



# Third Program Year Action Plan

The CPMP 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.

## Narrative Responses

### GENERAL

#### **Executive Summary**

The Executive Summary is required. Include the objectives and outcomes identified in the plan and an evaluation of past performance.

#### **EXECUTIVE SUMMARY**

The City of Norwich, CT hereby submits the Fiscal Year (FY) 2012-2013 Consolidated Annual Action Plan to the U.S. Department of Housing & Urban Development (HUD).

This is the third year of the City's 5-year Consolidated Plan. This Annual Action Plan is an implementation strategy for FY 2012-2013 designed to address the City's priority community development and housing needs as identified through its Citizen Participation process. In accordance with HUD regulations under Title 24 of the Code of Federal Regulations (24 CFR), the City receives Consolidated Plan Grant funds under the Community Development Block Grant (CDBG) entitlement program.

The annual allocation from the U.S. Congress to the City of Norwich is \$735, 831. The City receives approximately \$75,000 in revolving loan income through the *Property Rehabilitation Loan* program. However, the City disburses these "return of loan revolving funds" directly to Property Rehabilitation projects prior to using any Property Rehabilitation entitlement funds. In addition, we anticipate projects may "fall-back" as a result of project de-obligation. Since we cannot predict or estimate these additional funds we have not included the number as part of our annual allocation. However, the City will reallocate any funds using the proper procedures located within our Citizen Participation Plan. This process is in compliance with 24 CFR, part 91. The City of Norwich will utilize these funds to address the following priority needs that are specific to the Consolidated Plan:

- Provide Safe, Decent, Affordable Housing
- Support Public Service Programs Promoting Self-Sufficiency, Health & Safety
- Upgrade Facilities that Serve Low Income Populations & Neighborhoods

All available funds budgeted for FY 2012-2013 are targeted to meet the needs of very low-to-moderate income residents, including but not limited to residential rehabilitation, energy conservation, temporary homeless assistance, job training, assisting individuals with limited English proficiency, public safety, access to youth development activities, increased public health and safety in targeted areas as well as for protected populations, wellness supports, and improving facilities that serve very low income neighborhoods.

The City will focus on 3 pinnacle priorities and objectives during the next year. We will work to (1) Provide Decent Affordable Housing by managing programs that increase homeownership opportunities as well as promote code improvement and energy efficient housing; (2) Create a Suitable Living Environment by focusing on activities working to address quality of life issues that encourage collaboration and foster a sense of community on a city-wide scale; and (3) Expand Economic Opportunities for Low-to-Moderate Income Residents by supporting programs that increase self-sufficiency and stability of residents.

To achieve those objectives, the Office of Community Development has chosen outcomes that adequately measure the impact of our proposed activities:

<i>KEY OUTCOME MEASUREMENTS</i>
#/% Units become Code Compliance
#/% Reduction in Crime Rate in targeted areas
#/% Increase in solved criminal activities
#/% Reduction in Blight/Abandoned/Vacant
#/% Increase in Property Values
#/% Reduction of People with a high cost burden
#/% Increase in Tax Revenues
#/% of jobs created or retained
#/% of participants improve employment
#/% of participants increase financial self-sufficiency
#/% of participants sustain financial self-sufficiency
#/% of participants who become permanently housed
Reduce #/% of repeat occurrences of domestic violence
#/% of Youth diverted from Juvenile Justice System
#/% of Youth experience personal growth
#/% of target area community meetings in public facility

In some cases, these outcomes extend the outcomes already tracked by each subrecipient. We believe these outcomes will directly measure stabilization within the target areas, the neighborhood and the community as a whole.

In PY 2011 (formerly PY 37), subrecipients have been successful year-to-date in achieving goals based on needs defined in the Community Development Needs chart. Those goals included:

<b>Activity</b>	<b>Goal</b>	<b>3<sup>rd</sup> Qtr</b>
Sidewalks - linear feet	1500	1800
Fire Station/Community Facility Projects	1	0
Operating Cost Homeless Prgrm - Homeless Participants	60	58
Public Services - Unduplicated participants	5250	4556
Youth Services	50	36
Employment/Training	175	303
Child Care - Safety Net	30	17
Rehab; Single-Unit	12	7
Rehab; Multi-unit	18	14
Public Housing Modernization	40	40
Removal of Architectural Barriers	3	0
Battered and Abused Spouses	1700	922

The City successfully added 1800 linear feet of sidewalks in targeted areas where there are high concentrations of pedestrians who use those areas for access to employment and food stores. The Fire Department continued efforts to stabilize an historic fire house in a targeted LMI Census tract. The building is also to be used as a community facility and at present, has hosted a series of neighborhood meetings. Our winter shelter has aided homeless individuals through the most difficult months and programs have been successful in providing permanent housing to 27 individuals. The overall public service programs assisted 4556 unduplicated clients and 50 youth participated in a multitude of organized activities centered on positive development. Norwich currently has a 9.2% unemployment rate. In order to reduce that rate, jobs and a talented workforce are required. In PY 37 to date, 303 individuals participated in training and education programs.

There were no citizen’s comments during the Community Development Advisory Council’s public meetings.

Beginning in 2011, the CD department has used the reduction in CDBG funding over the last year as an opportunity to help organizations focus their outcomes and measurement process. In order for true community development to happen, deep and meaningful collaborations must be created. The CD office applied for private funds to pay for a series of trainings available to all organizations that provide services to Norwich residents. The 4-part series trained agencies on focusing activities that resulted in changes in behavior, attitude, circumstance, knowledge or skill. The concept is to better align effort of activity with community impact and not just on the numbers of people served.

## **Citizen Participation 91.200 and 91.220(b)**

### **2. Provide a summary of the citizen participation and consultation process (including efforts to broaden public participation in the development of the plan.**

The City of Norwich's Citizen Participation Plan is available online at: <http://www.norwichct.org/content/43/87/default.aspx> and is available to citizens by request. The citizen participation process follows HUD's guidelines and regulations to afford all citizens, particularly those living in low income neighborhoods and other special needs populations, with the opportunity to participate in CDBG planning.

As excerpted from the CPP, the City of Norwich followed the following process:

### **ANNUAL ACTION PLAN PROCESS**

As part of 24 CFR Part 91, the City of Norwich is required to develop an annual Action Plan that details the projects to be undertaken with CDBG funds for the upcoming year. The following steps must be taken with the development of the *Annual Action Plan*.

