718</b>	<b>1820</b>	<b>39.5</b>
<b>261000</b>	<b>1</b>	<b>381</b>	<b>986</b>	<b>38.6</b>

<sup>1</sup> HUD Low-Mod Census Tracts 2007

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Tract	Block Group	Low Mod #	Universe	Low Mod %
260401	2	496	1313	37.8
260500	2	480	1299	37
261101	1	529	1462	36.2
260301	1	613	1742	35.2
261101	2	377	1102	34.2
261102	1	1197	3565	33.6
261000	3	411	1240	33.1
260401	1	646	1963	32.9
260302	2	437	1332	32.8
260302	1	166	520	31.9
260700	1	696	2234	31.2
260500	1	423	1525	27.7
260301	3	280	1098	25.5
260402	2	575	2297	25
260402	3	192	858	22.4
260402	1	511	2376	21.5
261101	3	250	1241	20.1
260500	3	100	535	18.7
260401	3	96	536	17.9
261101	3	65	380	17.1
260302	2	126	804	15.7

**Note:** The highlighted Blocks are eligible for area benefit designation of CDBG funds.

Summarizing the areas by census tract, we have the following:

**Table 3: Census Tract Low-Mod %**

Tract	Low Mod %
260100	68.76%
260200	63.50%
260301	34.57%
260302	30.88%
260401	32.48%
260402	23.11%
260500	29.86%
260600	52.40%
260700	43.36%
260800	64.97%
260900	55.24%
261000	42.53%
261101	29.18%
261102	35.57%

The following table lists the census tracts in terms of racial concentration.

**Table 4: Haverhill Minority Concentration by Census Tract<sup>2</sup>**

<b>Tract</b>	<b>% Minority Estimate</b>
<b>260100</b>	<b>35.8%</b>
<b>260200</b>	<b>21.0%</b>
<b>260301</b>	<b>5.0%</b>
<b>260302</b>	<b>4.3%</b>
<b>260401</b>	<b>8.6%</b>
<b>260402</b>	<b>6.7%</b>
<b>260500</b>	<b>6.5%</b>
<b>260600</b>	<b>18.5%</b>
<b>260700</b>	<b>18.4%</b>
<b>260800</b>	<b>34.6%</b>
<b>260900</b>	<b>20.2%</b>
<b>261000</b>	<b>10.0%</b>
<b>261101</b>	<b>6.2%</b>
<b>261102</b>	<b>13.4%</b>

The significant information here is that in two census tracts over 30% of the population is minority and in another two it is over 20%. These figures are expected to reveal an increase as the 2010 census figures become finalized.

**2.** The CDBG program identifies low-moderate income census tracts within the City and designates a Target Area based on this geographic boundary. The vast majority of funding is allocated to public improvements, public facilities, housing rehabilitation and down payment assistance in this area. The City also uses income, need and locations of employment (i.e. industrial or business parks) as factors in choosing which programs to fund outside of the Target Area. The following Census Block Groups constitute Haverhill's CDBG Target Area:

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<sup>2</sup> ESRI 2009

**Table 5: Haverhill Census Block Groups in CDBG Target Area**

<b>260100</b>	<b>2</b>	<b>809</b>	<b>977</b>	<b>82.8</b>
<b>260900</b>	<b>3</b>	<b>768</b>	<b>1011</b>	<b>76</b>
<b>260200</b>	<b>2</b>	<b>1199</b>	<b>1600</b>	<b>74.9</b>
<b>260800</b>	<b>2</b>	<b>1660</b>	<b>2331</b>	<b>71.2</b>
<b>260100</b>	<b>3</b>	<b>716</b>	<b>1059</b>	<b>67.6</b>
<b>260100</b>	<b>1</b>	<b>1160</b>	<b>1869</b>	<b>62.1</b>
<b>260900</b>	<b>2</b>	<b>642</b>	<b>1077</b>	<b>59.6</b>
<b>260800</b>	<b>1</b>	<b>1462</b>	<b>2474</b>	<b>59.1</b>
<b>260600</b>	<b>3</b>	<b>689</b>	<b>1184</b>	<b>58.2</b>
<b>260700</b>	<b>2</b>	<b>1181</b>	<b>2095</b>	<b>56.4</b>
<b>260600</b>	<b>2</b>	<b>589</b>	<b>1109</b>	<b>53.1</b>
<b>260200</b>	<b>1</b>	<b>861</b>	<b>1644</b>	<b>52.4</b>
<b>260302</b>	<b>1</b>	<b>229</b>	<b>446</b>	<b>51.3</b>

**3.** The primary obstacle to meeting the underserved needs of low-income and moderate-income populations continues to be the availability of funds.

Except for special populations unable to work (some elderly, some disabled and those institutionalized), the critical need remains jobs as well as housing, both of which are recovering now after the so-called 'Great Recession'.

Obstacles to meeting underserved needs include:

**Employment:** Haverhill's unemployment hovers around 7% (6.4% in April, 2012), and other local communities are even higher. Still, great progress has been made over the past year in reducing Haverhill's unemployment rate, and Massachusetts as a whole has been doing better than the rest of the nation.

When working with agencies to develop this plan, many agencies noted that a shift in clients had occurred. Previously many of the clients had no employment or sporadic employment histories. Now, individuals who previously were fully employed are seeking help. Many individuals who have been unemployed locally have been unemployed for a more extensive period of time than in the past.

Also, it is clear that the impacts of the Great Recession disproportionately affected men as opposed to women, and that is true in Haverhill as well, as many non-profits have been swamped with new male clients over the past three years. A special focus will be made by the Community Development Department and the City to address much higher unemployment levels in the building trades through our Home Improvement and other programs.

Where possible and permissible, the Community Development Department will assist the Economic Development Department in bringing jobs to the City in general and the Target Area in particular. The Department has already

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engaged the services of the Small Business Administration and the local banking community to assist small entrepreneurs in the development of local businesses in the Target Area, especially in light of the State Treasurer's 'Move Money' initiative, which moves State deposits from larger banks to smaller community banks. Pentucket Bank, for example, recently received \$5 million to loan to small local enterprises.

**Non-profit capacity:** Organizations serving these populations continue to experience *significant* reductions in funding from both governmental sources and private donations. Previous reductions in unrestricted state aid to local budgets have increased the funding shortfall, leaving many worthy and valuable programs unfunded or underfunded. In addition, Haverhill's relatively small traditional philanthropic community is being squeezed from all ends with a myriad of worthy fundraising requests. There is more need than ever for non-profits to solicit outside the city limits.

While this may be beyond the capacity of the local jurisdiction to address satisfactorily, the City is committed to continuing to work with and support public non-profit agencies including but not limited to the Haverhill Housing Authority, the City's Human Services Department, elder service organizations, homeless providers and other special needs providers in their mission to meet the needs of the underserved population of the area.

One way in which to assist the local non-profit community is through technical assistance to help them obtain grants, improve fundraising and obtain other funding. As an example, in July, 2011, the Community Development Department hosted a workshop with U.S. Census officials designed to help local non-profits pull the information they need out of the new 2010 census figures. This information will be very useful in grants, funding requests and program development and evaluation.

The City will continue to communicate with these groups as their needs change and/or the demand changes drastically over the next year. Wherever possible, the City will provide technical assistance, grant writing support when feasible and other support to providers in their pursuit of federal, state and other funding sources. For example, the Community Development Department regularly issues 'letters of support' for grants for which local non-profit groups apply (providing approximately 5-10 such letters last year).

**Housing needs:** Moreover, the City actively works with Haverhill organizations and citizens about ways to remove barriers to the development of affordable housing and promotes proven programs. It will continue these efforts in the future. Public outreach and education on home buying, financial literacy, fair housing, tenant/landlord rights and programs that prevent foreclosures will continue to be needed to address ongoing local needs in these areas. More activities in this arena are being organized with other partners, including local banks, service agencies, the State Treasurer's office, the Attorney General's Office, MassHousing, the Massachusetts

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Executive Office of Housing and Economic Development, and the Small Business Administration.

A major new obstacle in the upcoming year will be the lack of funds to address lead removal in the city's relatively old housing stock, especially for children under 6. A successful lead removal program, operated previously by the City of Lowell in partnership with the City of Haverhill, has not been re-funded and is now defunct. Federal cuts to these grant programs will make it very difficult to address lead removal in residential properties, which can be very expensive.

Without a 'one-stop' referral source for lead removal, the Community Development Department will attempt to undertake smaller lead removal projects within the confines of its Home Improvement Program (HIP). One major challenge is that the CDD cannot and will not discriminate against possible lead projects or households with young children that could be affected by lead. This HIP policy is fair but will likely result in a reduced number of projects overall and some of the applicants for HIP will require very extensive and expensive lead removal on their properties as part of the rehabilitation. This requires updated lead training and re-certification for HIP staff which is scheduled for later in 2012. Other strategies to combat this recurring lead problem are to attempt to partner with the City of Lawrence, which has its own existing lead removal grant, and to refer more applicants to the Commonwealth's "Get the Lead Out" program. Unfortunately, this program requires no more than a 50:50 debt to income ratio, which prevents many struggling participants from being able to qualify.

Another funding challenge is the sharp loss of HOME funds for the city in the upcoming year--a 37% across-the-board nationwide that amounts to an \$85,000 reduction in HOME funds in Year Three. This will have dramatic impacts on the ability of the City to provide First Time Homebuyer Assistance, Tenant-Based Rental Assistance or gap funding for affordable-housing development, just as the housing market starts to heat up.

**Infrastructure needs:** Public improvements will be geared towards infrastructure improvements, particularly streetscape and sidewalk/tree upgrades in both our Smart-Growth Transit-Oriented Development zone where automobiles are not necessarily required, as well as our Acre and Mount Washington neighborhoods. Work with the Urban Ecology Institute will With so much activity completed around the new Downtown Parking Garage, the focus will begin to shift into the Target Area neighborhoods after some remaining downtown spots are addressed.

**Transportation needs:** The CDD worked closely with the Merrimack Valley Regional Transit Authority (MVRTA) as it opened a new 315-space parking garage in Downtown Haverhill in November of 2011. The CDD will continue to work with the MVRTA and the Merrimack Valley Planning Commission (MVPC) to analyze public transportation needs and services routes

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throughout the Target Area. For example, a study is being undertaken to possibly relocate the central bus terminal in Washington Square downtown nearer to the new Garage. The implications on this for several elderly residents of the downtown need to be carefully considered. Likewise, the CDD remains an advocate for public transportation routes that serve low-to-moderate income neighborhoods and elderly housing complexes, as well as employment routes that take low-to-moderate workers to major employment and retail locations.

Working with the MVRTA and the MVPC, the City and the CDD will pursue additional 'Safe Routes to Schools,' 'Main Streets' and Bike Routes funding. The goal is to create a better system to transport Target Area residents to employment, service and education opportunities. The CDD will work with the City Council and the Mayor's Office to promote bicycle and other alternative transportation options. For example, the first new bike lane was recently painted on Water Street in the Target Area. The CDD also provided input on a debate analyzing the increase of city-licensed taxi rates and other transportation costs borne by area low-to-moderate income residents.

**Public health and recreation needs:** The CDD will continue its successful work with State agencies and other entities (foundations, utilities, businesses and Haverhill's Brightside--a city-chartered volunteer beautification group--) that are leveraging large amounts of funding for new improvements for Swasey Field, Cashman Field, Christopher Columbus Park, River Street pocket parks, Locust Street Park, the Riverwalk, and Community Gardens, all in the Target Area.

For example, under a state grant, designs for Swasey Field have already been completed, and ADA accessible restrooms and a playground have already been installed. A \$1.2 million construction project will commence in the upcoming program year for this century-old urban park that will include dozens more shade trees, new turf, irrigation, new playing fields, a pedestrian loop path, new gates, security, lighting, play equipment and a spray park in a low-income neighborhood devoid of swimming pools. \$100,000 in CDBG Public Improvement funds (from prior year's unobligated funds) is directly leveraging \$1.1 million in Gateway City Parks grant funds for this transformational project.

In another example, electrical infrastructure upgrades to Christopher Columbus Park made possible a state-funded (Cultural Council-funded) free concerts and performing arts series in the Target Area last year and again this year.

These sorts of park upgrades will enhance the quality of life in the Target Area and promote healthy lifestyles, personal enhancement, and fight a growing obesity problem throughout the Target area.

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4.

The City anticipates the following sources of funds:

**Table 6: CDBG Grant and Other Leveraged Resources 2012-2013**

Funds Activity	Federal							State		Local	Total
	CDBG	CDBG Program Income & Prior Year Unobligated \$	McKinney Vento (CofC)	NSHC HOME Allocation	HUD funds for PH and HCV	NSP	DOE	DHCD funds for PH and MRVP	Other-Mass Works + Gate Way Parks	Private Invest.	
Housing Rehabilitation	\$374,000	\$5,000		\$125,136	\$1,600,000	\$700,000		\$50,000		\$650,000	\$3,504,136
Public Service Programs	\$129,000										\$ 129,000
Public Facilities and Infrastructure Improvements	\$ 50,034						\$237,500		1.2m + \$1.1 m		\$ 2,587,534
Economic Development	\$71,000										\$ 71,000
Demolition/Clearance	\$ 3,200										\$ 3,200
Code Enforcement	\$82,000										\$ 82,000
Homeless			\$988,439								\$ 988,439
Administration Costs	\$174,750										\$ 174,750
Unallocated and Contingency		\$50,000					\$100,000				\$ 150,000
HHA Vouchers					\$3,068,000			\$223,000			\$3,291,000
HHA Public Housing								\$343,000			\$ 343,000
<b>Total Funds</b>	<b>\$883,984</b>	<b>\$55,000</b>	<b>\$988,439</b>	<b>\$125,136</b>	<b>\$4,668,000</b>	<b>\$700,000</b>	<b>\$337,500</b>	<b>\$616,000</b>	<b>\$2.3m</b>	<b>\$650,000</b>	<b>\$11,324,059</b>

## Managing the Process

*Identify the lead agency, entity, and agencies responsible for administering programs covered by the consolidated plan.*

*Identify the significant aspects of the process by which the plan was developed, and the agencies, groups, organizations, and others who participated in the process.*

*Describe actions that will take place during the next year to enhance coordination between public and private housing, health, and social service agencies.*

### **Program Year 3 Action Plan 'Managing the Process' response:**

**1.** The City of Haverhill has developed its Five Year Consolidated Plan, facilitated with its Community Development Department (CDD) serving as the lead agency in collaboration with the volunteer board, the Community Affairs Advisory Board (CAAB), as authorized by the Citizen Participation Plan. The CAAB, in turn, make recommendations to the Mayor to fund local non-profits who act as sub-recipients for the purpose of providing the public services portion of the CDBG budget.

The largest share of the budget for the administration of the Annual Plan is the Home Improvement Program (HIP). This program is administered internally by professional CDD staff.

This Consolidated Plan identifies priority needs and proposed activities that the City will undertake to: provide a suitable living environment; strengthen infrastructure; protect the environment; provide decent, affordable housing; guarantee fair housing for all persons; help the homeless in a continuum of care; provide economic development tools to micro enterprises and businesses servicing the low-income residents; assist English language learners; promote public health; ensure greater neighborhood safety; encourage greater access and use of available programs, services and resources; and generally improve quality of life in targeted neighborhoods. Most proposed spending of HUD dollars will occur in the lowest income census block groups (see Table 2), referred to as the CDBG Target Area.

Other City agencies and consultants are also involved in playing out lesser roles in the administration of the Consolidated Plan.

**2.** During the Citizens Participation part of the planning process, the City of Haverhill held two public meetings specifically tailored to hear presentations of local service providers seeking funds from the current Action Plan Year. These meetings were held at Haverhill City Hall, (4 Summer Street, Haverhill) on April 23 and April 24, 2012. The Community Affairs Advisory

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Board was present and based its decisions for funding on these meetings. All meetings were open to the public.

Additionally, the April 19, 2012 meeting served as a public hearing where public input was sought. The second of the two public hearings was held on May 1, 2012 in City Hall, Haverhill before the Haverhill City Council.

The City solicited the input of various private and non-profit groups who work in the housing and local services sector. Agencies, groups, organizations and others who participated in the Consolidated Planning process include local non-profit service providers, Housing Authority Board members, residents, business leaders/CEOs and others (see list in 'Public Participation').

3. In order to get a comprehensive view of the needs and strategies required to address the social, economic and physical barriers for low- to moderate-income citizens, the City of Haverhill has established on-going communications with local jurisdictions, social service agencies and housing organizations. The City will continue to meet with others to enhance coordination between the public and private housing, health and social service agencies.