1. A Request For Proposals will be published in the local newspaper in January for applicants eligible to apply for CDBG funds. Funding applications will be made available to the public at the Office of Community Development and on the Community Development page on the City website; [www.norwichct.org](http://www.norwichct.org). Staff will review the applications received by the application deadline in March for compliance and eligibility. Categories may be limited if the CDAC chooses to focus funds on activities identified as great needs
2. The CDAC will hold at least two meetings open to the public after the applications are due but prior to deliberations. At least one public hearing will be in the evening and at least one public hearing will be in the afternoon. These two general public meetings will be held at Norwich City Hall or in public place that is accessible to all residents and all applicants will be notified of the hearings by the Office of Community Development.
  - (a) An additional public hearing will take place at the meeting of the Norwich City Council prior to the date the City Council is scheduled to vote on expenditures for the Annual Action Plan (Action Plan). Notice for all public hearings will be published a minimum of 14 days in advance.
  - (b) The City will consider any comments or views of citizens received in writing, or orally at the public hearing(s), in preparing the final consolidated plan. A summary of these comments or views, and a summary of any comments or views not accepted and the reasons therefore, shall be attached to the final Action plan.

3. The Office of Community Development will provide technical assistance to groups representing persons of low-and moderate-income that request such assistance in writing applications in response to the City's Annual Request for Proposals.
4. The Office of Community Development will prepare a draft of the Annual Action Plan. The draft will be made available for citizen comment 30 days prior to Council approval. The availability of the draft Plan will be published in the *Norwich Bulletin* at the beginning of the comment period. A summary of any comments received at the public hearing and during the comment period will be attached to the Action Plan.

In keeping with the aforementioned participation plan, the City of Norwich held two public meetings prior to the CDAC's deliberation:

- April 16<sup>th</sup>, 4:00 P.M. at 23 Union Street
- April 19<sup>th</sup>, 4:00 P.M. at 23 Union Street

A notice was posted in the *Norwich Bulletin* (regional newspaper) of the request for citizen's comments during a 30-day comment period. The ad ran on May 8, 2012 (see appendix).

The City of Norwich held two public hearings providing opportunities for the public to comment at a Council meeting prior to the Council's final vote on the recommended allocation

- May 21<sup>st</sup>, 7:30 Council Chambers, City Hall
- June 18<sup>th</sup>, 7:30 Council Chambers, City Hall

Public notices of the hearings, deliberations and the vote were published in advance in the *Norwich Bulletin* (regional newspaper) and online at [www.norwichct.org](http://www.norwichct.org). Comments from public hearings are in the appendix. A notice regarding the final Council decision was posted online at [www.norwichct.org](http://www.norwichct.org). Information was also sent to the *Norwich Bulletin* and the *New London Day* through a press release.

There were no citizen's comments during the Community Development Advisory Council's public meetings. Comments from the Public Hearings are included in the appendix. No action on the comments were necessary.

The CD office works hard to engage community-members at all levels of the CDBG process – from creating the application through close out of programs. In year 1 of the Consolidated Plan, public service groups were heavily engaged in round-table discussions. Clients participating in activities through those agencies responded to questions regarding service needs. The focus was on needs in the community, gaps in services that could be provided and long-term planning. The development of the PY 2012 application and the focus on outcomes were as a result of these conversations.

Using leveraged funding, the CD office is able to utilize translators of the City's most commonly used non-English languages (Haitian-Creole, Chinese, and Spanish). This has allowed us to increase the diversity of participants, especially in the property rehabilitation and lead based paint hazard control programs. Translators and staff attended multiple community events as well as religious and property owner association meetings to talk about City-wide programs. The CD office works with organizations such as Disabilities Network of Eastern Connecticut to make sure our programs accurately reflect the needs of disabled populations.

The City will increase efforts this year by participating in community events that are run by minority organizations and groups. The idea is to increase our presence at events where at-risk community members are. It is less intimidating and will make us more approachable. We will also continue attending large-scale community events that reach all residents. These events include: Touch-A-Truck, National Night Out, The Weekly Farmer's Market and Family Day.

**a. Based on the jurisdiction's current citizen participation plan, provide a summary of the citizen participation process used in the development of the consolidated plan. Include a description of actions taken to encourage participation of all its residents, including the following:**

**1. low- and moderate-income residents where housing and community development funds may be spent;**

In addition to community meetings, the City of Norwich generated a questionnaire as part of the outreach component of plan development. The survey requested respondents to rank on a scale from 1 to 4 community development and housing areas and to identify factors that impede fair housing choice.

**2. minorities and non-English speaking persons, as well as persons with disabilities;**

The survey was released in English and translated into the 3 predominant languages of the area – Spanish, Haitian-Creole, and Chinese; The survey was also distributed at the two CDBG funded English as a Foreign Language programs.

**3. local and regional institutions, the Continuum of Care, and other organizations (including businesses, developers, nonprofit organizations, philanthropic organizations, community and faith-based organizations);**

Development of this Consolidated Plan was formulated with input from public hearings, meetings with affected groups, a needs survey and consultations with public and private organizations concerned with community development in Norwich. Research sources included information available on the internet; the 2000 U.S. Census; and updated in 2012; and utilized a number of reports that were developed regionally on housing, social services and the local economy.

The staff of both the Office of Community Development and the Human Services

Department are involved on an on-going basis in the community with such agencies as the Thames Valley Council for Community Action (TVCCA), Southeastern Council on Alcohol and Drug Dependency (SCADD), and others concerned with the needs of the community. Through ongoing involvement with organizations concerned with community issues and activities, City staff members are aware of the full spectrum of housing and community development needs and have thus been able, with their community partners, to develop a variety of programs to meet identified community needs.

The Director of Norwich Human Services who oversees the Office of Community Development is on the Executive Board for the Continuum of Care and is also the Co-Chair of the regional Coalition to End Homelessness in Southeastern Connecticut.

Members of the Community Development Advisory Committee (CDAC) and the Norwich City Council are continually involved in public meetings and hearings throughout the year. They are aware of issues affecting Norwich's special needs populations.

**4. residents of public and assisted housing developments and recipients of tenant- based assistance;**

The survey is distributed to TVCCA (514 Section 8 certificates) and Norwich Public Housing Authority. Please also review section b. below for representatives who assisted in the creation of the 5-year plan.