For example, the City of Haverhill is participating in a new regional effort entitled the 'Merrimack Valley Health District' with the cities of Lawrence and Methuen, which will share supplemental state-funded nursing, inspectional and legal resources to fill gaps in public health and code services, especially with sensitive populations or low-to-moderate income populations across the region. In Year Three, areas of focus will include immunizations, summer camp and mobile food cart inspections, housing court complaints, local disease analysis and mapping, clinics, and public health education on topics such as tobacco usage, obesity, asthma and heart disease. This regional planning effort will leverage state financial support for additional public health infrastructure for another four years.

In Year Three, the City, through the leadership of the Community Development Department, will revive the dormant 'Haverhill Housing Partnership,' which has traditionally convened around the issues of fair, affordable and diverse housing, shelter issues, service coordination and housing development. Issues including inclusionary zoning, landlord/tenant rights and local housing ordinances need to be addressed and updated. The CDD has been a key participant heretofore in the Haverhill Housing Partnership as well as the Haverhill City Council, along with the Haverhill Housing Authority and several service providers and key shareholders.

The CDD is working more closely with the Haverhill Housing Authority (HHA) on a number of projects and initiatives, especially since reopening the Mount Vernon housing complex of 18 units (a Neighborhood Stabilization Program project). CDD staff continues to attend more HHA Board meetings, examining the HHA budget for linkages and opportunities to expand housing and programs. In Year Three, a relevant and official Section 3 Policy will be

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jointly created and adopted with the HHA that will not only get the city and HHA federally compliant, but also spur Section 3 enterprises starting with recycling in and maintenance of HHA properties.

In addition, through active involvement with the North Shore HOME Consortium, the CDD works to coordinate public and private housing opportunities for those who are low-income or have special needs. This comprises one of the main areas of focus and coordination for the CDD, and involves many local stakeholders, including numerous non-profit housing developers.

Working closely with the City's Brownfields Steering Committee, the CDD has been enhancing coordination with the redevelopment of contaminated properties in the inner, formerly industrial core of the City for economic development or housing projects. Many notable former Brownfields projects are now housing, including the 58-unit Hayes at Railroad Square, and the 305-unit Hamel Mill Lofts apartments-- with a sizable number (>20%) of these affordable units. Ongoing brownfields assessment work continues into Year Three at the 10 unit Housing Support Inc. project at the former Hooker-Howe factory and at the YMCA's Wadleigh House demolition and reconstruction site.

The CDD will continue strong linkages with the Merrimack Valley Workforce Investment Board (MVWIB) and ValleyWorks, the local One-Stop Career Center, for employment connections for unemployed, underemployed and youth residents, especially in Target Area. The Career Center can also offer employer assistance to local businesses in the Target Area in terms of screening applicants and hiring, etc.

One area of concern in Year Three will be to have the Career Center conduct local hiring clinic for local employers in the Target Area where low- to moderate income populations can access them. The rise of temp agencies as a means for employers to hire has often indirectly excluded many Target Area residents from employment opportunities for which they might be qualified. This is a problem that needs to receive particular focus as the employment atmosphere improves in Haverhill.

The CDD is working more closely with Haverhill's Brightside, which is a city-chartered volunteer-led beautification and environmental advocacy group. This group, among other things, manages 'adopt-a-park' and 'adopt-a-traffic island' efforts, Earth Day cleanups, pocket park development and maintenance, ancient burial grounds and community gardens. Among the most significant of Brightside's efforts is the annual 'Haverhill Goes Green' festival, which was held in the Target Area for the first time this past year at G.A.R. Park. This is an opportunity for Target Area residents to learn about farmers markets, urban ecology, healthy products and nutrition and household energy savings tips. The CDD hopes to increase its efforts in Year

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Three with Brightsides to continue to focus this event on Haverhill's low- to moderate income population.

The CDD is an active participant the North Shore 'Continuum of Care' Alliance, which is a coalition of regional homeless service providers. Haverhill is the largest single community participating in this coalition, and works to coordinate shelter care initiatives with Emmaus, Inc., the Veterans Northeast Outreach Center, and others providers. The CDD works to coordinate the annual Homeless Census Count, and supports the efforts of local non-profits to access assistance through the Continuum of Care and other organizations. This past year, the CDD supported the efforts of Veterans Northeast Outreach Center to access \$163,000 in bonus pool funds from the Continuum to help provide homeless services. Emmaus also received more than \$675,000 in McKinney funds this past year through the Continuum.

A focus in Year Three will be developing programmatic linkages with the Haverhill Public School System's McKinney-funded staff to align the interests of housing and educations, primarily for transient families and homeless youth. Given increases in education funding and reductions in housing funds such as HOME funds, this seems to be a good strategy to add to the funding for housing issues.

Through the Citizens Affairs Advisory Board (CAAB), the City and the CDD receive input from local non-profits provided public services including food, shelter, basic needs, housing rehabilitation, heating assistance, counseling, advocacy, tutoring, job training and literacy among other services. This is the result of much dialog with the city's non-profit providers. In Year Three, the CDD plans to work with the United Way to develop additional capacity, linkages and efficiencies for these non-profits as well as better program evaluation of these entities.

Also, in Year Three, the CDD will work closely with other City agencies and the Attorney General's office in terms of compiling lists of foreclosed, vacant and dilapidated buildings. This includes the Health and Inspectional Services Office, the Fire Department, Police Department, Assessor's Office, Treasurer's Office, and Mayor's Office. This will result in long-term code-deficient properties being referred to the Attorney General's office for possible receivership.

Finally, the CDD will directly engage and strengthen relationships with some new entities which the City has not developed strong linkages in the past, including the Department of Mental Health Clubhouse, the Department of Children of Families, the Boys and Girls Club, Haverhill Boxing Club, Shoe City Boxing Club, the Haverhill Public Schools, the Tilton School Title I mentoring program, and Department of Developmental Disabilities, Somebody Cares New England, Sarah's Place, and local churches, among others.

## Citizen Participation

*Provide a summary of the citizen participation process.*

*Provide a summary of citizen comments or views on the plan.*

*Provide a summary of efforts made to broaden public participation in the development of the consolidated plan, including outreach to minorities and non-English speaking persons, as well as persons with disabilities.*

*Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.*

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

### **Program Year 2 Action Plan Citizen Participation response:**

#### **Statement of Policy**

The City of Haverhill has a thorough and extensive community process that is employed for all projects undertaken with CDBG funds. The City consistently seeks to include the input of Haverhill residents in all aspects of its community development initiatives, from the initial planning, to project and program implementation to reporting and assessment of accomplishments. The effectiveness of this process is pivotal to the delivery of needed services and programs while also ensuring that the overarching direction of the Community Development Department's work is consistent with residents' expectations and is responsive to neighborhood concerns.

The City encourages resident participation at all stages of the planning process. From the drafting of the Consolidated Plan to the filing of the annual Performance Evaluation Report, the City hosts public meetings, accepts and incorporates resident input, and holds special hearings when, and if, substantial amendments are necessary.

The City works in an ongoing basis with local nonprofits and community partners in encouraging the participation of the residents they work with directly, including many low and moderate-income residents who are the primary targets of HUD funded programs.

The focused planning and resident participation component of the Plan takes place within a comprehensive framework at the local level. Housing and homeless needs assessment, the 'Continuum of Care' process, and housing market analysis are strategic components of the Plan. The collaborative process for a unified Plan is accomplished by consistent consultation and

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coordination with numerous agencies and individuals representing service and housing fields as further detailed below.

Several public hearings are conducted throughout the CDBG funding cycle. These hearings are posted in various public places as well as distributed to current CDBG recipients and placed on the City of Haverhill's web site to motivate all interested persons to attend the public hearings.

The City of Haverhill also encourages citizens of the City to participate in the development of any substantial amendments to the Consolidated Plan and required Consolidated Annual Performance and Evaluation Report (CAPER).

### **Public Meetings in Development of the Annual Action Plan**

The planning and citizen participation activities for the plan utilize community outreach meetings. These meetings are conducted for the purpose of soliciting public comment and include information for project proposals relative to community needs and program priorities for the plan. Groups active in areas which use or could use resources were made aware of the process by direct outreach and public notices. Many different organizations and agencies were sought for input on their perception or knowledge of needs and their priority ranking of those needs, for the purposes of planning.

Through the CDD and the Mayor's weekly Office Hours, there are constant opportunities for the general public to brainstorm and discuss priority needs for the City for the coming years.

Public hearing minutes are available upon request and comments received (if any) are summarized in the section below.

In addition to these broader public forums, additional technical assistance is provided to assist organizations with the preparation of proposals for funding. Such a technical assistance session was offered to non-profits and new possible applicants for CDBG funding on the evening of April 12, 2012.

Public meetings concerning the Community Development Annual Plan and Budget were conducted were as follows:

The advertised area public meeting(s) for public input were conducted at Haverhill City Hall, 4 Summer Street, on the following dates:

**Haverhill: March 29, 2012—Public hearing**  
**April 23, 2012 (before CAAB)**  
**April 24, 2012 (before CAAB)**  
**May 1, 2012 (before City Council)**

The second Public Hearing occurred on **May 1, 2012** before the Haverhill City Council and was intended to solicit input on the draft Annual Action Plan as compiled by the CDD.

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Each proposal received is reviewed and tested against HUD's eligibility criteria. CDD staffs evaluate the requests for funding and make recommendations based upon eligibility, need, past performance, and consistency with the City's goals. The proposals are then presented to the Community Affairs Advisory Board and reviewed by the eight presiding members. A summary of the proposals and a preliminary budget is prepared and brought before the Mayor to be finalized and adopted.

The plans, including a detailed description of all projects to be funded, along with the proposed budget, are used to prepare the Annual Action Plan. These Plans are made available at the offices of the Department of Community Development, Room 309 in the Haverhill City Hall, as well as online at [www.ci.haverhill.ma.us](http://www.ci.haverhill.ma.us) and at the Haverhill Public Library.

### **Organizations and Municipal Departments Contacted and Consulted in Preparation of the Plans**

In addition to meetings, organizations were contacted as described in the prior section – Managing the Process.

Organizations contacted, interviewed or attending meetings were:

#### City Offices and Departments

School Department  
Public Works  
Engineering Office  
Mayor's Office  
Planning Department  
Health and Inspectional Services Office  
Haverhill Public Library  
Haverhill Police Department  
Haverhill Fire Department  
Haverhill City Council

#### Other Public Organizations

Haverhill Housing Authority  
Merrimack Valley Planning Commission

#### Nonprofit Organizations and Agencies

Emmaus, Inc.  
Bethany Homes  
Career Resources Corporation  
Catholic Charities  
Open Hearts Ministries  
Salvation Army of Haverhill  
Rebuilding Together of Greater Haverhill

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Elder Services of the Merrimack Valley  
North Shore YMCA, Haverhill location  
Haverhill Boys & Girls Club  
Haverhill YWCA, in affiliation with the Greater Lawrence YWCA  
Haverhill Boxing Club  
Shoe City Boxing Club  
Haverhill (DMH) Clubhouse  
Veterans Northeast Outreach Center  
Community Action, Inc.  
Team Haverhill  
Creative Haverhill  
Iglesia Puerta de Esperanza  
All Saints Parish  
Sacred Hearts Parish Food Pantry  
Somebody Cares New England

### Businesses

Pentucket Bank  
Bank of New England  
NMTW Credit Union  
Burgess Micro Business Center  
Downtown restaurants (Keons, George's, Peddler's Daughter, Essex Street Grille, Wicked Big Café, Kruegers/Olivias)  
Greater Haverhill Chamber of Commerce  
Wingate Street Arts District merchants

**2.** During the public hearings and planning process, the City received many comments which were used to shape the priorities. The CDD took the proactive approach of mailing a survey to the clients of the Homeowner Rehabilitation Program (HIP) in order to gauge their satisfactions with the results of the program for their households and also to solicit their opinions on other city priorities. The CDD has mailed this information to clients of HIP throughout the last six years. The response was very enlightening for our program and helped the department shape this Plan.

For example, some critical comments about the management and policies of the HIP program were quite enlightening and led directly to internal changes in the manner in which jobs are bid, overseen and paid. For instance, pictures of work undertaken will now accompany invoices for payment. No blank unit quotes will be accepted for a project. A list of 'house rules' will be made clear to contractors at the beginning of a project. Homeowners will be made further aware of their rights to have a contractor(s) replaced at any point in the project or process. All of these procedural and policy changes should strengthen the HIP program, and make it more transparent and provide greater protections for homeowners, contractors, staff and taxpayers. It should be noted that feedback solicited for the CDD made these improvements possible.

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**3.** A concerted effort is made to increase the participation of low- and moderate-income persons. Particular efforts are made to encourage participation by residents of predominantly low- and moderate-income neighborhoods. The CDD has also, in specific occasions, sent in Public Service Announcements (PSAs) to Spanish-language radio and print media outlets locally, such as RUMBO or SIGLO 21. This practice will increase over the next year.

If, at any time, it is anticipated that a significant number of non-English speaking residents can be reasonably expected to participate in public meetings or participate in the planning and evaluation process of the Consolidated Plan, an interpreter will be secured. Also, the hearings will be held at times and locations convenient to potential and actual beneficiaries, and with the accommodations for persons with disabilities.

A key strategy is to work closely with social service, housing and economic agencies in the City. These agencies serve as communication conduits to many of these populations, due to their established relationships with their clients and other agencies which serve minority, disabled and non-English speaking persons.

The City has always involved local organizations which have specific ties to or whose members comprise minority, non-English speaking or disabled persons. Sources utilized for this plan which fall into these categories are as follows:

- All City non-profit organizations;
- Most jurisdiction-based public service agencies;
- The City's CHDO organization;
- Haverhill Housing Authority;
- City social service departments;
- Faith-based organizations;
- Haverhill Public Library;
- Municipal and provider Web Sites;
- Posted Public Notices in Haverhill City Hall
- Advertisements/notices in RUMBO

Outreach to the general public is made via legal ads placed in the City's local paper, broadcasting on the City's local cable station and postings to the City's web page. Local Spanish language media will continue to be utilized on an expanded basis.

In Year Three, the CDD will embark on a strategy to utilize the revolutionary boom in social media to communicate, spread information about programming, and highlight the use of CDBG funds as they make a difference in the community. This will likely be done via Twitter or possible Facebook.

**4. Provide a written explanation of comments not accepted and the reasons why these comments were not accepted.**

The City of Haverhill has made a good faith effort to incorporate the comments and various feedback received during the preparation and submission of the plan. Financial resources are limited, more than at any point over the past two decades, therefore not all needs identified can or will be addressed. The cap of 15% for public services also further restricts the City from providing resources to necessary, valuable public services to low and moderate income and special needs populations. The citizen participation process including the schedule of meetings, consultations throughout the year, and public hearings, were conducted and publicized to maximize participation and feedback. All comments were considered in the preparation of these plans.

Other than the concern of homeowners and City Council about the nature of selecting and monitoring private contractors working for the HIP (addressed above), there were no other comments on the plan, and as a result there are no responses to be documented.

As noted in item 2 above, the public hearing and meeting comments received were addressed and/or incorporated into the Plan.

## Institutional Structure

*Describe actions that will take place during the next year to develop institutional structure.*

**Program Year 2 Action Plan Institutional Structure response:**

1. In addition to the Department of Community Development and Planning staff administering the CDBG funds, Haverhill is fortunate to have a number of service providers in the area to provide much-needed services to Haverhill residents. As financial resources have dwindled over the years, these providers have consolidated their services, so there is very little overlap. The primary gap to meeting the unmet needs is the limited funds received through the CDBG program.

Strengthening such an infrastructure locally will be a continued focus post-Recession. Reinstating strong neighborhood groups would assist tremendously. Many previous neighborhood groups have withered, leaving many neighborhoods underrepresented or previously disinvested. The CDD will work with the Mayor and other agencies to help revitalize neighborhood groups and associations; these organizations will better determine needs and priorities for the CDD in the future.

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A key to the effort will be the CDD's effort to file for an approved Neighborhood Revitalization Strategy Area (NRSA) in Year Three for the Lower Acre Neighborhood. One of the many goals of this effort will be to establish more coherent neighborhood groups and better solicit community feedback that will help direct the future focus of CDBG funds for the City. One key has been the Mayor's push to add Hispanic/Latino representation to the CAAB and other boards. Haverhill's minority population is often not reached best through traditional means, so new outreach efforts are required.

With several retirements and staff turnover over the past year or more, the capacity of the CDD has been challenged. At the same time, funds have been either cut or level-funded in various federal, state or locally-funded provided. This has required very prudent analysis of what services and tasks to outsource and what to accomplish in-house. As noted before, linkages with other resources-- such as the Attorney General's Office, the SBA, MassDevelopment, Urban Ecology Institute, Community Action, Inc., Emmaus, Inc., or other city departments, for example-- have been critical in assisting the CDD in getting its mission accomplished.

Institutional structure has been bolstered by new grants and funds that are sought and obtained by the City and the CDD to assist in our overall mission.

The Economic Development mission of the CDD has been bolstered with the addition of McClure Planning as a consultant providing economic development data and planning expertise focused in the section of Downtown Haverhill decimated by Urban Renewal and subsequent economic downturns.