**5. residents of targeted revitalization areas.**

In addition to the organizations mentioned under section b. below, the City used the 2 Neighborhood Revitalization Zones (NRZs) and 10 block-watch organization meetings as opportunities to speak to residents. Please review section b. as well.

**b. Identify agencies, groups, and organizations that participated in the process. This should reflect consultation requirements regarding the following:**

The following response answers questions b1-5. In addition to the Continuum of Care and the Southeastern Connecticut Coalition to End Homelessness, the following organizations were represented at the table or played a roll in creating the 5-year plan:

- State of Connecticut, State Legislative Offices
- State of Connecticut, Department of Health
- State of Connecticut, Department of Children and Families Eastern Region
- Southeastern Connecticut Council of Governments
- Norwich Housing Authority
- Thames Valley Council for Community Action
- Thames River Family Program
- Norwich Community Development Corporation
- Norwich Arts Council
- Fannie Mae Connecticut Partnership Office
- NAACP
- Disabilities Network of Eastern Connecticut
- Literacy Volunteers
- Area Food pantry Consortium
- Martin House
- Madonna Place
- Big Brothers Big Sisters
- Bethsaida Community Inc./Katie Blair House
- Backus Hospital

- Southeastern Connecticut Partnership to End Homelessness
- SCADD
- Women’s Center
- Norwich faith-based organizations
- Habitat for Humanity of SECT
- United Way
- Local realtors and developers, both for-profit and non-profit

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

There were no citizens comments for the Annual Action Plan for PY 2012.

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

N/A

**Resources 91.220(c)(1)) and (c)(2)**

**5. Identify the federal, state, and local resources (including program income) the jurisdiction expects to receive 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.**

The following resources are made available to assist the City of Norwich in addressing the needs identified in the strategic plan:

<b>Program</b>	<b>Federal Funds</b>	<b>State Funds</b>	<b>Local Funds (non-CDBG)</b>
CDBG	810,931	284,659	94,886
Section 8	4,345,298	526,244	0
NSP	0	400,000	0
CoC	0	1,238,000	34,280
Lead Hazard Control	695,000	0	66,000
<b>Total</b>	<b>5,851,229</b>	<b>2,448,903</b>	<b>195,166</b>

The Norwich Housing Authority receives approximately \$4.5 million in federal and state housing choice voucher related revenue. The City of Norwich Human Service Department does not receive McKinney-Vento funding. The City, however, is a partner in the Southeastern Connecticut Continuum of Care, which does receive this and other funding. It is projected that the Continuum will receive \$1.2 million of related funding. The residents of Norwich will receive direct benefits from these funds, but with only a percentage of the total dollars being allocated within our community. In addition to the City’s CDBG funding for property rehabilitation, the Community Development department received an award of \$400,000 for the Neighborhood Stabilization Program 3 (NSP3). The City of Norwich was recently notified that we received a 3-year federal Lead Based Paint Hazard Control program (LBPHC) for approximately \$2.1 million. The LBPHC funds will be used in conjunction with the CDBG funded Rehabilitation Program.

**6. Explain how federal funds will leverage resources from private and non-federal public sources, including how matching requirements of HUD programs will be satisfied.**

<u>Program</u>	<u>CDBG Funds</u>	<u>Leveraged</u>	<u>Use of Leveraged Funds</u>
Norwich Hospitality Center	\$30,000	\$31,400	Funds will be used to for a portion of rent/utilities and retain counselors for case management
Youth Service Bureau - Juvenile Justice	\$21,500	\$183,947	Funds will help create one FTE
Big Brothers Big Sisters	\$4,000	\$13,500	Leveraged funds pay for overhead, staffing and general administration
Norwich Works	\$32,000	\$21,204	Case management and costs for access to training
Literacy Volunteers	\$2,400	\$10,000	General administration of Norwich satellite facility
Norwich Adult Education	\$9,000	\$11,000	Balance of instructor and child care services during classes
Women's Center - Domestic Violence	\$5,000	\$16,195	Case management, general administration including hot-line phone costs
Norwich Public Housing - JFKI	\$60,000	\$5,500	Architectural and development fees
Norwich Police - Cameras	\$150,000	\$0	N/A
Norwich Econ. Dev. Job Creation	\$50,000	\$75,000	Other incentives from state and federal resources including On-the-Job Training, Step-up, and Incumbent worker training, etc...

**ANNUAL OBJECTIVES**

Goals and objectives to be carried out during the action plan period are indicated by placing a check in the following boxes.

<input checked="" type="checkbox"/>	<b>Objective Category Decent Housing</b>  Which includes:	<input checked="" type="checkbox"/>	<b>Objective Category: Suitable Living Environment</b>  Which includes:	<input checked="" type="checkbox"/>	<b>Objective Category: Expanded Economic Opportunities</b>  Which includes:
<input checked="" type="checkbox"/>	assisting homeless persons obtain affordable housing	<input checked="" type="checkbox"/>	improving the safety and livability of neighborhoods	<input checked="" type="checkbox"/>	job creation and retention
<input checked="" type="checkbox"/>	assisting persons at risk of becoming homeless	<input checked="" type="checkbox"/>	eliminating blighting influences and the deterioration of property and facilities	<input type="checkbox"/>	establishment, stabilization and expansion of small business (including micro-businesses)
<input checked="" type="checkbox"/>	retaining the affordable housing stock	<input type="checkbox"/>	increasing the access to quality public and private facilities	<input checked="" type="checkbox"/>	the provision of public services concerned with employment
<input checked="" type="checkbox"/>	increasing the availability of affordable permanent housing in standard condition to low-income and moderate-income families, particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability	<input type="checkbox"/>	reducing the isolation of income groups within areas through spatial deconcentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods	<input checked="" type="checkbox"/>	the provision of jobs to low-income persons living in areas affected by those programs and activities under programs covered by the plan
<input type="checkbox"/>	increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/AIDS) to live in dignity and independence	<input type="checkbox"/>	restoring and preserving properties of special historic, architectural, or aesthetic value	<input type="checkbox"/>	availability of mortgage financing for low income persons at reasonable rates using non-discriminatory lending practices
<input checked="" type="checkbox"/>	providing affordable housing that is accessible to job opportunities	<input type="checkbox"/>	conserving energy resources and use of renewable energy sources	<input type="checkbox"/>	access to capital and credit for development activities that promote the long-term economic social viability of the community

**7. Provide a summary of specific objectives that will be addressed during the program year.**

(see charts on next pages)

<b>GOAL:</b>	<b>Suitable Living Environment with Purpose of New or Improved Availability/Accessibility</b>				
<b>PY 2012</b>					
	<b><u>Specific Objective</u></b>	<b><u>Source of Funds</u></b>	<b><u>Programs</u></b>	<b><u>Assisted Number</u></b>	<b><u>Outcomes</u></b>
SL-1.1	Battered & Abused Spouses - Provide crisis intervention/advocacy for domestic violence victims;	CDBG; private	Women's Center Crisis Intervention & Advocacy	1700	1450 receive safety plan; 650 improved Safety

<b>GOAL:</b>	<b>Decent Housing with Purpose of New or Improved Availability/Accessibility</b>				
<b>PY 2012</b>					
	<b><u>Specific Objective</u></b>	<b><u>Source of Funds</u></b>	<b><u>Programs</u></b>	<b><u>Assisted Number</u></b>	<b><u>Outcomes</u></b>
DH-1.1	Operational Costs of Homeless/AIDS patients; provide shelter for homeless or at-risk of becoming homeless persons;	CDBG; Continuum of Care; Local Foundations; State DSS	Norwich Hospitality Center	60	30 are permanently housed; 60 receive referral to programs that improve oppty to be self-sufficient

<b>GOAL:</b>	<b>Economic Opportunity with Purpose of New or Improved Sustainability</b>				
<b>PY 2012</b>					
	<b><u>Multi-Year Objective</u></b>	<b><u>Source of Funds</u></b>	<b><u>Programs</u></b>	<b><u>Assisted Number</u></b>	<b><u>Outcomes</u></b>
EO-3.1, 3.2, 3.3, 3.4	Employment/Training: Provide training on high-need employment opportunities that increase pay level; Provide training to help improve English language skills allowing residents to increase opportunities for higher wage employment; Fund opportunities for businesses to relocated, expand or stabilize based on creating retaining FTEs;	CDBG; State; federal; local; private	Norwich Works Job Training	75	75 ppl participate, 60 sustain/increase income
			Literacy Volunteers	85	85% advance two levels in language skills
			Adult Education	25	Students demonstrate they are prepared for employment; Students demonstrate active participation in child's education
			Economic Development - Norwich Job Creation/Retention	8	8 FTEs will be created/retained; other funds will be leveraged to expand/stabilize businesses in Norwich.

GOAL:	Decent Housing with Purpose of New or Improved Affordability				
PY 2012					
	Multi-Year Objective	Source of Funds	Programs	Assisted Number	Outcomes
DH-2.1, 2.2	Public Housing Modernization - Replace aged/dilapidated roof on public housing units which will preserve structure and increase energy efficiency for LMI tenants Single/Multi-family Rehab - rental <b>AND</b> owner occupied properties: Acquire and/or rehabilitate 22 housing units in order to make properties code compliant and lead safe while improving overall energy efficiency;	CDBG, Lead, NSP; PHA	Property Rehabilitation Program	22 units	22 units become lead safe and code compliant; Properties increase in value; Decrease in Housing Cost Burden;
			Norwich Housing Authority	32 units	Preserve aged/dilapidated public housing units; Increase energy efficiency for seniors/disabled

GOAL:	Suitable Living Environment with Purpose of New or Improved Sustainability				
PY 2012					
	Specific Objective	Source of Funds	Programs	Assisted Number	Outcomes
SL-3.1, 3.2, 3.3	Youth Services - provide positive youth development (2 funded programs); Public facility upgrade (public safety camera installation)	CDBG; State; federal; private; Norwich Public Utility	Youth Service – Juvenile Diversion	67	Provide positive youth and family development through diverting youth from incarceration
			Big Brothers Big Sisters Youth Mentoring;	50	Improved personal growth; Social competence; Attitude
			Norwich Police Dept. Cameras	Variable	Installation of 12 PTC, high-res cameras; Decrease in Crime Rate by Category;

**Description of Activities 91.220(d) and (e)**

*\*If not using the CPMP Tool: Complete and submit Table 3C*

*\*If using the CPMP Tool: Complete and submit the Projects Worksheets*

- Provide a summary of the eligible programs or activities that will take place during the program year to address the priority needs and specific objectives identified in the strategic plan, the number and type of families that will benefit from the proposed activities, proposed accomplishments, and target date for the completion of the activity.**

**Describe the outcome measures for activities in accordance with Federal Register Notice dated March 7, 2006, i.e., general objective category (decent housing, suitable living environment, economic opportunity) and general outcome category (availability/accessibility, affordability, sustainability).**

Please also reference the embedded chart which answers question 7 – “Specific Objectives” as well as question 8 – “Summary of Eligible Programs”. In addition, Table 3C is in the appendices.

- **Job Training** - Training for individuals in fields that have shortages, such as medical technology and CNAs, where they will make a living wage. Many individuals that have used this program are leaving work in fast-food establishments. The majority of participants have been parents of young children. The program will assist several students in becoming registered nurses, a well-paid skill in high demand in the region. In the future, the program hopes to expand to address other well-paid skills such as auto and computer repair and other areas identified as high-need. A course in lead safe work practices for the construction trade will also be supported by the Office of Community Development.
- **Public Housing Improvements**- Roof/gutter installation will take place assisting 28 individuals and 18 units. These units were built in the 1950s are State mandated public housing
- **Single/Multi-family Rehabilitation/Energy Efficiency**- Norwich Rehabilitation program, will continue energy efficiency upgrades for eligible properties receiving lead/rehabilitation work. A total of 32 units will receive lead funding and 22 of those units will also receive rehabilitation funds.
- **English as a Second Language**- Adult Education and Literacy Volunteers will both receive funding to increase the level of service offered to those in need of English language skills. Until individuals attain proficiency in English, the likelihood of escaping poverty is low. Madonna Place will partner with Norwich Adult Education to provide access to ESL classes for parents lacking childcare. An ESL certified teacher employed by Adult Ed will go to Madonna Place, where free childcare will be offered. Parents can take the English class at Madonna Place and benefit from free educational and childcare services at the same time. This will allow people who need English instruction but cannot access it due to childcare concerns to take their class.
- **Homeless Services**- Funding for the winter homeless shelter will provide homeless adults with shelter and supportive services from November, 2012 to April, 2013.
- **Public Facility Upgrade** – The Norwich Police Department will add high resolution pan, tilt and zoom cameras in high crime neighborhoods. This will lead to a decrease in crime. These areas are in a Census tract where greater than 51% of residents are low-to-moderate income and will have a residual impact on job creation through business expansion/relocation. Domestic violence in Southeastern Connecticut has increased over the last several

years and has a direct connection to stresses related to job loss and reduction in income. Therefore, the City will work with service providers to address domestic violence issues at the time of the incident while providing support services during the criminal court cases and providing crisis intervention as well as on-going support. For program year PY 2012, the City of Norwich will provide assistance to programs that retain Domestic Violence Counselor/Advocates who can provide professional level assistance to battered and abused spouses.