Year Three will feature the hiring of new support staff in the CDD, which will greatly assist Institutional capacity. New technology and tracking systems based on the City's BudgetSense financial software system, to be implemented in Year Three, will also improve transparency and reduce redundancy in the CDD's fiscal operations.

## Monitoring

### **Program Year 2 Action Plan Monitoring response:**

**1.** *Describe actions that will take place during the next year to monitor its housing and community development projects and ensure long-term compliance with program requirements and comprehensive planning requirements.*

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The City of Haverhill's accomplishments are reported in the HUD-required Consolidated Annual Performance and Evaluation Report (CAPER) due on October 1 of each program year. The CAPER is available for public comment and is advertised in local newspapers. In Year Three, the CDD needs to do a better job in preparing the CAPER and soliciting public feedback for it through a variety of means.

The City performs an ongoing monitoring process in compliance with HUD regulations. The purpose of the monitoring process is to evaluate performance with regard to: meeting goals and objectives; compliance with HUD rules; regulations and administrative requirements; timely use of funds; and prevention of fraud and abuse of funds.

The Community Development Department oversees all CDBG funds. The CDD allocates CDBG funds on a project specific basis and on a geographic basis.

The funds allocated geographically are for economic development activities for businesses in low to moderate income areas (i.e. the façade program or Creative Haverhill activities to support low-income artists) and to assist micro-enterprises in the Target Area.

In the case of Homeowner Improvement Program (HIP) funds, low- and moderate-income residents (with income under 80% of median income) are the sole eligible applicants to the program. The program will assist elderly residents city-wide on an emergency basis to replace a component of their house that would otherwise make the home uninhabitable. The HIP also works with disabled residents of the City to fund repairs and upgrades that make the home accessible to their needs. The program has been expanded in Year Two to include more income-eligible residents outside of the Target Area.

In concert with the internally-run HIP, the CDD provides funds to the local chapter of volunteer-based Rebuilding Together, in order to further their mission of allowing homeowners to remain in their homes by repairing health and safety violations as well as building code corrections.

For all funds, organizations are invited to submit proposals, which are then evaluated in terms of the Five Year Plan priorities and community needs.

For the HOME Program, the North Shore HOME Consortium selects projects on a regional competitive basis, some of these projects are in Haverhill. The City also makes its own funding decisions with its own local share of HOME funds, which is dwindling down to \$126,000 in Year Three. The City and CDD has prioritized the development of new units of affordable housing for these funds, as opposed to renovation of existing housing or tenant-based rental assistance. The CDD, which is the local administrative arm for the

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Consortium, is subject to mid-year and year-end monitoring for each of its sub-recipients under the HOME Program. Haverhill works closely with the sub-recipients collecting information on tenant incomes annually, and inspecting properties once every second or third year, depending on the size of the project.

During the process of monitoring, the City will review the process and make necessary changes over the next five years. The City recently completed its internal monitoring of the prior Program Year, undertaken by the City's outside auditors (Giusti and Hingston, LLC).

The City continues to generate geographically-coded data such as property values, home sales prices, foreclosure rates, un/employment data, the number of derelict properties or other blighting influences in certain sections of the City. The City makes this data available to its sub-recipients. The City also collects data from the sub-recipients when those sub-recipients generate data that is specific to a population, such as homelessness and the number of emergency shelter beds needed on a seasonal basis. This data is used in the context of monitoring for a particular sub-recipient based upon their contract and their performance measurements. To give a specific example, more coordinated data collection for the Annual Homeless Count will be a priority for Year Three.

Each year when the City accepts applications for new CDBG funds, applicants are required to complete a form, which requests specific information on primary beneficiaries of the intended project, number of minority persons served, target population/s and service needs.

In particular, applicants are asked to disclose information regarding techniques used to identify, assess and reach target populations as well as commenting on the goals and objectives of the proposed project/s. All applicants are required to closely match their project to one of the Priority Goals that the City has set out in its Consolidated Plan. Module forms reporting race and ethnicity and number of people served are required, along with invoices, before payment.

Internal auditing of Community Development Block Grant projects also provides a system for performance measurement. Project directors and sub-recipients are asked to relay information on anticipated goals of the project and identify actual measurable accomplishments including timeliness of expenditures. This occurs whenever a sub-recipient requests payment.

The CDD performs sub recipient monitoring on an annual basis, either by desk audit or by site visit to ensure that funds are used in accordance with all CDBG program requirements. Program agreements are sent out to the sub-recipients prior to the beginning of the fiscal year and signed by representatives of the sub-recipient and the CDD. A Scope of Work is appended to the agreement to delineate the proposed number of clients for

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each activity. The CDD determines adequacy of performance under the sub-recipient agreements and procurement contracts and takes appropriate action to address performance problems.

CDD staff, in concert with review by the Community Affairs Advisory Board, conducts an annual risk assessment of sub-recipient organizations and programs. Factors considered during the review include:

**Performance** – indicators include low production, excessive staff turnover and significant change in agency goals.

**Program complexity** - organizations that receive a large amount of CDBG funds are given priority for on-site visits.

**Recent problems** - complaints or inability to perform services as outlined in the program agreement.

**Previous Monitoring**- findings or concerns are not addressed.

Based on an evaluation of the above factors, agencies are selected for site visits which are conducted by CDD staff and/or consultants. In Year Two, this work shifted from outside consultants to in-house staff, for both staff edification and budgetary savings in Administration costs.

All sub-recipients will be completed with the monitoring of their contracts by the beginning of the new program year. Prior to any monitoring visit, the monitor reviews all documentation such as application for CDBG funding, written sub-recipient agreement, beneficiary reports, invoices and previous monitoring letters. During the monitoring visit, sub-recipients' administrative, financial and programmatic operations are reviewed. Following the visits, findings are summarized in a monitoring letter to the sub-recipient from the CDD.

Previous sub-recipient performance is a major factor in CDD or CAAB recommendations for city/mayoral decisions regarding award of funding. The City has a process which uses sophisticated outcome measures as recommended by HUD. The City requires sub-recipients to provide some of the required HUD data. Currently all sub-recipients are required to provide quarterly beneficiary reports. Individual surveys of program participants are sometimes done to verify that specific activities produced promised or desired results. Again, this step is usually required by the sub-recipient in order to obtain payment for services.

Currently, the City requires applications for new CDBG funds to include specific information on primary beneficiaries of the intended project, number of minority persons served, target population and service need. In particular, applicants are asked to disclose information regarding techniques used to identify, assess and reach target populations as well as commenting on the goals and objectives of the proposed project.

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Internal auditing of Community Development Block Grant projects also provides a system for performance measurement. Project directors are asked to relay information on anticipated goals of the project and identify actual measurable accomplishments.

### **Specific Elements of Monitoring**

As part of its performance assessment, the City of Haverhill will review the following:

**Progress towards Goals:** An audit of individual activities funded with CDBG funds will be conducted. Results will be reviewed by staff to determine if the agency is operating its programs in accordance with generally accepted accounting principles;

**Timeliness of Expenditures:** The City of Haverhill's CDD has worked diligently to meet the timeliness requirement. All projects underway or completed; expenditures are reviewed for timeliness. The City will continue to review this and other program requirements to ensure compliance;

**Consolidated Plan/One Year Action Plan:** In developing the plan, a review of the City's goals and objectives will be undertaken;

**Code Compliance:** To insure long-term compliance with housing codes for CDBG-funded projects, the staff will annually perform any certifications or on-site inspections necessary;

### **Monitoring Schedule**

#### **Quarterly beneficiary data reports from sub-recipients that include:**

- Number of people served during the quarter;
- Number that meet income guidelines;

#### **Annual site visit includes:**

- Examination of Sub-recipient records;
- Reviewing accuracy of written reports;
- Verifying compliance with CDBG requirements;
- Verifying compliance with program goals;
- Conformance of properties to building codes both short and long term;
- Conformance to the relevant OMB circular.

### **On-Site Monitoring Process**

The CDBG staff will notify each sub-recipient when it will be monitored with an on-site visit. This process will consist of the following steps:

- The agency will be notified of the upcoming visit. A date and time will be mutually established;
- Prior to the visit, the staff will review the agency's past monitoring reports, audits and responses, and any performance reports submitted by the agency;
- During the review, the staff will inspect a representative sampling of program files and relevant financial documents including ledgers, invoices and disbursements for compliance with CDBG requirements.

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The staff will review the following areas to ensure that:

- Program guidelines are in place and are being followed;
- Accounting and financial management procedures, including internal control systems, are in place;
- Personnel policy & procedures are in place;
- Project goals and objectives are being met and if the project is on schedule. The project is serving the projected number of people and the intended client group;
- Eligibility determinations are in place. Selected households are income eligible and a system is in place to maintain personal privacy and confidentiality;
- Required reports are accurate and submitted on a timely basis.

The monitoring visit is also an opportunity to provide technical assistance to sub-recipients.

### **Monitoring Report**

The monitoring staff person will prepare a written response if there are areas of concern after the visit. Areas needing improvements will be discussed and specific deadlines will be set for any necessary responses.

Following the site visit, a monitoring letter is sent to the sub-recipient within 30 days providing feedback about their performance. The monitoring letter identifies the areas monitored, conclusions reached and actions required, along with dates when a resolution is expected. If sub-recipients are found to be out of compliance, staff from the CDD will work with the service provider to bring them into compliance. If issues are identified that need attention, a follow-up site visit will be scheduled within 90 days.

Staff ensures that evidence of these reviews is maintained on file and available for HUD staff to examine.

### **Performance Measurement System**

The City of Haverhill's CDBG Performance Measurement System provides the Department of Housing and Urban Development (HUD) and citizens of the community with an accounting for the results of the expenditures of public funds towards achieving the strategic goals and objectives of the CDBG program. These accomplishments are reported to HUD on the Integrated Disbursement Information System (IDIS) and annually in the Consolidated Annual Performance and Evaluation Report (CAPER).

The components of the City's Performance Measurement System have been developed with the guidance of CPD Notice 03-09, "Development of State and Local Performance Measurement Systems for Community Planning and Development Formula Grant Programs and HUD Final Rule 24 CFR Parts 91 and 570 Consolidated Plan Revisions and Updates."

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The City's CDBG Performance Measurement System is outlined in the following steps.

1. A needs assessment is initiated during the development of the Five Year Strategic Plan. Long-term, multi-year goals and objectives are established to address these needs. Short-term, annual goals and objectives are stated in the Annual Action Plans developed during the each year's planning process.
2. Inputs, such as funding, staff, equipment and supplies, are the resources allocated to and utilized by the proposed programs to accomplish the objectives. Inputs and the budget are detailed in the Narratives Section, Statements of Objectives, Needs Tables and Projects Sections of the Plans.
3. Activities are what the program does with the inputs to meet the objectives of the program or fulfill its mission.
4. Outputs are the products of a program's activities. Outputs are usually measured in terms of number of units as the number of low- and moderate-income households served, number of units rehabilitated, linear feet of curb and sidewalk installed, or the number of jobs created or retained.
5. Outcomes are benefits that result from an activity. Indicators that are used to measure outcomes include improved quality of life for program participants, neighborhood revitalization, increase in affordable housing, reduced energy costs as a result of implementing Energy Star building standards or the number of businesses utilizing the storefront improvement programs. Activities, outputs and outcomes are described in tables in the Plan Narratives, Needs Tables and under the Projects section of the Plans.

### **Davis Bacon Compliance**

In addition, staff oversee federally-funded projects which require Davis Bacon compliance. City agreements include all necessary information that must be included in a sub-recipient's contract for construction projects including:

HUD Form 4010 – Federal Labor Standards Provisions;  
U.S. Department of Labor Payroll forms;  
the appropriate wage determination;  
a copy of the "Notice to All Employees" poster, to be posted at job site;  
a copy of the "Contractor's Guide to Prevailing Wage Requirements for Federally-Assisted Construction Projects", which is to be provided to the prime contractor.

Staff conduct site visits, conduct employee interviews and check the weekly payroll forms for accuracy and compliance.

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Davis-Bacon compliance was a key component of the monitoring of the streetscape and construction activity around the new Railroad Square Parking Garage. For example, a discrepancy was noted as a result of CDD desk monitoring that the "Equipment Operator/Foreman" on the project was underpaid for Essex County rates. This led to a small correction and adjustment (upward) in wages for the individuals who held that position during the project.

In Year Three, diligent Davis-Bacon compliance will continue, especially on public improvement and construction projects. This process needs to start with having Davis-Bacon requirements listed in city bids for projects which utilize any degree of CDBG (or NSP) funding.

### **Section 3 Compliance**

The purpose of Section 3 of the Housing and Urban Development Act of 1968 is to provide economic and employment opportunities to low-and very-low income individuals to the "greatest extent feasible" and businesses that are majority-owned by Section 3 residents or whose permanent, full-time employees are 30% Section 3 residents or are businesses that contract in excess of 25% of subcontracts to such Section 3 businesses. Recipients of HUD funds in excess of \$200,000 and individual contracts or subcontracts in excess of \$100,000 are subject to Section 3.

If the CDD issues a contract in excess of \$100,000, it will require a Section 3 plan from the contractor and will monitor that plan to ensure that businesses used and individuals hired, are used to the greatest extent possible as delineated in that plan.

Unfortunately, research undertaken in Year Two reveals that neither the City nor the Haverhill Housing Authority has an active Section 3 Plan on file. In addition, there exist no Section 3 business concerns that would be affected in any positive sense by such a Plan. Development of such a plan with the HHA is a major CDD goal of Year Three. The CDD will work with the HHA as there may be potential Section 3 businesses that could greatly benefit from this activity. There were only a couple of activities undertaken by the CDD that would have met Section 3 guidelines-- however, there are no actually-designated local Section 3 business enterprises to take advantage of these situations. Fields such as cleaning, trash/recycling, minor construction, landscaping and contracting may be potential business opportunities for new Section 3 enterprises.

CDD staff attended training in Year Two on Section Three in order to better learn about this requirement and how to best meet it in the near future.

## **Fair Housing Compliance**

The City's Fair Housing Officer (also the Community Development Director/Economic Development + Planning Director) enables residents and/or property owners with questions, issues or complaints associated with applicable Fair Housing laws and requirements to access the technical services of the Fair Housing officer. The Fair Housing Officer is charged with ensuring that education about fair housing is conducted and to manage complaints which might be received. In addition, in its monitoring of providers, the CDD reviews Fair Housing procedures.

Though outreach and dissemination of Fair Housing materials and with its in-house catalog of materials, the CDD serves as a Fair Housing information repository. All Home Improvement Program and First-Time Home Buyer participants are given Fair Housing materials as well.

In Year Three, the CDD intends to distribute Fair Housing materials in a more strategic manner, posting these materials in English and Spanish in bodegas, laundromats, fast food establishments, supermarkets, the Library and social services agencies in addition to usual outlets.

The Haverhill Landlords' Guild, which meets bi-monthly, will also be given these materials so its members might best understand their legal obligations.

## **Lead-based Paint**

*Describe the actions that will take place during the next year to evaluate and reduce the number of housing units containing lead-based paint hazards in order to increase the inventory of lead-safe housing available to extremely low-income, low-income, and moderate-income families, and how the plan for the reduction of lead-based hazards is related to the extent of lead poisoning and hazards.*

### **Program Year 2 Action Plan Lead-based Paint response:**

A new regulation promulgated by the U.S. Environmental Protection Agency took effect on April 22, 2010 that required contractors working in homes built prior to 1978 be certified in the safe handling of lead-containing materials. Additionally, before a contractor begins work on a project, that contractor must test the surface to be disturbed for lead or assume the materials contain lead. This has significant implications for the CDD and the Home Improvement Program in particular.

Lead safe work practices must be employed whenever lead surfaces/materials will be disturbed. This regulation covers all contractors including carpenters, painters, electricians, plumbers, HVAC personnel, property

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maintenance personnel and any other professionals working in a residential structure. This should further ensure that lead is removed from older houses.

As discussed earlier, lead removal will be a heightened concern for the HIP in Year Three, especially with the dissolution of Lowell's Lead Abatement Grant Program, for which Haverhill was previously a major partner. There are pending applications for Code-related upgrades in several older homes in which young children now reside. Some of these properties likely contain lead, and will require extensive lead abatement activity. This will likely result in a reduction in the overall number of HIP projects completed in Year Three, but it will take important steps to reduce the number of housing units containing lead-based paint hazards.