• **Youth Related Activities** – Youth represent the future for Norwich. The City is proud to continue the support of mentoring programs that develop personal growth, social competence and a caring attitude in our youth; thereby decreasing the possibility of a child using drugs and alcohol, engaging in inappropriate behavior and giving in to pressure of peers to act in harmful unlawful ways. The program will work to increase a child’s chance of becoming a productive active adult. This year, the City will provide funding to a program that works to divert youth from entering the Juvenile Justice System and provides them with opportunities to re-engage in the community.

• **Women’s Center/Domestic Violence** - There has been a surge in domestic violence in Southeastern Connecticut over the last several years. As a result, the City has invested in programming to assist victims of domestic violence by addressing this issue at the time of the incident, providing support services during the criminal court cases and providing crisis intervention as well as on-going support.

• **Economic Development** - Project leverages existing State and Federal incentives in order to stimulate job creation in Norwich and, when necessary, retention of Norwich jobs. Businesses looking to open, relocate-to or expand-in Norwich and hire Norwich residents will be eligible. Funding will be based on hiring and retention of an LMI Norwich resident and will not exceed the maximum allowable under 570.208(a)(4).

**9. Describe the geographic areas of the jurisdiction 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.**

The City of Norwich, CT was settled in 1659 and has a population of 40,493 (2010). We are a mostly urban city covering 27.1 square miles. The City is located 50 miles South-West of Providence and 40 miles South-East of Hartford. As of this year, Norwich has become the largest populated municipality in Southeastern Connecticut.

According to the 2010 Census data the City of Norwich is greater than 51% low-to-moderate income in the majority of Census tracts. Regardless of this fact, program funds have been geographically targeted in two ways: (1) funds will be directed toward CDBG eligible census tracts within boundaries

of the City of Norwich or (2) funds will be directed toward very-low to moderate income persons on a city-wide basis. Funds allocated under criteria (2) will be based on verification of income or based on benefit to a category of persons presumed to be very-low to moderate income (such as homeless or disabled clientele). The ultimate goal is to strengthen the economic base of the entire community.

Although most projects in the Action Plan are city-wide, some projects fall geographically within CDBG-eligible areas where very-low to moderate-income individuals are directly benefited. Therefore, those projects will meet the Low-Mod Area (LMA) national objective. It is important to note, however, that the majority of projects will be directed to meet the Low-Mod Clientele national objective (LMC).

*Census Tract 6964* is home to a population of almost 5,000 residents. 36% of those residents are at or below 30% AMI and 55% are at or below 50% AMI. An estimated 30% of the total residents in this tract are considered "minority". This Census tract contains residential and commercial properties. 79% of the residential housing stock was built prior to 1978 (48% was built prior to 1940). The age and condition of the housing stock leads to a concern for overall community safety – which includes suppressing the high potential for fire.

*Census Tracts 6961 and 6968.* Please note, the information listed below is listed respectively. *6961 and 6968* have a population of approximately 4400 residents and 3667 residents. 32% and 35% of residents are at or below 30% AMI and 53% and 55% are at or below 50% AMI. These Census tracts (including 6964) also carry the highest crime rates in the City. The majority of housing units in these tracts were built prior to proper zoning laws, creating densely settled areas that may promote undesirable activities. A very high population of impressionable youth make up 30%, 38% and 49% of the population residing in these tracts. The convergence of high crime rates and a significant concentration of low-to-moderate income residents living in thickly settled neighborhoods make these areas a high need in terms of community investment. In Census tract 6968, the City will invest CDBG funds and install high resolution cameras to reduce crime.

100% of project related funds will be used to benefit low-to-moderate income populations. 80% of funds will go towards activities benefiting Low-Mod Clientele (LMC) on a city-wide basis and 20% will go towards activities benefiting Low-Mod Area (LMA) – specifically Census tract 6964.

**10. Describe the basis for allocating investments geographically within the jurisdiction during the next year and the rationale for assigning the priorities.**

Norwich allocates the majority of investment dollars towards Low-Mod Clientele (LMC) versus Low-Mod Area (LMA). The general demographic of Norwich residents

provides for a greater than 51% LMI concentration in almost all Census tracts. As a result, the City of Norwich does not allocate investments based on geographic location as much as on the priority needs identified in the Consolidated Plan.

In the circumstances where we allocate geographically, we base the decision on 3 key factors:

- a. Project supports the general protection and/or safety of residents as well as housing stock
- b. Project allows for an opportunity to improve quality of life, including improved accessibility to transportation, employers and businesses
- c. Project allows for stabilization of physical housing structures and works to reduce the overall housing cost burden

The rationale is based on an analysis of the Norwich community during the 2010-2014 Consolidated Plan process.