Other strategies for addressing this lead problem during the next year are as follows:

- Work with the Massachusetts Department of Housing and Community Development (DHCD) and Department of Public Health, as well as the City's Board of Health and Building and Inspectional Services Departments, to provide information booklets and outreach programs to make residents aware of lead-based paint hazards and to generate referrals for lead-based paint identification and abatement;
- Making more residents aware of the MassHousing "Get the Lead Out" program which has been available to low- and moderate- income homeowners and investors who need financial assistance with lead based paint abatement;
- Update training and certifications for HIP staff as it relates to Lead Assessment and Abatement;
- Encourage aggressive code enforcement, which often identifies lead contamination in homes and leads them being de-lead;
- Arrange for and remove lead contamination during the course of rehabilitation (especially HIP) activities, an activity which it will continue during the coming years;
- Partner with organizations that receive lead testing and abatement funds, such as the HHA;
- Develop better linkages with a State Asbestos/Lead Licensing and Certification Office operating part-time within Haverhill City Hall;
- Work with EPA, OSHA and other federal agencies if needed.

## HOUSING

### Specific Housing Objectives

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

*Describe the priorities and specific objectives the jurisdiction hopes to achieve during the next year.*

*Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.*

#### **Program Year 2 Action Plan Specific Objectives response:**

The priorities and specific objectives for the Annual Plan (2012-2013) are as tabulated below.

**Table 7: Priorities and Objectives 2012-2013**

	<b>Estimated Number Benefiting 2012-13</b>	<b>Estimated Outcomes 2010-2014</b>	<b>Priority</b>
<b>PRIORITY GOALS</b>			
<b>GOAL 1A: MAINTAIN AND PRESERVE HOUSING STOCK</b>			
<b>Objectives:</b>			
<b>1. Rehabilitation of owner-occupied inner-city Target Area housing units in one to four family dwellings.</b>	<b>8</b>	<b>75</b>	<b>High</b>
<b>2. Support and provide financing for multi-family housing developments, expedite city approval process.</b>	<b>3</b>	<b>25</b>	<b>High</b>
<b>3. Lead Abatement activities in one to four family dwellings and reduction in childhood lead hazards.</b>	<b>5</b>	<b>40</b>	<b>High</b>
<b>4. Lead Abatement activities in investor owned multi-family properties.</b>	<b>1</b>	<b>13</b>	<b>Mid</b>
<b>5. Rehabilitation of structures for homeless and special needs populations.</b>	<b>4</b>	<b>30</b>	<b>High</b>

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	Estimated Number Benefiting 2012-13	Estimated Outcomes 2010-2014	Priority
<b>PRIORITY GOALS</b>			
<b>6. Rehabilitation of rental housing projects with the cooperation of MHP programs.</b>	2	12	Mid
<b>7. Provide for Heating Assistance to eligible households.</b>	40	150	High
<b>GOAL 1B: EXPAND THE SUPPLY AND TYPE OF AFFORDABLE HOUSING</b>			
<b>Objectives:</b>			
<b>1. Build the capacity of area non-profit housing developers to further affordable housing production goals.</b>	3	?	High
<b>2. Update city ordinances that mandate inclusionary housing goals for new market-rate housing development.</b>	5 ordinances	40	High
<b>3. Provide homebuyer counseling and down payment and closing cost assistance to low and moderate income first time homebuyers with city and privately provided financing.</b>	3	50	Mid
<b>4. Assess city owned properties for the potential to be converted to affordable housing.</b>	5	20	High
<b>GOAL 1C: PROVIDE BASIC SHELTER AND SERVICES FOR HOMELESS INDIVIDUALS AND THEIR FAMILIES</b>			
<b>Objectives:</b>			
<b>1. Improve outreach and access to supportive services.</b>	5	25	High
<b>2. Increase coordination among Haverhill service providers of resources.</b>	1	5	High
<b>3. Stabilize the number of individuals and families at risk of becoming homeless.</b>	18	50	High

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	<b>Estimated Number Benefiting 2012-13</b>	<b>Estimated Outcomes 2010-2014</b>	<b>Priority</b>
<b>PRIORITY GOALS</b>			
<b>4. Reduce the number of individuals who are hungry and without shelter.</b>	<b>150</b>	<b>500</b>	<b>High</b>
<b>5. Increase access to child care and transportation services.</b>	<b>20</b>	<b>50</b>	<b>High</b>
<b>6. Increase individuals completing job training programs for employment.</b>	<b>20</b>	<b>100</b>	<b>High</b>

2. For the period July 1, 2012 through June 30, 2013, the City of Haverhill will have the following funds available to enable the various programs and activities to meet their goals and objectives.

<b>FY 2011/2012 Entitlement Grant</b>	<b>\$ 883,984</b>
<b>Program Income from Revolving Funds</b>	<b>55,000</b>
<b>Unobligated Funds from Prior Year (FY'10)</b>	<b>218,016</b>
<b>TOTAL</b>	<b>\$ 1,157,000</b>

The City makes special efforts to identify federal, state and local programs that can be used in conjunction with CDBG funds. See Table 6 above, for a listing of resources expected. Leveraging additional resources will be an even greater priority in 2012-2013 with federal CDBG cuts, the federal fiscal crisis and general uncertainty leading up to the 2012 Presidential and Congressional elections.

While state and local revenues have stabilized, there is little increase to aid many programs that have been reduced or even eliminated. Moreover the ongoing dearth of capital and consequently loans from financial institutions, especially for low- and moderate- income households and developers, makes the next year uncertain and difficult for leveraging resources, especially for housing rehabilitation. However, the economic prospects seem improved in Year Three, just as Year Two was better than Year One. The "buyers' market" in real estate and aggressive marketing efforts by the City are yielding affordable housing development prospects-- but the question remains whether any public sources will be sufficient to close any gaps in financing.

This new reality heightens the need for creative leveraging and partnerships from other sources. As mentioned earlier, the State Treasurer's transfer of state funds to local banks to serve as local sources of capital is one program

that the CDD will attempt to leverage to offset dramatic losses in HOME funding, etc.

## Needs of Public Housing

*Describe the manner in which the plan of the jurisdiction will help address the needs of public housing and activities it will undertake during the next year to encourage public housing residents to become more involved in management and participate in homeownership.*

*If the public housing agency is designated as "troubled" by HUD or otherwise is performing poorly, the jurisdiction shall describe the manner in which it will provide financial or other assistance in improving its operations to remove such designation during the next year.*

### **Program Year 2 Action Plan Public Housing Strategy response:**

The City has an active working relationship with the Haverhill Housing Authority that includes cooperative ventures in the implementation of ongoing McKinney Shelter Plus Care programs. In Year Three, joint participation in the Haverhill Housing Partnership will be a featured element.

For the purposes of the Consolidated Plan, the City has consulted with the Haverhill Housing Authority to address mutual concerns, and has included some of the resulting remedial activities outlined in this document. The City likewise provided assistance to the Haverhill Housing Authority in the development of its Annual Plan.

### **Neighborhood Stabilization Project with Haverhill Housing Authority (HHA) for the Revitalization of 18 Units**

The Neighborhood Stabilization Program (NSP) has given the City the opportunity to act as a funding source for the stabilization and renovation of 18 units of subsidized state-funded housing located in the CDBG Target Area on Mount Vernon Street. These project based units were mostly off-line and in desperate need of repair.

NSP-funded repairs that were performed in Year Two allowed 18 households (families and individuals) to once again occupy the units for a safe and suitable living environment before March 31, 2011.

The City continues to support the HHA's residents and participants who apply for homeownership assistance, focusing on those coming out of Family Self-Sufficiency programs.

The Haverhill Housing Authority is permitted to award up to 20% of its 349 Section 8 tenant-based vouchers, or 68 vouchers, as project-based assistance to support the acquisition, rehabilitation and construction of additional affordable housing units in the City of Haverhill. The HHA is able

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to consider project applications from community-based housing developers or other potential affordable housing development partners. However, this willingness needs to be prodded by the CDD in Year Three.

In addition, the State has the potential to create several hundred project-based housing units through its vouchers managed by CTI in the region.

Another manner in which to encourage public housing residents to become more involved in management and participate in homeownership will be the development of a Section 3 Plan and developing earnest Section 3 business concerns. While many residents of public housing in Haverhill may not be interested in participating in management or home ownerships due to age, disability or other reasons, there needs to be a better 'ladder' created for those who are.

The Haverhill Housing Authority has described its mission as 'maintenance of effort,' given its fiscal issues and the fact that it is not a federally-chartered housing authority (only State), and therefore ineligible for federal funds. This status cost the HHA millions of dollars in potential federal stimulus building rehabilitation funds that were awarded to other communities such as Lowell and Lawrence. The physical condition of the HHA properties is a growing concern as the units age. In addition, the fiscal issues have prevented the HHA from hiring more maintenance staff, so the HHA is focused on doing the best it can to maintain what it has.

The HHA is not focused on expanding housing opportunities at this stage outside of the Section 8 program. For these reasons, the completion of the Summer/Mount Vernon Street units, through NSP funds, was a very positive development for the Authority. Nevertheless, the pace of the HHA waiting list, estimated at approximately 2-3 years, is a significant source of ongoing concern.

**2.** The HHA has not been designated as 'troubled' by HUD and there are no indications that it has been performing poorly in its State management responsibilities.

### Barriers to Affordable Housing

*Describe the actions that will take place during the next year to remove barriers to affordable housing.*

#### **Program Year 2 Action Plan Barriers to Affordable Housing response:**

There is a state law [Chapter 40B] that requires local governments to have at least 10% of its housing stock subsidized and dedicated to households below 80% of median income, in order to retain full control over the zoning permit process when affordable units are proposed. The nature of that affordability is defined by the State and generally must be for at least 15 years for homeownership and 30 years for rental units. The law gives the State the power to override local decisions regarding affordable housing

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projects, whether those decisions are based on zoning by-laws, or other arguments such as impact on schools, environmental issues, infrastructure limitations, etc. In Year Three, with the development of the Tenney Place 40B units, the City anticipates reaching and surpassing the 10% threshold under 40B, with over 2550 affordable and active units in the community.

The City will be working to eliminate certain barriers to affordable housing--namely supply issues-- by building off its Year Two effort to sell various city-owned tax title properties and unused former school buildings. In Year Two, this effort included the sale of the Winter Street School to an affordable/workforce housing developer, to be built into 12 units. In Year Three, city-held properties including the former Cogswell School, 16 Hillside Street, the former Smiley School and others will be sold, potentially for housing.

Another significant barrier to affordable housing is zoning. The City is examining certain acreage minimums and parking requirements across the City that will have a negative impact on the expense and feasibility of developing affordable housing. Additional transit-oriented developments with reduced parking requirements are desired. The CDD will be involved with these efforts to promote housing development, including affordable housing and home ownership.

There have also been serious discussions, strategies and plans (in which the CDD has been involved) concerning the mixed-use redevelopment of Merrimack Street. The efforts of the new planning consultant (McClure Planning) are intended to assist with developing the right conditions for a mega-development in this historically-critical area. This now largely-underutilized downtown and riverfront corridor was also the subject of a Planning and Design Charette by the Urban Land Institute (ULI) in Year Two.

The CDD will work with the City Economic Development and Planning Office to facilitate the development of affordable housing by working with developers on projects that align with the City's goals and the 5-Year Plan.

In addition, the City maintains a tax abatement program to keep low-income eligible residents in the homes that they already own. CDD strongly supports continuing this program as an effective manner to remove the barrier of excessive property taxes on those with fixed incomes or low-incomes.

Another barrier is the lack of Certified Housing Development Organizations (CHDOs) in the region and in the community. At least 15% of HOME funds must be set aside for CHDOs, but the entire North Shore HOME Consortium only has a few to work with. If other housing developers or non-profits became CHDOs, then there would be more potential funding with which to construct new affordable housing units. In Year Three, the CDD will attempt to recruit one or possibly two other entities to become CHDOs to take better advantage of this funding.

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With the impending loss of HOME funds, it will be more difficult to remove barriers to affordable housing, but the CDD is committed to try and find whatever resources it can to address these needs as best as possible.

### HOME/ American Dream Down payment Initiative (ADDI)

*Describe other forms of investment not described in § 92.205(b).*

*If the participating jurisdiction (PJ) will use HOME or ADDI funds for homebuyers, it must state the guidelines for resale or recapture, as required in § 92.254 of the HOME rule.*

*If the PJ will use HOME funds to refinance existing debt secured by multifamily housing that is that is being rehabilitated with HOME funds, it must state its refinancing guidelines required under § 92.206(b). The guidelines shall describe the conditions under which the PJ will refinance existing debt. At a minimum these guidelines must:*

- Demonstrate that rehabilitation is the primary eligible activity and ensure that this requirement is met by establishing a minimum level of rehabilitation per unit or a required ratio between rehabilitation and refinancing.*
- Require a review of management practices to demonstrate that disinvestments in the property has not occurred; that the long-term needs of the project can be met; and that the feasibility of serving the targeted population over an extended affordability period can be demonstrated.*
- State whether the new investment is being made to maintain current affordable units, create additional affordable units, or both.*
- Specify the required period of affordability, whether it is the minimum 15 years or longer.*
- Specify whether the investment of HOME funds may be jurisdiction-wide or limited to a specific geographic area, such as a neighborhood identified in a neighborhood revitalization strategy under 24 CFR 91.215(e) (2) or a federally designated Empowerment Zone or Enterprise Community.*
- State that HOME funds cannot be used to refinance multifamily loans made or insured by any federal program, including CDBG.*

*If the PJ is going to receive American Dream Down payment Initiative (ADDI) funds, please complete the following narratives:*

*Describe the planned use of the ADDI funds.*

*Describe the PJ's plan for conducting targeted outreach to residents and tenants of public housing and manufactured housing and to other families assisted by public housing agencies, for the purposes of ensuring that the ADDI funds are used to provide down payment assistance for such residents, tenants, and families.*

*Describe the actions to be taken to ensure the suitability of families receiving ADDI funds to undertake and maintain homeownership, such as provision of housing counseling to homebuyers.*

**Program Year 2 Action Plan HOME/ADDI response:**

**1. Describe other forms of investment not described in § 92.205(b).**

None are proposed in the second year.

**2.** HOME funds are sought from the North Shore Consortium (NSHC), of which the City of Peabody is the lead community (Participating Jurisdiction). The NSHC distributes funds on a formula basis, whereby the percentage of 'low-mod households,' as per the 2000 census forms the basis of the allocation. (See the NSHC HOME Consolidated Plan for more information). This formula will be changing with the release of the 2010 Census date later this year.

We anticipate that the City will receive at least \$126,000 in HOME funds for Program Year 3 (2012-2013). As a result, Homebuyer assistance will be a reduced priority due to a shortage of funds, as seen in Table 7.

Resale is the preferred method of the consortium. The Resale Restrictions are administered by the North Shore HOME Consortium as follows:

The Consortium has adapted to changes in the housing market and has adopted new policies for the homebuyer assistance programs within this jurisdiction. These policies - along with the added flexibility that they bring to local homebuyer assistance programs - will remain in effect over the next 3 years.

(1.) It has been the policy to provide assistance to income-eligible homebuyers in the form of a loan at a zero interest rate with no monthly payments. The Consortium's policies adhere directly to the HOME regulations on this issue; the only local provision added is that homebuyer assistance has been made available to first-time homebuyers. On the federal level, the HOME regulations have changed to allow for this assistance to be made available to any income-eligible buyer (i.e., whether a first-time buyer or not).

When the property is sold, the entire amount loaned must be repaid to the lender. The lender has typically been an individual community (city or town) as a member of the Consortium. Then, as HOME regulations require, the funds are returned to the local Home Investment Partnerships account in Peabody. It has been the Consortium's policy to allow such repayments to be re-cycled back to the community where the assistance occurred in order to continue to fund the same activity.

Other eligible uses of such repayments may be considered with the approval of the Consortium, depending upon the consistency of such activities with the Consortium's Consolidated Plan.

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(2.) The policy developed by the Consortium has imposed resale restrictions on certain homebuyers for specific projects where the preservation of long-term affordability is a concern. In the instance of a publicly-assisted development - for example - that created affordable units for an extended period, a community may negotiate the continued affordability of a portion of the units that could otherwise be lost to an “expiring use”. In such cases, in order to preserve the long-term affordability of these units, deed restrictions will be imposed, along with close adherence to all HOME regulations governing this use of funds.

The recapture policies will, at a minimum, meet programmatic requirements for the duration of affordability. Extended periods of affordability of between fifteen and thirty years may be anticipated.

**3.** No refinancing is proposed in the second year, as it not as large a priority as affordable (rental) development or other HOME-eligible activities.