The approved allocations are as follows:

<u>Application</u>	<u>2012-2013</u>
Admin	\$ 147,166
Hospital Center	\$ 30,000
Youth & Family Services	\$ 21,500
Big Brothers/Big Sisters	\$ 4,000
Norwich Works	\$ 32,000
Literacy Volunteers-ESOL	\$ 2,400
Adult Ed- ESOL	\$ 9,000
Women's Center-Domestic Violence	\$ 5,000
<b>Total Public Service</b>	<b>\$ 103,900</b>
Norwich Housing Authority	\$ 60,000
Police	\$ 150,000
CD Econ Dev/Job Creation	\$ 50,000
Property Rehab	\$ 224,765
<b>Total Non-Public Service</b>	<b>\$ 484,765</b>

**Annual Affordable Housing Goals 91.220(g)**

***\*If not using the CPMP Tool:** Complete and submit Table 3B Annual Housing Completion Goals.*

***\*If using the CPMP Tool:** Complete and submit the Table 3B Annual Housing Completion Goals.*

- 11. Describe the one-year goals for the number of homeless, non-homeless, and special-needs households to be provided affordable housing using funds made available to the jurisdiction and one-year goals for the number of households to be provided affordable housing through activities that provide rental assistance, production of new units, rehabilitation of existing units, or acquisition of existing units using funds made available to the jurisdiction. The term affordable housing shall be defined in 24 CFR 92.252 for rental housing and 24 CFR 92.254 for homeownership.**

Norwich will continue the funding of property rehabilitation projects that work to reduce the housing cost burden of low-to-moderate income individuals. Through the Rehabilitation/Lead Program, the City will aid homeowners in bringing properties “up-to-code” while making the home “lead safe”. Units receive energy efficiency upgrades helping to reduce utility costs which increases available income. Reduced cost burden, increase in property values and reduction in crime are a few consequential outcomes. We will also repair deteriorated roof systems at state public housing. The new systems will reduce energy costs and environmental hazards. Energy costs are currently paid for by the residents. The program will benefit 32 units of lead funding of which 22 units are also receiving rehabilitation funds.

The Norwich community works hard to reach out to homeless and those at risk of being homeless on a year-round, non-stop basis. During warmer months, residents find “homes” in unexpected and sometimes unpleasant places. During the winter months, however, housing for this at risk population becomes difficult. It has sadly become lethal over the last several years. To address the issue of homelessness, Norwich will operate its Hospitality Center which addresses overflow shelter needs during the winter and will benefit approximately 60 people. The City will also work with programs to provide domestic violence intervention; youth education and mentoring; English language education; and job training.

The City of Norwich was recently approved for NSP3 funding of \$400,000.00 to stabilize neighborhoods. We will work to continue the successes achieved under NSP1 and leverage resources and skills of multiple non-profit developers of affordable housing. The housing partners will work closely with the TVCCA family shelter, transitional living facilities and Norwich Human Services to identify eligible tenants to work to benefitting low-to-moderate income individuals. There is a requirement for 25% of funding to be used for those at or below 50% AMI. We anticipate between 6-8 households will benefit. Please also see information in the next section under public housing.

### **Public Housing 91.220(h)**

- 12. 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.**

For PY 2012 the Office of Community Development will invest \$60,000 in building rehabilitation of Norwich Housing Authority's John F. Kennedy Heights I. There are a total of 64 units spread out over 35 buildings. All 64-units are very low-income, State Elderly/Disabled public housing. This funding will address approximately 30% of the total units. This activity serves the national objective of serving low-mod housing 24 CFR 570.208(3).

The units were constructed in 1951. The Norwich Housing Authority must upgrade the roofing at the facility due to deterioration of asphalt shingles and base layer. This project ensures current penetration will be stopped. Any leaking will lead to water damage to ceilings and insulation, which, in turn, can create mold and other problems in the interior of apartments.

This is a State, not a federal, public housing facility and therefore does not receive adequate funds for maintenance. There are 28 residents living within these 18 units. 3% of the households have an annual income of less than \$10,000. 19% have annual incomes less than \$15,000 and 32% have annual incomes less than \$20,000. Under federal guidelines, these individuals are regarded as extremely low income. The City is very much in need of affordable housing and consequently, it is imperative that existing resources are preserved and kept as affordable to those with very few resources.

Maintaining decent housing for low-income and disabled individuals is much less expensive than having to maintain the same individuals in shelters, hospitals or at assisted living facilities at the government's expense. The maintenance of this housing at affordable levels keeps the cost of this service within reasonable limits for the government.

In order to promote employment opportunities for very-low to moderate income residents, when appropriate, all subrecipients will be required to sign the Section 3 Certification which states the purpose of Section 3 and that work performed under this contract is subject to the requirements of Section 3. The documentation lists requirements for recruiting Section 3 residents, which includes: where job notices/advertisements should be listed to ensure Section 3 residents have an opportunity to apply; maintaining a list of Section 3 residents who have previously applied for job opportunities; and that the contractor must certify that vacant employment and training positions were not filled to circumvent the contractor's obligation under 24 CFR Part 135. Contractors must sign that they will make every effort to "...comply to the greatest extent feasible with the objectives and percentage goals established in the Section 3 Plan for Housing and Community Development Assistance of the City of Norwich."

The opportunity to attend employment related trainings will be made available at the Norwich Public Housing Authority for residents who have related experience. Contractors will be provided with the list of individuals attending trainings in order to promote potential employment opportunities.

13. **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.**

N/A – Norwich Housing Authority is not designated as “troubled”.

### **Homeless and Special Needs 91.220(i)**

14. **Describe, briefly, the jurisdiction’s plan for the investment and use of available resources and one-year goals for reducing and ending homelessness.**

The Director of Norwich Human Services and her assistant, who are both municipal employees paid by local taxes, are on the Executive Committee of the Southeastern Connecticut Regional Partnership to End Homelessness. This group is responsible for the drafting and implementing of the region’s Ten Year Plan to End Homelessness. The group is also responsible for submitting the region’s Continuum of Care Application to HUD for funds to address homeless prevention and supportive Housing. HUD awards an average of approximately \$1.2 million dollars annually to the various non-profits and municipal agencies listed in the Continuum of Care application for serving residents in the Norwich-New London area.

The service providers funded by the Continuum of Care grant include a wide variety of service providers. The vast array of services offered through these programs include two-year transitional housing for homeless women and women with children, a family homeless shelter, supportive housing for single adults, security deposit , rental assistance, utility assistance and food assistance programs for populations at risk for homelessness, landlord-tenant mediation programs, mobile and stationary medical care for homeless individuals and individuals with HIV, case management services, mental health services, life skills counseling and transportation for residents of supportive housing. Currently, the combined services provide 36 beds of supportive housing in the City of Norwich and 123 beds for transitional housing.

CDBG funds administered through Norwich Department of Human Services will do several things to support homeless individuals in their quest to become housed and to prevent homelessness for individuals on the edge. Support of a winter shelter and case management services for homeless will be provided. The partners of the Continuum of Care also receive funding from the State of Connecticut Mental Health and Addiction Services, Federal PATH Funds, grants from private entities such as Pfizer, Dime Bank, People’s Bank, local churches and private fundraisers.