**4.** American Dream Down payment Initiative has been discontinued.

## HOMELESS

### Specific Homeless Prevention Elements

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

*Sources of Funds—Identify the private and public resources that the jurisdiction expects to receive during the next year to address homeless needs and to prevent homelessness. These include the McKinney-Vento Homeless Assistance Act programs, other special federal, state and local and private funds targeted to homeless individuals and families with children, especially the chronically homeless, the HUD formula programs, and any publicly-owned land or property. Please describe, briefly, the jurisdiction’s plan for the investment and use of funds directed toward homelessness.*

*Homelessness—In a narrative, describe how the action plan will address the specific objectives of the Strategic Plan and, ultimately, the priority needs identified. Please also identify potential obstacles to completing these action steps.*

*Chronic homelessness— The jurisdiction must describe the specific planned action steps it will take over the next year aimed at eliminating chronic homelessness by 2012. Again, please identify barriers to achieving this.*

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*Homelessness Prevention—The jurisdiction must describe its planned action steps over the next year to address the individual and families with children at imminent risk of becoming homeless.*

*Discharge Coordination Policy—Explain planned activities to implement a cohesive, community-wide Discharge Coordination Policy, and how, in the coming year, the community will move toward such a policy.*

**Program Year 2 Action Plan Special Needs response:**

**1.** The following table lists the organizations and the program award amounts being targeted to organizations which provide services to the homeless in Haverhill.

**Table 8: 2012/2013 COC Awards to Organizations Serving Haverhill**

<b>Provider Organization</b>	<b>Award Amount</b>
<b>Emmaus Inc. (Bethel)</b>	<b>\$100,000</b>
<b>Emmaus Inc. (Jericho)</b>	<b>\$250,000</b>
<b>Haverhill Housing Authority (Emmaus)</b>	<b>\$325,000</b>
	<b>\$150,000</b>
<b>Veterans Northeast Outreach Center</b>	<b>\$163,000 (bonus)</b>
<b>Total Anticipated</b>	<b>\$988,000</b>

The next table lists the organizations serving the homeless in Haverhill and which are being funded from FY 2012-2013 CDBG funds.

**Table 9: 2012-2013 CDBG Awards to Organizations Serving Haverhill**

<b>Provider Organization</b>	<b>Award Amount 2012-2013</b>
<b>Emmaus (Mitch’s Place)</b>	<b>\$10,000</b>
<b>Open Hand Pantry</b>	<b>\$ 5,000</b>
<b>CAI Homeless Drop-In Center</b>	<b>\$ 5,000</b>
<b>Salvation Army Meals Program</b>	<b>\$25,000</b>

**2. Homelessness—**

**Prevention:** Both the Federal and State governments have recognized prevention as the key element in the fight against homelessness. At the federal level, The Homeless Prevention and Rapid Re-housing Program (HPRP) has been developed as a critical tool in this initiative. Although no communities in the Consortium received direct funding, a number of Consortium communities and service organizations are utilizing HPRP funds received and administered by the state.

At the state level, based on recommendations from the Commission to End Homelessness, Massachusetts has created and funded the Interagency

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Council on Housing and Homelessness (ICHH), which in turn has funded multiple regional housing networks across the state to deal with the spectrum of homeless issues, beginning with the at-risk population. Haverhill participates in such a regional homeless network in the Merrimack Valley (and received technical assistance from another centered in Lowell), with a great deal of combined information sharing, data gathering, advocacy and best practices for prevention as a result.

**Coordination:** The aim is to maximize the cooperation and participation among the communities involved in the Continuum of Care Process. In addition to working closely with its member representatives, Haverhill is a member of the Merrimack Valley Regional Network, funded through the Interagency Council on Housing and Homelessness (ICHH). As mentioned above, as one of its primary responsibilities, ICHH has funded regional housing networks since December, 2008. Their mandate is to help better coordinate, integrate and implement innovative services focused on securing permanent housing options for homeless individuals and families and ultimately lessen the need for emergency shelters. The Merrimack Valley Regional Network includes Methuen, Haverhill, West Newbury, Andover, North Andover, Salisbury, Amesbury, Merrimac and Newburyport. Goals and objectives as they relate to specific components of homelessness activities are described in the individual sections below.

**Data Collection:** The aim is to improve the accuracy of counting the chronically homeless and their demographic characteristics so that the resulting planning and programming accurately addresses the most critical needs. This information is critical to the Continuum of Care as it seeks to quantify the homeless problem for use in applications for funding and in communication with local, state and federal agencies.

**Housing:** A policy goal is to increase the supply of permanent supportive housing options for the chronically homeless through efforts to secure available local, state and federal funding.

**Services:** It is necessary to improve the system of treatment and medical/psychological/abuse prevention services for homeless individuals with multiple diagnoses. There is a need to ensure that clients are assessed correctly and connected to appropriate accessible services.

The ultimate goal in providing shelter for homeless households is to prevent chronic homelessness whenever possible through intervention with at-risk individuals and families. For those who require emergency shelter, the intent is to limit their stay and be able to provide supportive housing and services at the earliest possible juncture. Placement in transitional housing will be the objective for those who are not capable of living independently. However, the ultimate goal is to provide permanent supported housing so that formerly homeless households will be able to maintain themselves in a traditional housing environment for the long-term. In order for this goal to be achieved,

there must be an adequate supply of appropriate, affordable housing and adequate stabilization services. The resources for this housing are a combination of actual units created and rental subsidies which include mobile vouchers, project-based subsidies and/or vouchers for defined populations (i.e., VASH vouchers for veterans). These are typically administered through local housing authorities (such as Section 8 vouchers from the HHA) and regional agencies (such as Veterans Northeast Outreach Center or Emmaus).

### **3. Chronic homelessness—**

The strategies identified are central to the focus of addressing chronic homelessness. Chronically homeless individuals are likely to also suffer from the effects of substance abuse and/or mental illness. A national homeless study conducted by the National Coalition for the Homeless indicated that 25 percent of the homeless suffer from mental illness and that 60 percent of homeless individuals are drug dependent.

The Continuum of Care has as one of its key objectives the provision of permanent housing for chronically homeless. Its planning process includes outreach to local governments of those municipalities that are part of the Continuum of Care, including its largest member, the City of Haverhill. As mentioned above, Haverhill is part of the Merrimack Valley Regional Network of homeless providers that has been designated by the ICCH. Community Teamwork, Inc. (CTI) is the convener of the Merrimack Valley Regional Network. This group has specifically identified a need to address the problems of chronic homelessness as one of its objectives. Regional information, cooperation and new innovative strategies are expected to be particularly effective in addressing this problem.

Improved data collection procedures will ensure that this population is correctly counted so that planning can be optimized. Appropriate discharge planning by mental health facilities, medical hospitals, substance abuse treatment centers and prisons are all critical in assisting potentially chronically homeless individuals. Members of the Continuum of Care participate in advocacy at the state level to ensure that monitoring and discharge protocols are given ongoing priority. In conjunction with this outreach, every effort is made to connect the chronically homeless with benefits and resources with the goal of achieving economic self-sufficiency.

A cornerstone in the eradication of chronic homelessness is the provision of permanent supportive housing. Services required may include personal case management, job training, and life skills preparation. For long-term success, the Continuum of Care realizes that it must increase the capacity of current homeless housing providers to create and operate housing for this population. The second way to achieve success is to engage the larger affordable housing community to incorporate chronically homeless housing in their own housing plans.

In addition to regular HCV's, there are a number of vouchers limited to special populations. In 2008, HUD provided funding to assist chronically homeless veterans through VASH Vouchers. The funding continues in place.

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These vouchers combine Section 8 rental assistance for homeless veterans, with case management and clinical services provided through the Veterans Administration (VA). Veterans must already be homeless in accord with HUD's definition of homelessness. CTI administers the VASH vouchers in the Consortium area. Thanks to additional federal and state funding, close to 100 VASH vouchers for formerly homeless veterans are expected to be active in the Greater Haverhill area in Year Three. Haverhill continues to work with the Northeast Veterans Outreach Center, providing it with assistance from NSHC HOME funds as it develops a continuum of supported housing.

**4. Homelessness Prevention—** since the onset of the Great Recession in 2008, the breadth of the population dealing with the potential of homelessness has grown dramatically. Agencies throughout the area have seen a dramatic increase in those with long-term work histories at significant risk of losing their housing, due to unemployment and underemployment. Hundreds of Haverhill households have experienced or been at risk of foreclosure, either as part of the sub-prime loan crisis or due to economic hardship. Now 15th in population in Massachusetts, the City of Haverhill has been in the top 10 for foreclosures for multiple years, experiencing a disproportionate share of the foreclosure epidemic.

These problems impact both owners and tenants of rental properties that have been foreclosed or, in some cases, abandoned. The unemployment rate for Haverhill was down to 6.4% as of April, 2012, but still slightly higher than that of Massachusetts in general. The City continues to work closely with Community Action, Inc. (CAI), the local community action provider agency (CAP), to mitigate the foreclosure crisis as it impacts both homeowners and tenants. CAI previously received funding directly under ARRA, to be used for rental assistance. CAI also has received HPRP funds that it is using to provide assistance for arrearages (both rents and mortgage payments) and utilities. Emmaus, Inc., provider of emergency, transitional and supported housing, is also using HPRP funds to provide temporary financial assistance and relocation and stabilization services.

To combat those at risk of homelessness, the City of Haverhill will continue to support prevention-related programs and services in an effort to minimize the number of Haverhill residents who become homeless. This includes supporting Emmaus' operation of Mitch's Place, a year-round 30-bed shelter for homeless individuals. At Mitch's Place, guests receive extensive services until they can be placed in temporary or permanent housing, and they are connected with the meals programs of various service providers, the largest of which is the Salvation Army's meals program. Different food pantries and soup kitchens provide meals for the homeless and needy on a coordinated schedule that encompasses all the days of the week.

One of the highest priority needs that has been identified for Haverhill is to provide housing for some of the fastest growing segments of the homeless

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population, namely, elders and youth. The Community Development Department continues working with various non-profits throughout Haverhill to increase the amount and the quality of housing for homeless elders. Though delayed due to funding, redesign and environmental issues, the Wadleigh House, a project of the YMCA of the North Shore, expects to break ground at 170 Main Street this year. This development increases the living standards for 22 very-low-income elderly men by expanding an SRO facility to 22 independent efficiency units. The Community Development Department has been helping this organization support this project with \$140,000 in HOME funding from both Years Two and Three. In addition, the CDD has connected the YMCA with over \$35,000 in Phase I and Phase II Environmental Assessment through the City's EPA Brownfields Assessment Grant. This site, located next to a former dry cleaning facility, needed groundwater and soil samples, along with asbestos core samples, in order to safely demolish the original structure. The City's support of this project satisfies the Environmental Review process and leverages significant private fundraising and Federal Home Loan Bank funding for the project, which is time sensitive. This is one of several examples of the CDD supporting the development of housing for homeless elders.

Previously, in 2009, the CDD supported the development of Evergreen Place, a home for 16 chronically-homeless elders. The City is committed to providing additional support for the development of housing for homeless elders with various agencies.

In Year Three, the CDD seeks to develop better relations with the Team Coordinating Agency- Phoenix House, a residence for orphans or homeless teens adjacent to City Hall. Many of these youth are involved with the YMCA, Shoe City Boxing Club, Boys Club and other institutions. Other linkages need to be sharpened with the Juvenile Court System, and the McKinney -funded staff at the Haverhill Public Schools. In this way, services and coordination can be better provided to a growing subset of homeless youth who are frequently engaged with the court system and at risk of failing MCAS and in the public school system. Transient students and families who cycle in and out of shelters, hotels and temporary housing are a key demographic to potentially assist with education funds leveraging housing funds.

CDBG funds also support, to an ever-greater percent, the operation of the fuel assistance program operated by CAI. \$35,000 was expended before even the end of October for fuel assistance for scores of income qualified individuals, many of whom faced utility shut-off issues due to inability to pay. Income support services that are CDBG funded include a number of meal and pantry services offered through Bethany Community Services, Open Hand Food Pantry, Mother/ Child Food and Clothing Program and the Salvation Army Meals Program.

In addition, the City of Haverhill funds programs which increase residents' skills and provide employment assistance including Community Services

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Training, Job Skills for those with developmental disabilities, and an Adult Learning Program serving the illiterate and immigrants.

In Year Two, the City, in collaboration with Community Action, Inc. funded a Tenant-Based Rental Assistance Program through use of its HOME funds. This program is designed to link rental assistance with Community Action Inc.'s Certified Nurses Aid (C.N.A.) Training Program. The program offers up to 12 months of rental subsidy, to defray the cost of housing, as participants transition from public assistance to full-time employment.

The City is committed in Year Three to working even more closely with the Haverhill Public Schools and their McKinney-funded staff in order to identify cases where children may be showing signs of being at-risk of becoming homeless, including transiency, truancy and certain health factors. Referrals to many of the above-listed and CDBG-funded organizations are made in order to provide more seamless service.

With some recently-identified, old non-CDBG Administration funds, the CDD has established a new program to provide a last month's rent and a security deposit for low-to-moderate income individuals who have been burned out of their dwellings as a result of a fire or other calamity not of their causing. This program was developed in consultation with the Mayor's office to assist working poor households who demonstrate the ability to pay a monthly rate but too often end up homeless or in shelters after a fire or other tragedy. This is because these households/individuals fail to be able to provide a new landlord a first months, rent, last months rent and a deposit. These households live 'paycheck to paycheck' and have no savings of any substantial note. This program will only be used in very narrowly tailored situations, but it has helped two households from becoming homeless and devastating fires destroyed their apartments.

As stated before, there is a demonstrable need for new CHDOs (certified housing development organizations) that could take advantage of a large amount of unused set-aside HOME funds that could be used to construct new housing. While Emmaus is a CHDO, there are other entities in the City that could become CHDOs and create more supply for those who need homes.

Finally, Haverhill has continued to actively participate in the Continuum of Care process and has advocated for renewals for ongoing homeless programs and for new programs provided by Emmaus, Inc., the Veterans Northeast Outreach Center and Housing Support Inc. These include both transitional and permanent supported housing for families and individuals. Recently, VNOC obtained \$163,000 in bonus funds through the Continuum to provide up to 11 year-long leases for homeless veterans and veterans families.

## **5. Discharge Coordination Policy—**

The Continuum of Care which serves the homeless in the area, has adopted formal discharge protocols for facilities discharging people from foster care, health care, mental health care and correctional facilities. The city aligns its procedures with the Continuum.

### **Foster Care:**

It is the responsibility and charge of the State Department of Children and Families to ensure that all youth with a discharge plan are discharged to appropriate and stable housing. There is a formal policy in place that is implemented to ensure that youth are not routinely discharged into homelessness (including homeless shelters, the streets, or other homeless assistance programs). The DCF 'Standards for Independent Living Services' specifically state that in no case may youth be placed in inappropriate housing. If appropriate housing is not available, the youth is not eligible for discharge from the State's system of care.

Appropriate housing is defined as all housing except shelters, hotels/motels, and dwellings that fail to meet government health and building code standards. Youth are routinely discharged through reunification with their families or, for those youth whose age allows, to another age appropriate independent housing option. Haverhill has facilities such as this including the Phoenix House, operated by Team Coordinating Agency in a City-owned building, which has been previously described above.

### **Health Care:**

The Executive Office of Health and Human Services (EOHHS), the state agency charged with oversight of publicly-funded health care, has developed in place and implemented a formal policy that ensures that people are not routinely discharged into homelessness (including homeless shelters, the streets, or other homeless assistance programs) from state-funded health care facilities. EOHHS has established 'Discharge Planning Standards', which are part of every Request for Proposal. These standards are reviewed during monitoring site visits, annual reports, review of the Department of Public Health (DPH) discharge and admission data, analysis of billing data, and Risk Management analysis. Programs that are funded by EOHHS/DPH are required to submit admission and discharge data on all clients, not just clients funded through EOHHS/DPH dollars, as well as billing and invoice data on all clients. EOHHS/DPH-funded detoxification programs routinely discharge from their programs to state funded residential recovery programs or to state-funded transitional support services.

### **Mental Health:**

The State Department of Mental Health (DMH) has developed and implemented a formal policy in place (see regulation 104 CMR 27.09) that ensures that people are not routinely discharged into homelessness (including homeless shelters, the streets, or other homeless assistance

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programs) from state-funded mental health facilities. The Department of Mental Health routinely discharges clients to their state-funded system of group homes. Furthermore, all state-funded mental health facilities are required to arrange for the necessary post-discharge support and clinical services needed to facilitate a smooth reentry into the community. Such measures must be documented in the clients' medical record. All mental health facilities are required to make every effort to avoid discharge to the streets or shelters. All facilities are required to take steps to identify and offer alternative options to patients and must document such measures, including all competent refusals of alternative options by a patient, in the medical record. In the case of such a discharge, the mental health facility must arrange for or, in the case of a competent refusal, identify post-discharge support and clinical services. The facility shall keep a record of all discharges to a shelter or the street in the approved form and submit such information to the Department of Mental Health on a quarterly basis.

### **Corrections:**

The State Department of Corrections (DOC) has taken a proactive approach to discharge planning and has targeted resources towards specialized housing with services to prevent inmates from reentering the corrections system and/or becoming homeless again. There is a formal policy in place and implemented that ensures that ex-offenders are not routinely discharged into homelessness (including homeless shelters, the streets, or other homeless assistance programs). DOC routinely discharges inmates to traditional residential placement in the community. These include reunification with family, rental housing or state-funded half-way houses. The Department of Corrections issued a policy in 2002 regarding the release preparation of inmates in their facilities. This policy includes three components:

1. Developing individualized risk reduction plans;
2. Participation in transition workshops (minimum of five per year) initiated as the inmate approaches release, which are designed to establish a comprehensive treatment plan;
3. Post-release planning and supervision to promote continuity between reentry plans and supervision and community services accessed upon release.

The transition plan includes a 'Living Arrangements' section where inmates outline the specifics of their housing reentry plan.

DOC has formed unique partnerships with local sheriffs and correctional facilities to assist local communities with the release of ex-offenders from the larger system back into their community.

In Haverhill, church-led groups, the Essex Sheriff's office and others are working to create a more seamless return and transition for ex-convicts back into the community. This includes specialty housing and other services.

**Additional Sources:**

Over the course of the next year, the CDD will continue engaging the regional transit authority about training their employees to recognize improper discharge techniques, such as one-way bus fares being provided to at-risk individuals from health care facilities outside the region to areas, such as downtown Haverhill. This practice uses buses and public transit as the unofficial conduit for relocating individuals into other communities with no direct connections to any particular set of services. Working with the MVRTA, the CDD looks to expand the training so that appropriate referrals to support services may be made for these individuals in these situations, or that host communities are expected to shoulder appropriate responsibility for these individuals in need.

**Emergency Shelter Grants (ESG)**

**N/A**

**COMMUNITY DEVELOPMENT**

**Community Development**

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

*Identify the jurisdiction's priority non-housing community development needs eligible for assistance by CDBG eligibility category specified in the Community Development Needs Table (formerly Table 2B), public facilities, public improvements, public services and economic development.*

*Identify specific long-term and short-term community development objectives (including economic development activities that create jobs), developed in accordance with the statutory goals described in section 24 CFR 91.1 and the primary objective of the CDBG program to provide decent housing and a suitable living environment and expand economic opportunities, principally for low and moderate income persons.*

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

**Program Year 2 Action Plan Community Development response:**

**1.** Priority community development needs are shown in the Community Development sheet in needs.xls in CPMP and below.

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Community development priorities were based on the City's ongoing evaluation of public infrastructure and programmatic needs among low- and moderate-income households, slums and blight in targeted areas, and key initiatives designed to improve quality of life and economic opportunities. In addition, the Consolidated Plan development process has engaged Haverhill residents and public service providers, experts, city department heads and other officials to identify priority community development needs.

### PUBLIC IMPROVEMENTS/PUBLIC FACILITIES:

One overarching theme of this feedback is that neighborhoods in the CDBG Target Area have an outdated and aging infrastructure in need of repairs. Haverhill is an old community, initially settled in 1640. The City has also absorbed the largest municipal debt burden --\$86 million-- in the history of the Commonwealth due to the collapse and sale of the formerly municipally-operated Hale Hospital, according to the Massachusetts Department of Revenue. Dealing with this debt has devastated the ability of the City to undertake a great deal of preventative maintenance and infrastructure upgrades, the oldest of this infrastructure being commonly found in the Target Area.

Initiatives such as a recently-completed pavement management plan are improving neighborhoods through analytically-based drainage, sewer, sidewalk, recreational access, electrical infrastructure and lighting improvements. A key focus of these initiatives is to improve Target Area appearances through the planting of shade trees, create public gardens and pocket parks, and actions to remove blighted structures. Such area improvements serve to enhance privately available services, expand employment and improve the quality of community life and public health.

The City, under the leadership of the Mayor, is placing a renewed emphasis on Target Area improvements and the revitalization of inner-city parks. These parks are a core component in keeping youth of the inner city occupied during out-of-school months, promoting healthy lifestyles and fighting childhood obesity. These parks are a key resource for the children of the Target Area and beyond. Many of these parks, historically built for the families of millworkers, have suffered from chronic disinvestment over the years.

With assistance from the Commonwealth's Executive Office of Energy and Environmental Affairs' (EOEEA) Parkland Acquisition and Renovations for Communities (PARC) and Gateway Cities Park Grant program, the City is making leveraged investments through CDBG funds for upgrading several urban parks in environmental justice areas including:

- century-old Swasey Field (Passaquoi Park);
- Cashman Field;
- Christopher Columbus Park;
- Washington Crossing Park;
- Locust Street Park;
- River Street Pocket Park;

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- Harrison Street Community Garden;
- the Downtown Merrimack Riverwalk.

Using CDBG funds, the City previously installed a new playground in Swasey Field. In Year Three, the CDD will use \$100,000 in CDBG funds for an exciting project to leverage over \$1.1 million in State Gateway Cities Park Grant funds to construct a detailed blueprint for a renewed Swasey Field, with new trees, courts, ball fields, benches, access gates, a walking path, a spray park and sledding hill. This project is the main CDD public improvement priority for Year Three, as there is potentially a Phase II to the project worth another \$1 million in State funding.

Using CDBG funds as match, State PARC Grants also allowed the city to install public 'waterless restrooms', which is the first time in over three decades that such facilities have been in operation at these parks. The same infrastructure is now in place at Cashman Field from the same funding sources, along with plans for a new canoe/kayak launch being built on the underutilized Little River. Unfortunately, even at a 68% State reimbursement rate, there are not enough grant funds to complete this river project.

Downtown, the City is installing ADA-accessible gangplanks and docks for access of the Boardwalk onto the Merrimack River, which will allow for commercial and passenger boat tourism, job growth and improved River access.

The CDD has previously been involved with developing electrical infrastructure for a new public concert series and tree lighting Downtown. These activities are not planned to be continued with CDBG funds but rather through the City's Parks Department, Creative Haverhill and the Haverhill Chamber.

The single largest expenditure and activity in Year Two were improvements to infrastructure and pedestrian access between the new downtown parking garage and the new renovated mill housing. In Year Three, there is a smaller scope of remaining work, including redesigning pedestrian access in Railroad Square and fixing chipped up brick pavers along lower Essex Street.

The City places a high priority on continued public improvement support to public service agencies and organizations which provide essential services, where applicable and in spite of budgetary constraints.

Likewise, the City is using resources such as its CDBG-R (Recovery) funds to improve sidewalks, streets and benches by low-income elder housing developments such as Judson House on Welcome Street and the HHA elder complex in Washington Square. More dilapidated benches need to be replaced in Washington Square in Year Three, which is feedback the CDD received from the adjacent Haverhill Housing Authority.

Over the past 4-5 years, the City has witnessed over 500 mixed-income housing units come online in downtown Haverhill, spurring economic growth of that area. These former shoe factories were remediated and renovated

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with a great deal of brownfields funds and historic tax credits. Today, all of the major complexes are over 90% occupied, testament to a pent-up rental demand in the area. As a result, the City has prioritized a strategy to improve the infrastructure of the downtown area, now home to many new low-income residents, that is commensurate with the surrounding and more traditional residential areas. For this reason, the City in Year Two oversaw and provided assistance to a State Downtown Streetscape program that was funded through a variety of sources, including CDBG, state Chapter 90 and even separate federal transportation earmark funds for a corresponding project. These series of public infrastructure improvements are geared towards pedestrians in our transit-oriented, smart-growth area, and will be completed over the next year as coordinated, synchronous yet separate projects.

Another key non-housing focus of the CDD will be the creation of new 'Pocket Parks,' particularly Locust Street Park, Washington Landing Park/Playground and the River Street Lot. In the case of Locust Street, the CDD is assisting Emmaus, Inc. in their development of a tree-lined, passive, labyrinth designed enclave on what has been an ugly vacant urban lot. Both Washington Landing (site of the first President's 1789 visit) and the River Street Lot will transform vacant lots alongside the Merrimack River into urban family amenities. Along with reviving the Community garden on Harrison Street, the CDD is working closely with Haverhill's Brightside and its fundraising and volunteers on all of these efforts.

In Year Three, the CDD will evaluate if any public improvements may be required at the site of the City's Summer Farmers Market. In Year One, benches were added to their previous location.

Having significantly transformed the Downtown with CDBG funds, the Mayor and the CDD will be looking in Years Three through Five to shift focus to sidewalk and street tree planting in the Target Area neighborhoods away from downtown.

In Year Two, a longstanding project was completed with serious drainage and roadway issues addressed in the Emily Street, Pine Avenue and Willie Street neighborhood. There are no drainage projects of that scope anticipated in Year Three, although there be need for smaller such projects in the Target Area.

One area of repeated request for funding is in the installation of code-mandated elevators in schools (notably the Tilton School), churches (such as Iglesia Puerta de Esperanza) and non-profits (such as the YMCA's Whittier Building). No commitments to these expensive requests have been made, but these projects and their budgets, feasibility and eligibility will be analyzed in Year Three.

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An exciting opportunity in Year Three will be the opportunity to conduct targeted and strategic tree planting in accordance with a detailed analysis being conducted for the City by the Urban Ecology Institute. This UEI analysis will assess the need for a variety of different tree species, tree canopies and gateway streets. CDBG funds are proposed in Year Three for tree planting activities in alignment with the UEI study.

The City is also getting underway with a \$1.2 million effort to make infrastructure improvements to Merrimack Street with the MassWorks grant. This will include code improvements to the old Merrimack Street Parking Garage, replacement of corroded streetlight poles on Merrimack Street and sidewalk and streetscape improvements to this main retail corridor, which was decimated by Urban Renewal efforts four to five decades ago. No significant CDBG funds are expected as part of this major Target Area improvement.

### PUBLIC SERVICES

Given the plethora of social and physical needs of Haverhill's growing underclass, the City generally expends right up to cap in terms of the 15% allowed for public services activities. Year Three is not anticipated to be any different.

Heating assistance, administered by Community Action, Inc., remains the largest single program to use CDBG funds for public assistance. This has been very critical assistance for a large number of residents between 60%-80% of LMI who otherwise may be over income for heating assistance and are often behind in paying their bills.

Programs to support the homeless (Emmaus' Mitch's Place shelter and CAI's Homeless Drop-In Center) remain a critical lifeline for those at the very bottom of the economic ladder in Haverhill.

Meals and food programs for indigent elders (Bethany, Inc.), pregnant and parenting women (Pregnancy Care Center), and low-income households and individuals (Salvation Army and Catholic Charities Open Hand Pantry) also comprise major priority needs for the Community Development Department to address with CDBG funds.

Youth enrichment and academic engagement of at-risk youth are growing areas of community focus, as seen in a rise of CAAB-recommended funding for these after-school activities (YMCA's Youth and Teen Center).

Literacy (Haverhill Public Library's Adult Learning Center) and job skills training for immigrants, the disabled, and veterans with PTSD and head injuries (Career Resources and Veterans Northeast Outreach Center) are other areas of concern that the City's CDBG funds attempt to address.

Finally, there remain neighborhood concerns about crime. This is a common theme in feedback that the CDD receives. For this reason, the City has traditionally supported dedicated 'community policing' in the Target Area neighborhoods that crime data show have the highest incident rates.

Improvements made to this program involve having the same officers on these patrols, which is better for developing resident-police relationships.

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This issue of policing, exacerbated by the city's debt-induced fiscal challenges and the city's sheer size (35 square miles), will be an ongoing issue to focus upon in the coming years.

In Year Three, the CDD will be offering and receiving further technical assistance from the United Way. The United Way will work with the CDD to develop capacity and provide program evaluation to keep non-profit public services programs receiving CDBG funds fresh and efficient, while encouraging the linkages between non-profits, and the solicitation and development of new community programs.

### ECONOMIC DEVELOPMENT

Economic development activity will receive a heightened focus in Year Three, as it has in Year Two.

The City is seeing an uptick in potential real estate activity, and has seen some businesses moving into the community to take advantage of Haverhill's low water/wastewater rates, favorable business atmosphere, quality of life, transportation access, location, stable tax climate, and skilled and diverse workforce. The Community Development Department will endeavor to assist the Economic Development Office increase, retain and attract economic development and jobs to the city.

A small example of this partnering from Year Two involved the CDD using CDBG funds to make streetscape improvements in front of 145 Essex Street. This nine-story former shoe mill is one of the largest industrial and commercial buildings in the entire region. It also houses a growing microenterprise business center. However, it was not considered an accessible building under the Americans with Disabilities Act (ADA) due to curbing issues. CDBG-funded public improvements have made this century-old building much more attractive to many potential new tenants. Now the City's Economic Development office can more fully and aggressively market that building.

A more significant effort involves the CDBG-funded hiring of an Economic Development and Planning consultant who is making an inventory and catalog of vacant and available space for industrial and commercial activity. Commercial rental rates are being analyzed in the context of a competitive framework with other communities and states. Zoning modifications and allowed uses are being proposed by this consultant as well. This sort of data-driven economic development activity and analysis has been sorely lacking in the City since the onset of the Hale debt and the Recession.

The City has also engaged in extensive, collaborative and public planning to improve economic opportunity by assisting businesses which create or retain jobs for low income people. This will be increased through an ongoing collaboration with the Small Business Administration, the incoming leadership

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at the Greater Haverhill Chamber of Commerce, the Merrimack Valley Chamber of Commerce and SCORE (retired executives), in order to help promote entrepreneurship and sound business planning/technical assistance where needed.

Part of this effort includes Creative Haverhill's efforts to provide assistance – in terms of creative opportunities, marketing and support-- to low-to-moderate income artists living and working in the downtown as part of a \$40,000 State-Adams grant effort to strengthen the local arts and creative economy. The Creative Haverhill mantra is "no more starving artists," who long to work and expand their careers in an arts-friendly community in which they can afford to live, such as Haverhill. Creative Haverhill also keeps a sharp focus on expanding tourist activity in the City through creative programming, artists' websites, art in empty storefronts, creative calendars, etc. Tourist activity in Haverhill certainly pales in comparison to other communities, but these new dollars can have a real multiplier effect for the city and the region.

In Year Two, the City initiated a long-planned revitalized commercial building and façade storefront improvement program, with its partner Bank of New England. This program is managed by the CDD and anticipates 3-4 façade projects to be funded with a combination of CDBG funds (totaling \$60,000) and additional bank funds/loans during Year Three. The guidelines for the façade program were developed over the past two years, the result of a great deal of research and feedback by the CDD.

These building upgrades, along with the new streetscape improvements, arts activities and sidewalk dining, are changing the culture of Downtown Haverhill into a destination accessed by car, rail, bus and boat.

In Year Three, the CDD will explore with civic group Team Haverhill the possibilities of sponsoring a winter's Farmers Market to run from November into January, which builds off the success of the regular outdoor Farmers Market held from May to October. The winter's Farmers Market would be located in the Target Area and provide an economic boost for downtown once bad weather sets in. The winter's farmer market would provide local vendors (i.e. wine makers, beekeepers, herb growers, etc) an opportunity to provide locally-made foodstuffs as holiday gifts. It would also add to the community-supported agriculture options to the low-to-moderate income population in the Target Area, where nutrition and obesity remain major issues. This may or may not be combined with the seasonal artisan shops that Creative Haverhill will operate. Together, these enterprises will produce and sell much in the way of locally made products that was inconceivable just a few years ago.

In Year Two, the CDD assisted in coordinating and convening a 'CEO Roundtable' comprised of Haverhill business leaders, along with the Economic Development Office, the Mayor's Office and Northern Essex Community

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College. This event solicited great feedback from some of the city’s leading employers about the business climate in the city and what steps the City can take to improve hiring, wage growth and job retention. Some of this feedback was incorporated in the development of the Plan.

In Year Three, the CDD will be a part of another such forum, likely to focus on improving exporting and trade out of Haverhill, as a result of feedback from companies that sell goods and services internationally.

Economic development projects may also include micro-enterprise activities in the target areas. Already, private banks and lending institutions (such as Bank of New England and Pentucket Bank) have pledged to work with the CDD to develop and micro-loan possibilities for target area businesses.

At the same time, the CDD will be continuing legal action to recover outstanding Section 108 loan funds from Globalware, Inc., an issue that has had a negative impact on the CDD for over a decade. There has been modest success in this legal activity over the past couple of years, and Year Three will feature a stronger enforcement effort on this front due to an improving economy.

Together with HOME funds, brownfields assessment funds, expedited code inspections, technical assistance and, of course, CDBG funds, the CDD is providing quality tools to the ‘toolbox’ of offerings that the city can use to attract and increase economic development and jobs.

The priority community development needs were developed from the process described elsewhere in the document and reflects the City’s best judgment of what should be the priorities during the coming five years. Clearly the economic climate will change and these may change as well.