The Norwich Public Schools uses the McKinney-Vento assistance to provide transportation to the school of origin of clients, to the staff salary for a paraprofessional who helps homeless children and to provide partial payment of a salary for the coordinator of homeless services at the Norwich Public Schools. The City of Norwich Housing Authority, Department of Human Services and Office of Community Development work closely together on retaining vouchers for residents living in subsidized complexes that have been privatizing. The local shelter, TVCCA, also administers additional vouchers to place families in permanent affordable housing. The Norwich Housing Authority managed 514 housing choice vouchers for Norwich residents in the past year.

The City of Norwich is committed to providing affordable and supportive housing for its residents in need through city departments, agencies and local non-profit agencies. The Reliance House is a local non-profit organization that provides 36 units of temporary supported housing for the homeless. It has received Community Development Block Grant funds in the past through the City of Norwich for a homeless shelter .

The Thames River Family Program, jointly funded by HUD and the state, provides 24 units of supportive housing for homeless women and children. The jurisdiction supports the project and has provided funds for salaries, architectural costs and a youth services coordinator in previous years.

The Martin House provides housing for mentally ill and dually diagnosed individuals. The city provides funding for client management and livability programming which teaches clients to become self-sufficient.

The Flora O'Neil Apartments provides 6 transitional living apartments for formerly homeless women. The Katie Blair House offers two-year supportive housing for formerly homeless women.

Lastly, the City of Norwich, in collaboration with non-profit developer Neighborworks New Horizons, utilized NSP funds to renovate a previously foreclosed property into 4-units of supportive housing. The property is professionally managed by Neighborworks and the clients continue to receive on-going counseling and support through Reliance House.

**15. Describe specific action steps for reducing and ending homelessness that (i) reach out to homeless persons (especially unsheltered persons) and assessing their individual needs; (ii) address emergency shelter and transitional housing needs; (iii) help homeless persons (especially persons that are chronically homeless, families with children, veterans, and unaccompanied youth) make the transition to permanent housing and independent living.**

The City participates in the Continuum of Care and shares services along a broad array of providers. Several members of the Continuum of Care

provide Homeless Prevention Services. Catholic Charities, Bethsaida Community Inc., DCF, Child and Family Agency, Reliance House, Salvation Army, Sound Community Services, SMHA, Stonington Institute, TVCCA, Thames River Family Program, the Women's Center and Norwich Human Services provide emergency rental assistance. Mortgage assistance is provided by Catholic Charities, Child and Family Agency, Dime Bank, Liberty Bank, TVCCA and the Salvation Army. Bethsaida Inc., Catholic Charities, DCF, Norwich Human Services, Reliance House, Salvation Army, Sound Community Services, SMHA and TVCCA give utility assistance. Legal Assistance is provided by The Women's Center, Connecticut AIDS Legal Network and Connecticut Legal Services. Counseling and Advocacy are provided by Bethsaida Inc., Catholic Charities, DCFMartin House, Norwich Human Services, Reliance House, Salvation Army, Sound Community Services, SMHA, Stonington Institute, TVCCA, TRFP, Veterans Center and the Women's Center. Federal grant funds that provide emergency funds for food and shelter are managed by the local chapter of the United Way. The Alliance for Living provides security deposits, utilities assistance, counseling and rental assistance for people with HIV and AIDS.

The City works with the Southeastern Connecticut Coalition to End Homelessness and the other providers to meet the need and connect the most vulnerable of populations with supportive services that allow individual to achieve as much independency and self-sufficiency as possible.

The Ten-Year Plan focuses on three key components – Housing, Providing Safety-Net and Increasing Employment Opportunities & Income. As excerpted below, the City will make efforts to assist in carrying out these goals and recommendations:

### Goals and Recommendations

Southeastern Connecticut's plan for addressing the housing needs of its homeless citizens will involve four core elements

- Developing permanent supportive and affordable housing;
- Advancing a public policy agenda which minimizes the regulatory barriers to developing housing and prioritizes our shared goal of ending homelessness;
- Carrying a public information campaign regarding our plan to every town and city on the region;
- Assuring that agencies who provide services to homeless individuals and families prioritize the self-determination of their residents and have resources to continuously improve the quality of their programs.

### Goal:

All homeless individuals and families will have access to safe decent and affordable housing with support services available if needed.

### Measures:

1. The average stay in area homeless shelters will be reduced to less than 30 days by 2013.

2. 90% of those leaving area transitional housing programs will move on to permanent housing.
3. The number of chronically homeless individuals and families will be reduced by 70% (from 148 to 48) by January 2013.

### Goal 2:

Local government policies and practices will reflect the region's commitment to ending homelessness. Southeastern Connecticut will be an active participant in state and national efforts to effect change in support of our goals.

### Measure:

The Southeastern Connecticut Council of Governments (SCCOG) will adopt the ten year plan and assist with its implementation.

### Goal:

Individuals and groups throughout Southeastern Connecticut will know about the Ten Year Plan and understand how they can help to end homelessness.

### Measures:

1. By January 2013, at least one civic and one faith organization from each town will be represented on a public information planning committee promoting the Ten Year Plan.
2. By 2013, public information efforts will reach each town in the region, educating community members regarding homelessness in Southeastern Connecticut and what they can do to help end it.

## **16. Homelessness Prevention—Describe planned action steps for reducing ending homelessness that help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to be discharged from publicly funded institution and systems of care or those receiving assistance from public or private agencies that address housing, health, social service, employment, education or youth needs.**

As part of a different approach that began last year, the City will continue the unique coordination of efforts between food pantry recipients and shelter participants. Although we had previously collected client information from both cohorts prior to last year's change, there has been limited case management coordinated between the two, due to the limitation of resources – both human and financial capital. These two programs will work closely to measure needs of the population through increased case management. Conversations about barriers, income, emotional, physical, and educational needs of the clients will be tracked. Case management teams will look to create a community profile to uncover city-wide needs that are not being addressed adequately or efficiently.

Using CDBG funds to provide operational costs at the emergency winter shelter is essential to keeping homeless adults safe throughout the winter months. Caseworkers at the winter shelter work to locate permanent housing for the majority of people using the shelter annually. The program has been successful in moving clients into permanent housing, however the number of clients serviced every year remains the same due to the number of new

homeless individuals coming to the shelter. Unfortunately, the data on the impact of this collaboration is not available at this time.