**Table 10: Priority Non-Housing Community Development Needs**

<b>COMMUNITY DEVELOPMENT PRIORITY OBJECTIVES</b>	<b>PRIORITY</b>	<b>TARGET POPULATION</b>
<b>GOAL 2A: MAKE NEIGHBORHOOD IMPROVEMENTS</b>		
<b>Objectives:</b>		
<b>1. Improvement in infrastructure including drainage, sewers, sidewalks, lighting, shade trees serving the CDBG Target Area population.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>2. Installation of ADA-compliant facilities throughout the City.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>

<b>COMMUNITY DEVELOPMENT PRIORITY OBJECTIVES</b>	<b>PRIORITY</b>	<b>TARGET POPULATION</b>
<b>3. Overall strategy for improving the lives of the youth in the CDBG Target Area, including health and wellness initiatives.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>4. Foreclosure prevention and reduction initiatives for low-mod households offered by and through the Community Development Department.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>5. Rehabilitate blighted buildings and sites to improve appearance and public health and safety.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>6. Renovation of area parks and facilities that serve the low income populations of the CDBG Target Area</b>	<b>High</b>	<b>All ELI-VLI-LI HHs</b>

<b>GOAL 2B: PROVIDE SOCIAL SERVICES</b>		
<b>Objectives:</b>	<b>Priority</b>	<b>Target Population</b>
<b>1. Improve outreach and access to supportive services for homeless individuals and their families</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>2. Increase coordination among Haverhill services providers of resources.</b>	<b>High</b>	<b>All LI Families with HIV/AIDS</b>
<b>3. Increase access to child care and transportation services.</b>	<b>High</b>	<b>All LI Families</b>
<b>4. Increase individuals completing job training programs for employment</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>5. Reduction in the number of gang related activities.</b>	<b>High</b>	<b>All HHs facing gang violence</b>
<b>6. Informational resource on housing and services to low-income residents of the Target Area.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>GOAL 3A: PROMOTE ECONOMIC DEVELOPMENT</b>		
<b>Objectives:</b>	<b>Priority</b>	<b>Target Population</b>

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<b>1. Assist for-profit businesses and non-profit organizations where appropriate to create or retain jobs for low/moderate income people.</b>	<b>Medium</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>2. Creation of a storefront and façade program to enhance the residential and business areas of the City, where the population of the Target Area shop and congregate.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>3. Develop economic development projects and micro-enterprise activities in the Target Area.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>4. Provide improvements in inner city infrastructure.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>5. Create sites suitable for business expansion and available for development.</b>	<b>High</b>	<b>ELI-VLI-LI All Types of HHs</b>
<b>6. Conduct assessment for hazardous substances and petroleum on identified Brownfield sites.</b>	<b>Medium</b>	<b>ELI-VLI-LI All Types of HHs</b>

2. The City’s specific objectives are described in the table below:

Table 11: Specific Community Objectives

<b>PRIORITY GOALS</b>	<b>Estimated Outcomes 2010-2014</b>	<b>Estimated Outcomes 2012-2013</b>
<b>GOAL 2A: MAKE NEIGHBORHOOD IMPROVEMENTS</b>		
<b>Objectives:</b>		
<b>1. Improvement in infrastructure including drainage, sewers, sidewalks, lighting, shade trees serving the CDBG Target Area population.</b>	<b>14</b>	<b>4</b>
<b>2. Installation of ADA-compliant facilities throughout the City.</b>	<b>5</b>	<b>3</b>
<b>3. Overall strategy for improving the lives of the youth in the CDBG Target Area, including health and wellness initiatives.</b>	<b>15</b>	<b>3</b>

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<b>PRIORITY GOALS</b>	<b>Estimated Outcomes 2010-2014</b>	<b>Estimated Outcomes 2012-2013</b>
<b>4. Foreclosure prevention and reduction initiatives for low-mod households offered by and through the Community Development Department.</b>	<b>15</b>	<b>2</b>
<b>5. Rehabilitate blighted buildings and sites to improve appearance and public health and safety.</b>	<b>7</b>	<b>3</b>
<b>6. Renovation of area parks and facilities that serve the low income populations of the CDBG Target Area</b>	<b>8</b>	<b>4</b>
<b>GOAL 2B: PROVIDE SOCIAL SERVICES</b>		
<b>Objectives:</b>		
<b>1. Improve outreach and access to supportive services for homeless individuals and their families.</b>	<b>10</b>	<b>2</b>
<b>2. Increase coordination among Haverhill services providers of resources.</b>	<b>5</b>	<b>1</b>
<b>3. Increase access to child care and transportation services.</b>	<b>5</b>	<b>1</b>
<b>4. Increase individuals completing job training programs for employment</b>	<b>100</b>	<b>20</b>
<b>5. Reduction in the number of gang related activities.</b>	<b>5</b>	<b>1</b>
<b>6. Informational resource on housing and services to low-income residents of the Target Area.</b>	<b>10</b>	<b>2</b>
<b>GOAL 3A: PROMOTE ECONOMIC DEVELOPMENT</b>		
<b>Objectives:</b>		
<b>1. Assist for-profit businesses and non-profit organizations where appropriate to create or retain jobs for low/moderate income people.</b>	<b>3</b>	<b>0</b>

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<b>PRIORITY GOALS</b>	<b>Estimated Outcomes 2010-2014</b>	<b>Estimated Outcomes 2012-2013</b>
<b>2. Creation of a storefront and façade program to enhance the residential and business areas of the City, where the population of the Target Area shop and congregate.</b>	<b>10</b>	<b>3</b>
<b>3. Develop economic development projects and micro-enterprise activities in the Target Area.</b>	<b>4</b>	<b>1</b>
<b>4. Provide improvements in inner city infrastructure.</b>	<b>14</b>	<b>3</b>
<b>5. Create sites suitable for business expansion and available for development.</b>	<b>3</b>	<b>0</b>
<b>6. Conduct assessment for hazardous substances and petroleum on identified Brownfield sites.</b>	<b>2</b>	<b>1</b>

**Antipoverty Strategy**

*Describe the actions that will take place during the next year to reduce the number of poverty level families.*

**Program Year 2 Action Plan Antipoverty Strategy response:**

**1.**

“Jobs, Jobs, Jobs...”

Economic Development strategies will promote the city’s viability to compete as a city of the 21<sup>st</sup> century for jobs and growth. These jobs, along with the supports of human services coordination, and access to adult basic education, job skills retraining and early education, are the main steps by which to reduce the number of poverty-level families. The approach is comprehensive and seeks to ensure the inclusion of all residents, including the low skilled, the unemployed and economically-disadvantaged persons.

Given the acclaimed ‘Downtown Renaissance’ that has taken place during the last half decade and the new residential character of converted factory buildings in this area, many of them housing a substantial number of low-income households, the city benefits from a comprehensive economic development strategy. This strategy will assist this new residential

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population in finding and maintaining employment within the City, and not just exporting talent to other areas.

The key to reducing the number of poverty-level families is the increase of stable housing and employment opportunities in various sectors, including but not limited to:

- industrial positions, including expansion of Haverhill's notable food cluster, specialty machining and advanced manufacturing;
- energy, including green energy;
- travel, tourism, and culture sectors support, which is increasing in the community;
- health care, especially CNA and elder care, which is a sizable need in the city;
- business services, including warehousing and logistical support, functions which are popular given the city's unique location and highway access;
- restaurant and retail employment, which is on the rise;
- human services, which is also strongly represented in the city;
- education, including early childhood education.

The city's focus on jobs must cut across all economic strata, given the diversity of the City's socioeconomic composition. The City needs jobs of all types from high-end (i.e. biotech) to lesser-skilled positions (i.e. food services), as businesses support each other to such a high degree here. Ongoing job growth efforts by the Administration must be accompanied by education and workforce development efforts, and there is already a strong concerted effort to merge the economic activity of the City with the funding and 'feeder' job-training programs of the local Workforce Investment Board (WIB) and Northern Essex Community College.

The CDD continues to support adult basic education and ESOL classes in the city, and has historically supported early childhood education, as ways in which to stabilize employment, family incomes and pathways out of poverty.

"Education and Lifelong learning:"

In Year Three, CDBG Public Services funds will support Adult Basic Literacy at the Greater Haverhill Adult Literacy Program, and a new job training program for veterans with brain injuries and post-traumatic stress disorder (PTSD).

There has been demonstrable improvement with the Haverhill Public Schools in regards to a coordinated focus on reducing the drop-out rate at Haverhill High School. This has a tremendous impact on reducing poverty in the City.

It should be noted that the City is closely examining the impact of the admissions policies of Whittier Regional Vocational Technical High School which must turn away scores of city students who would like to pursue vocational education programs offered at the school. This has been cited as a factor in the dropout rate in Haverhill and has undetermined the ability of some students to pursue their career aspirations.

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As mentioned earlier, Northern Essex Community College plays a huge role in the economic viability and anti-poverty efforts of the city. The CDD will continue a strong relationship with the College and its new President as they seek to increase their presence potentially in Downtown Haverhill.

Access to affordable day care remains another barrier to the economic progress of low-income households. Many family-run day care centers do operate within the Target Area, however. In Year Three, the City of Haverhill Public Schools Department will commence a Full-day kindergarten program system wide. In addition, in Year Two, the YMCA of the North Shore opened a new child care center in the former Whittier Building, a historic building whose deed includes the City as an owner. As the YMCA was trying to fund two complicated projects at once, the City assisted the YMCA with additional funds for the (private) Wadleigh House project described previously. This support freed up resources for the YMCA to complete the widespread renovations at the Whittier Building day care, in a structure in which the poet John Greenleaf Whittier used to attend school in the early 1800s. In any event, adding capacity to daycare facilities, including the opening in 2009 of a Little Sprouts facility off I-495, greatly aids the employment prospects of working parents.

“NRSA: Additional Housing Rehabilitation and Public Services Benefits”  
A recently completed Economic Development strategy includes Haverhill’s “Gateway Area” along Winter Street and uptown in what is known as the Lower Acre residential neighborhood. The CDD had previously initiated a planning process for the Gateway Area facilitated by a grant from Massachusetts’ Department of Housing and Community Development, to study the needs of the area’s residents as they relate to health, safety, housing and transportation. This document continues to serve as blueprint for promoting economic development, stable and safe neighborhoods, and decent, affordable housing in the Lower Acre. This detailed document and planning analysis will serve as the basis for the City’s upcoming Neighborhood Revitalization Strategy Area application.

This NRSA designation will allow the activities of some public services recipients, who will achieve Community Based Development Organization status, not to count towards the 15% public service threshold. This would allow for additional public services funds to be allocated to fight poverty and its resulting effects. The NRSA district would also allow the CDD to aggregate housing rehabilitation in the Lower Acre, with blighted Harrison Street being a potential site.

The City will also follow the best economic development practices identified for ‘Gateway Cities’ in Massachusetts (historically disinvested communities outside of Boston) such as Lawrence, Lowell, Brockton, Pittsfield, Fall River, etc. The City will seek to leverage various benefits that the Commonwealth may provide as incentives to Gateway Cities, from tax incentives, to business promotion to special infrastructure funds. The \$1.1 million in Park improvements underway at Swasey Field are a result of this emphasis.

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The City's Consolidated Plan will align with the City's overall economic development strategy in order to foster the following elements:

- Increasing economic opportunity for Target Area residents;
- Income enhancement;
- Energy cost containment;
- Health and Wellness initiatives;
- Preservation and expansion of housing for low-mod households;
- Tutoring and educational support for low-mod youth and adults;
- Job interview training or low-mod people (through WIB funded activities);

CDBG programs which will be used to directly impact the poverty Problems are as follows:

- Funding of affordable housing development;
- Funding of homeless shelters;
- Funding of meals programs;
- One-time assistance to low-mod households after fires/ disasters

CDBG programs can be used and can indirectly influence those at or below the poverty level, including reducing other costs, such as expanding affordable housing, improving energy efficiency, providing access to public transportation and increasing health care assistance.

CDBG programs which will be used to indirectly impact poverty are as follows:

- Health and wellness services;
- Repair of foreclosed and abandoned property in order to stem blight in the Target Area neighborhoods;
- Homeowner Improvement Program to repair health, safety and building code violations in order to keep low-mod families intact and living in their homes;
- High level energy improvements, including possible stretch-code attainment, as part of Homeowner Improvement Program;
- Improvement and expansion of public service activities that directly benefit low-mod individuals.

To summarize, the City's Anti-Poverty strategy consists of: expanded employment opportunities, education, day care and training connections and access, stable housing, and public services to ensure basic needs.

## NON-HOMELESS SPECIAL NEEDS HOUSING

## Non-homeless Special Needs (91.220 (c) and (e))

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

*Describe the priorities and specific objectives the jurisdiction hopes to achieve for the period covered by the Action Plan.*

*Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by this Action Plan.*

### **Program Year 2 Action Plan Specific Objectives response:**

1. Throughout the City, there are households in various subpopulations who are not homeless, but have specific housing needs and may also require special attention due to their current or prospective service needs. These subpopulations include: elderly, frail elderly, persons with severe mental illness, victims of domestic violence, developmentally disabled, physically disabled, substance abusers, persons with HIV/AIDS, and veterans suffering with post-traumatic stress disorders.

The City of Haverhill is aware of the needs of special populations and is committed to supporting initiatives which target these populations. As part of its strategy, the City is committed to provide assistance to emergency, transitional and permanent supported housing programs and related services offered through local non-profit organizations such as Emmaus, Inc., Veterans Northeast Outreach Center, Housing Support, Inc., Fidelity House, Career Resources Corporation, Bethany, Inc. and Team Coordinating Agency. These housing programs provide shelter and support services to low income households who may have health issues, substance abuse and/or mental health concerns, are victims of domestic violence or are physically or developmentally disabled. Agencies such as Veterans Northeast Outreach Center and Fidelity House provide a continuum of housing and support services to their residents.

2. The approach to addressing the needs posed by these populations has changed over the past 20 years. In response, a variety of public and private sector resources are available to address some of the current approaches to housing and service needs for these groups. These resources are limited and insufficient to meet all the needs identified. The members of these subpopulations frequently require assistance from multiple sources, in order to succeed in daily life.

In some cases, one provider, such as Emmaus, relies on another provider, such as the Salvation Army or Community Action, to provide food and services to their overnight guests. This is a great example of the 'continuum' concept at work.

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In addition to the availability of federal public housing and other federally-assisted housing programs for the elderly (primarily Section 202) and for the disabled (primarily Section 811 and Section 8 Project Based Assistance), Massachusetts is one of the few states which provides state-aided public housing for the elderly, for the frail elderly and for the non-elderly disabled through the Massachusetts Department of Housing and Community Development. The Haverhill Housing Authority, for example, owns six 'disabled-only' units funded under State Chapter 689. Monies for development of housing for clients of the Commonwealth's Department of Mental Health and/or Department of Developmental Services are also available to non-profits through the Facilities Consolidation Fund. Other state agencies serving the elderly in the City include EOHHS.

Massachusetts also has a variety of community-based programs serving the elderly. The Haverhill Council on Aging has an extensive set of services operating from the Citizens Center. The City is also serviced by Elder Services of the Merrimack Valley, its Area Agency on Aging. Programs implemented to meet the needs of elderly residents include:

- subsidized housing;
- adult day care;
- home care;
- congregate housing;
- nutrition;
- guardianship;
- legal services;
- transportation;
- assistance with health care administration;
- social activities, and
- coordination services for the disabled elderly.

In addition to affordability, a key issue for the physically disabled has been the inaccessibility of housing units, as well as the amount of actually accessible units. Funds from the CDBG Entitlement Grant and the North Shore HOME Consortium have been available to create accessibility, through physical rehabilitation, adaptation of housing to meet the needs of the physically disabled, as well as meeting ADA and Section 504 requirements.

Rebuilding Together, a national organization, has established a local presence, providing free housing rehabilitation services to low-income elderly and disabled households. Rebuilding Together has three major areas of focus for its volunteers: energy efficiency upgrades and repairs; ADA accessibility; and safety improvements.

The CDD is committed to making progress in the creation of these 'specialty' housing units. The City supported through \$15,000 in HOME Funds the development of Fidelity House Human Service's new permanent residence for four developmental disabled individuals at 273 Lowell Avenue. Previously, in Year One, the CDD funded a similar four-unit project for DDS referrals

## CITY OF HAVERHILL

completed at 94 Seven Sisters Road. This project was completed in Year Two. Working with Career Resources, Inc., a non-profit social services agency serving those with developmental disabilities, CDD funded \$48,000 of the City's HOME consortium funds this year to construct 5 new units of supportive housing on Shattuck Road for this same DDS population. These 13 new units have greatly reduced the area wait list for supportive DDS housing.

In Year Three, the City is committing \$15,000 to a rehabilitation project at Sarah's Place, a day habilitation facility for frail homebound elders. This non-profit facility needs 2 new ADA-accessible bathrooms added to their facility for this special population.

In the upcoming year (Year Three), the City is committing \$14,000 in rehabilitation funds to renovate a three-family home operated by non-profit L'Arche Irenicon, Inc. for very-low income developmentally-disabled residents at 55 9<sup>th</sup> Avenue. This rehabilitation project will address code issues and add a unit back into service.

The number of adults with mental illness or developmental disabilities who are treated in institutions has continued its dramatic decline. Correspondingly, there has been a dramatic increase in the number of individuals with developmental disabilities or mental illness receiving community-based services and housing (through the use of state and private housing providers). DMH and DDS are the primary service systems for providing services and housing (through the use of state and private housing providers), to these populations. In Year Three, the CDD will further develop its programmatic and referral relationship with the DMH-funded Haverhill Clubhouse, which is taking on an unofficial role of an 'adopter' of Emmaus' adjacent Locust Street Park.

At the level of local government, the City has the Haverhill Housing Authority, Human Services Department, Veterans Agent and a Council on Aging, as mentioned above, all of which concentrate at least some of their services on these populations, utilizing funds from various private, state and federal sources. HOME funds from the Consortium have been made available for providing assistance in the acquisition, development and rehabilitation of supported housing. HOME funds also assist through the provision of tenant-based rental assistance. In addition, non-profit organizations, including CHDOs within Haverhill typically administer programs targeted to these populations, some of which are funded through the state agencies listed above and others which are funded with federal resources or through public and private grants or a combination of these sources.

## Housing Opportunities for People with AIDS

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

1. *Provide a Brief description of the organization, the area of service, the name of the program contacts, and a broad overview of the range/ type of housing activities to be done during the next year.*
2. *Report on the actions taken during the year that addressed the special needs of persons who are not homeless but require supportive housing, and assistance for persons who are homeless.*
3. *Evaluate the progress in meeting its specific objective of providing affordable housing, including a comparison of actual outputs and outcomes to proposed goals and progress made on the other planned actions indicated in the strategic and action plans. The evaluation can address any related program adjustments or future plans.*
4. *Report on annual HOPWA output goals for the number of households assisted during the year in: (1) short-term rent, mortgage and utility payments to avoid homelessness; (2) rental assistance programs; and (3) in housing facilities, such as community residences and SRO dwellings, where funds are used to develop and/or operate these facilities. Include any assessment of client outcomes for achieving housing stability, reduced risks of homelessness and improved access to care.*
5. *Report on the use of committed leveraging from other public and private resources that helped to address needs identified in the plan.*
6. *Provide an analysis of the extent to which HOPWA funds were distributed among different categories of housing needs consistent with the geographic distribution plans identified in its approved Consolidated Plan.*
7. *Describe any barriers (including non-regulatory) encountered, actions in response to barriers, and recommendations for program improvement.*
8. *Please describe the expected trends facing the community in meeting the needs of persons living with HIV/AIDS and provide additional information regarding the administration of services to people with HIV/AIDS.*
9. *Please note any evaluations, studies or other assessments that will be conducted on the local HOPWA program during the next year.*

### **Program Year 2 Action Plan HOPWA response:**

Not Applicable

## Specific HOPWA Objectives

*Describe how Federal, State, and local public and private sector resources that are reasonably expected to be available will be used to address identified needs for the period covered by the Action Plan.*

### **Program Year 2 Specific HOPWA Objectives response:**

Not Applicable

## Other Narrative

*Include any Action Plan information that was not covered by a narrative in any other section.*

### **Foreclosure Prevention**

The City of Haverhill Community Development Department worked together this past program year with area lenders, housing prevention counseling agencies and community action agencies in the local area to assist homeowners and tenants facing foreclosure.

The Department also provides technical assistance to new purchasers of foreclosed properties by providing first-time homebuyer training through Community Action, Inc., down-payment assistance through HOME funds and other methods to preserve the housing stock and stabilize neighborhoods. We have conducted referrals to Coalition for a Better Acre in Lowell and their subsidiary, the Home Preservation Center. The CDD has also worked collaboratively referring individuals to Lawrence Community Works.

### **Abandoned Properties/Receivership**

The City conducts meetings on an ad-hoc basis with a group of relevant city departments and agencies to address the growing and troubling trend of abandoned properties within city borders. Because of the above-mentioned foreclosure problems, this "task force" of departments, spearheaded by the Community Development Department, was charged with outlining a plan to identify, list and track vacant buildings on neighborhoods, particularly in the eligible areas. The Health Department inspects the building for code violations and the Code Enforcement Officer paid by the CDBG inspects the buildings within the eligible areas of the City.

If violations are found, the Health Dept. notifies the owners of the buildings and gives them a reasonable timeframe to correct the violations. If the violations are not corrected, or if the owners cannot be reached, we have partnered with the Attorney General's Office to pursue legal action, up to and including filing for property receivership in Housing Court. The City has a cadre of private receivers willing to invest their own private funds on rehabilitating these properties and addressing outstanding Code violations.

## CITY OF HAVERHILL

The receivers will either be reimbursed by the existing owner, or the receiver will be awarded the property by the Housing Court. Without using any CDBG funds, properties are cleaned up and renovated and neighborhood property values recover.

### **Creative Haverhill**

For the second consecutive year, Creative Haverhill was awarded a John and Abigail Adams Arts Grant from the Massachusetts Cultural Council to promote the growing creative and arts economy in the community.

This year's particular focus is on building capacity for arts and culture in Haverhill, creating jobs and promoting the local creative workforce, most of whom are low-to moderate income residents.

Creative Haverhill consists of various partners including the Chamber of Commerce, the Haverhill Cultural Council, the City of Haverhill through its CDD, downtown enterprises, businesses, and non-profits.

In Year Two, Creative Haverhill organized the Cultural Council-sponsored free public summer concert series in the Target Area (Christopher Columbus Park) entitled "Make Some Noise." Creative Haverhill is also working to promote other public events with the Target Area as a primary focus, including G.A.R. Park and the Merrimack River Boardwalk. As an example, Creative Haverhill established a 'pop-up' retail operation in Downtown Haverhill during the Winter Holiday season, featuring the products of local artisans and works of local artists. This operation catalyzed retail and restaurant sales for the entire Downtown, as a unique means of competition with out-of-town and out-of-state shopping malls. This 'pop-up' shop concept featuring locally-made products is being replicated at major one-day community events throughout this year. In Year Three, the Holiday shop will operate with expanded schedules and hours, providing jobs and sales opportunities for low-to-moderate income artisans and creative entrepreneurs and microenterprises.

Through the CDD, the City is supporting some of the activities of Creative Haverhill as technical assistance for an economic development initiative that is already cultivating additional jobs and new revenue to Downtown Haverhill.

### **MassWorks**

In 2010, the Commonwealth of Massachusetts Executive Office of Housing and Economic Development (EOHED) reorganized a litany of grants and programs designed to support state-funded infrastructure improvements that would support economic development in cities and towns. Public Works Economic Development (PWED) grants, STRAP grants, UDAGs and other programs were rolled into one larger pool of funds that could provide greater

## CITY OF HAVERHILL

sums of money in a more streamlined manner. This program is called "MassWorks."

In 2011, the City applied for and received \$1.2 million for the redevelopment of the Merrimack Street corridor, located Downtown in the Target Area. This grant provides funding for the following activities and improvements in the Target Area:

- Code improvements and aesthetic upgrades to the existing Merrimack Street Parking Garage, including new ventilation, lighting, electrical, police security cameras and fire suppression systems, along with new stairs and spot masonry repairs;
- New Light-Emitting Diode (LED) streetlights and poles on Merrimack Street to replace corroded existing poles;
- Merrimack Street sidewalk and ADA improvements, new trash barrels, benches and street planters;
- Design of the Bradford Rail-Trail which parallels Merrimack Street on the opposite side of the Merrimack River across the Basiliere Bridge.

All of these funds need to be expended by June 30, 2013.

This is a major public improvement program occurring in the Target Area of the City. Plans for this project will align with the goals and objectives outlined in this plan, including making Downtown safer, more attractive, more pedestrian-friendly and more connected to the River. The project compares to work already undertaken in Year Two on Washington Street (western end of Downtown) and seeks to complement and abet a major mixed-use redevelopment proposed on Merrimack Street (eastern end). It represents the largest effort yet to reverse the effect of Urban Renewal on what was once the main retail district in the lower Merrimack Valley.

### **Merrimack Valley Floodwall/ Levee**

The City is under pressure from the Federal Emergency Management Agency (FEMA) to make structural upgrades and repairs to the Merrimack River floodwall system, built to protect Downtown in 1939 (after the Great Flood of 1936 and the Hurricane of 1938). This system, which is considered a levee, includes the Washington Square Pump Station and the Little River conduit which tunnels under downtown Haverhill where it used to power shoe mills. If repairs are not made to the floodwall, the structure will be decertified in 2013 and property owners along the structure-- who constitute the main commercial areas of the city--will face skyrocketing flood insurance premiums that will prevent them from selling their properties and perhaps driving them and their commercial tenants out of business with insurance premiums that are expected to sextuple or worse. The CDD is assisting in compiling business and employment data for this area as the City seeks financial assistance or a waiver from this post-Katrina federal levee mandate. At this time, given the \$2 million+ cost estimate for this project, it is unlikely that CDBG funds would be used for this Target Area project.

### **Urban Ecology Institute**

As previously stated, the City was selected as one of two Gateway Cities to work with Harvard University's Urban Ecology Institute to evaluate the number, condition, species diversity and health of its urban forest. At no cost to the City, a detailed study will be undertaken in Year Two that will also engage volunteers from Haverhill's Brightside, students from Northern Essex Community College and others. CDBG funds will be used to plant trees in recommended areas such as gateway roads into the city as well as 'tree deserts' in blighted inner-city neighborhoods. This will lead to significant quality of life improvement improvements in the Target Area.

### **Bike Haverhill**

The Mayor is committed to making Haverhill more bicycle-friendly more recreational cyclists and as an alternative means of transportation. A committee has formed to analyze steps the City can take to make bicycling more enjoyable and preferable in the City. Results include:

- the establishment of bike routes with appropriate signage;
- the striping of the first official bike lanes since the 1970s
- the installation of more bicycle storage racks in strategic parts of the city, including downtown. Racks in the Target Area have been paid for with CDBG funds where appropriate.
- Better surface conditions and more secure bike racks at inner-city schools to promote bicycle riding to school by students, as a means of getting exercise, fighting obesity, and reducing pick-up/drop-off vehicular traffic.

### **Citizens Center Rehabilitation**

The most significant public building improvement is a project to replace the external shell of the Haverhill Citizens Center at 10 Welcome Street. The concrete fiber panels that comprise the 'skin' of the structure have failed and many have warped, cracked or fallen, exposing the building to massive energy loss and water intrusion which is corroding several support beams. Using a \$237,500 federal Department of Energy congressional earmark which is being matched through municipal bonding, this structural replacement project is already out to bid. The total project cost is between \$500,000 to 900,000.

No CDBG funds are being used in this project, which will give new life to a building that houses sensitive populations served by the Council on Aging, Departments of Veterans Affairs, Youth, Parks and Recreation, Disabilities Commission, Meals on Wheels and services as an emergency shelter. The Citizens Center is located in the Target Area, so this constitutes a major rehabilitation project for the City.

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### **Downtown Parking Plan**

The City and CDD has commissioned the firm of Nelson-Nygaard, Inc. to help develop a parking plan for downtown Haverhill. Such challenges that have been –fortunately-- exacerbated by the successful establishment of Haverhill’s Restaurant Row, Arts District, and renovated mill housing downtown. In Year Two, the parking consultant (Nelson-Nygaard) developed a plan with city administration support. Later, a historic agreement was reached with City Council that allowed for the development of paid parking in the Downtown.

In Year Three, new paid parking equipment and kiosks will be placed downtown. The Community Development Department has no financial or other significant programmatic connection to these efforts, but it was the offspring of Parking Plan efforts funded by CDBG in Year Two.

Funds generated from the Downtown are expected to help fill downtown streetscape planter boxes and hanging flower baskets that used to be requested for CDBG funding.

### **Ornstein Heel Property**

In Year Three, the City is expected to issue a Request for Proposals for a 4-5 acre parcel along the Merrimack River adjacent to the Bradford Train Station. This site is a prime transit-oriented development site and the CDD is involved in discussion with possible respondents interested in developing at least some affordable housing on the site. This project could serve as a connection to the Bradford Rail Trail project alongside the Merrimack River. Given the way the site is cut off from the rest of Bradford by the Railroad, it is seen as a site that would be hospitable for new affordable housing.



# SF 424

The SF 424 is part of the CPMP Annual Action Plan. SF 424 form fields are included in this document. Grantee information is linked from the 1CPMP.xls document of the CPMP tool.

## SF 424

Complete the fillable fields (blue cells) in the table below. The other items are pre-filled with values from the Grantee Information Worksheet.

Date Submitted 7-12-2012	Applicant Identifier	<b>Type of Submission</b>	
Date Received by state	State Identifier	<b>Application</b>	<b>Pre-application</b>
Date Received by HUD	Federal Identifier	<input type="checkbox"/> Construction	<input type="checkbox"/> Construction
		<input checked="" type="checkbox"/> Non Construction	<input type="checkbox"/> Non Construction
<b>Applicant Information</b>			
CITY OF HAVERHILL		MA251020 HAVERHILL	
4 Summer Street		Organizational DUNS 783953110	
Room 309		Organizational Unit: City of Haverhill	
Haverhill	Massachusetts	Department: Community Development	
01830	Country U.S.A.	Division	
<b>Employer Identification Number (EIN):</b>		Essex	
04-6001392		Program Year Start Date (7/1)	
<b>Applicant Type:</b>		<b>Specify Other Type if necessary:</b>	
Local Government: City		Specify Other Type	
<b>Program Funding</b>		<b>U.S. Department of Housing and Urban Development</b>	
Catalogue of Federal Domestic Assistance Numbers; Descriptive Title of Applicant Project(s); Areas Affected by Project(s) (cities, Counties, localities etc.); Estimated Funding			
<b>Community Development Block Grant</b>		14.218 Entitlement Grant	
CDBG Project Titles Housing, Services, Facilities, Infrastructure and Economic Development		Description of Areas Affected by CDBG Project(s) See AP1 and Strategic Plan	
\$CDBG Grant Amount \$883,984	\$Additional HUD Grant(s) Leveraged	Describe McKinney-Vento \$988,439 HOME \$125,136	
\$Additional Federal Funds Leveraged PH HCV \$4,668,000	\$Additional State Funds Leveraged DHCD PH	\$223,000 DHCD MRVP \$343,000, CDD \$50,000	
\$Locally Leveraged Funds \$650,000	\$Grantee Funds Leveraged	\$2,300,000	
\$Anticipated Program Income \$55,000	Other (Describe) NSP- \$700,000 DOE- \$337,500		
Total Funds Leveraged for CDBG-based Project(s) \$11,324,059			
<b>Home Investment Partnerships Program</b>		14.239 HOME	
HOME Project Titles		Description of Areas Affected by HOME Project(s)	
\$HOME Grant Amount \$ 125,136	\$Additional HUD Grant(s) Leveraged	Describe	
\$Additional Federal Funds Leveraged	\$Additional State Funds Leveraged		
\$Locally Leveraged Funds	\$Grantee Funds Leveraged		

\$Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for HOME-based Project(s)			
<b>Housing Opportunities for People with AIDS</b>		14.241 HOPWA	
HOPWA Project Titles		Description of Areas Affected by HOPWA Project(s)	
\$HOPWA Grant Amount	\$Additional HUD Grant(s) Leveraged	Describe	
\$Additional Federal Funds Leveraged		\$Additional State Funds Leveraged	
\$Locally Leveraged Funds		\$Grantee Funds Leveraged	
\$Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for HOPWA-based Project(s)			
<b>Emergency Shelter Grants Program</b>		14.231 ESG	
ESG Project Titles		Description of Areas Affected by ESG Project(s)	
\$ESG Grant Amount	\$Additional HUD Grant(s) Leveraged	Describe	
\$Additional Federal Funds Leveraged		\$Additional State Funds Leveraged	
\$Locally Leveraged Funds		\$Grantee Funds Leveraged	
\$Anticipated Program Income		Other (Describe)	
Total Funds Leveraged for ESG-based Project(s)			
Congressional Districts of:		Is application subject to review by state Executive Order 12372 Process?	
MA 5th	MA 5th		
Is the applicant delinquent on any federal debt? If "Yes" please include an additional document explaining the situation.		<input type="checkbox"/> Yes	This application was made available to the state EO 12372 process for review on DATE
		<input checked="" type="checkbox"/> No	Program is not covered by EO 12372
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No	<input checked="" type="checkbox"/> N/A	Program has not been selected by the state for review

Person to be contacted regarding this application		
Andrew	Middle Initial K.	Herlihy
Division Director	Phone: 978-420-3723	Fax
eMail: aherlihy@cityofhaverhill.com	http://www.ci.haverhill.ma.us/	Other Contact
Signature of Authorized Representative		Date Signed
James J. Fiorentini Mayor		07/12/2012