It is important to note that formal discharge protocols are in effect for foster care, mental health care and incarceration. A health care discharge protocol is in development. A Chafee Plan has been written by the State of CT to outline the state's plan for implementing the Foster Care Independence Act of 1999. A Community Housing Assistance Program provides discharged youth with a subsidy to cover living expenses. With few exceptions, foster care programs do not discharge youth to emergency shelters, the streets or McKinney-Vento funded beds.

The State of Connecticut Department of Mental Health and Addiction Services (DMHAS) have policies in place that ensure every attempt is made to verify discharge housing arrangements. Clients shall not be directly discharged by an inpatient facility to an emergency shelter or the street. No patient shall be discharged from a DMHAS facility without documented evidence that discharge and aftercare plans have been made an integral part of the treatment plan.

The Department of Corrections completes an Offender Accountability Plan for each inmate. A standardized discharge plan is completed with inmates at the end of the sentence, identifying housing, identification and community resource needs. With few exceptions, the Department does not discharge youth to emergency shelters, the streets or McKinney-Vento funded beds.

In addition to the Goals defined under specific activities to undertake, the City of Norwich has approved the Southeastern CT Coalition to End Homelessness recommendations to address those goals, as noted below:

The following are recommendations for the region as well as the City:  
Recommendation Goal 1:

- Adopt recommendations of the statewide Reaching Home Campaign by creating 704 new units of permanent affordable and supportive housing over the next ten years;
- Prioritize the addition of 148 units of permanent supportive housing over the next three years specifically for those who are currently experiencing chronic homelessness;
- Develop 564 new units through a combination of new development and rehabilitation;
- Utilize 140 total units through the use of existing housing.
- Expand the capacity of area non-profits to develop and operate supportive housing by encouraging formation of at least one development team annually to apply to the Corporation for Supportive Housing's One Step Beyond Training Institute, or other capacity building initiatives.

- Investigate formation of a non-profit housing development corporation or collaborative whose mission would focus on the creation of permanent supportive housing in the region.
- Identify traditional and non-traditional funding resources to support the development of permanent supportive housing in the region and disseminate information to potential developers, service providers and property managers. Examples of funding resources may include the Affordable Housing Trust Fund, resources for pre-development funding such
- as the Corporation for Supportive Housing, the Next Step Initiative, funds from the U.S. Department of Housing and
- Urban Development, tax credit deals, and others.
- Build on the successful collaboration between the Southeastern CT Mental Health Authority, Sound Community Services and the New London Housing Authority to add 20 units of supportive housing to those currently being utilized by formerly homeless individuals and families.
- Create initiatives similar to that of the New London Housing Authority in Groton, Norwich and other communities in the region.
- Identify area agencies that are willing to take on “master leases” and other models for supportive housing units developed through the use of existing housing, indemnifying private landlords who may be hesitant to lease units to individuals and families with poor rental histories or other barriers.
- In collaboration with the Regional Planning Agency, Southeastern CT Council of Governments, and the Southeastern CT Housing Alliance (SECHA), create an inventory of land and properties in the region suitable for housing development or rehabilitation.
- Increase housing production capacity by engaging for-profit housing developers in the attempt to end homelessness.
- Investigate new models to support homeless families in gaining access to permanent affordable housing including shallow subsidies (partial rental subsidies often for \$150 to \$200 month), transition in place models (transitional supportive housing programs where the tenant assumes the lease at the end of two years) and other alternative funding sources for housing subsidies.
- Prioritize funding for incentives to local landlords who make affordable units available to homeless such as small cash grants or loans for minor repairs.

### Recommendation Goal 2:

- Work with the SCCOG to gain the support of every town and city in the region to contribute to the shared goal of ending homelessness.
- Where new housing production is prevalent, encourage those communities to adopt 80/20 standards which assure that market rate development includes a

- 20% set aside for affordable housing. In addition, support the establishment of a per unit buy out clause on affordable housing development as utilized elsewhere in Connecticut cities to allow the establishment of local affordable housing trust funds.
- Work with towns in the region to assure that supportive housing is included
- as an ongoing strategy for meeting their 10% affordable housing development requirements and/or other community development initiatives.
- Through SCCOG and the Regional Planning Authority, identify adjustments to current zoning regulations across the region, including density restrictions, to support the development of permanent supportive housing. Look to municipalities around the state, such as Stamford and New Haven, for initiatives that can be replicated in Southeastern Connecticut.
- Work with the Statewide Reaching Home Campaign, Housing Production
- sub-committee to identify ways to speed production of supportive housing in the region and to create incentives for involvement by for-profit developers in order to increase local capacity.
- Collaborate with and support SECHA efforts to preserve and develop quality affordable housing in the region.
- Expand availability of security deposit assistance to homeless families and individuals who have located housing but cannot afford to pay a security deposit. Investigate the use of non-traditional funding resources for such assistance including the establishment of a loan pool supplemented by donations and housing court related fines.
- Advocate for the Department of Mental Health and Addiction Services to examine and include best practices in provision of treatment and substance abuse services to those who are actively using or prone to relapse.
- Advocate for the expansion of residential treatment opportunities for those struggling with addictions.

### Recommendations Goal 3:

- Work through the SCCOG, United Way of Southeastern Connecticut and community leadership to launch a public education campaign throughout the region with the goal of addressing the stigma associated with supportive housing and gaining widespread support for the region's efforts to end homelessness.
- Work specifically with the faith community to advocate in support of efforts to contribute as above, particularly in sub-urban towns.
- Increase public awareness at every opportunity by publicizing progress toward our goals through press releases, radio interviews, and public service announcements.
- Provide information and training to local landlords on the benefits of working with providers in housing homeless and formerly

homeless individuals and families. Information and training include:

- Information on local and state incentive programs;
- Tax abatements and how to access them;
- How supportive housing works;
- Services and interventions for tenants;
- Success of scattered site supportive housing.

**17. Describe specific activities the jurisdiction plans to undertake to address the housing and supportive service needs of persons who are not homeless (elderly, frail elderly, persons with disabilities, persons with HIV/AIDS, persons with alcohol or other substance abuse problems).**

The Community Development Block Grant has funded several opportunities over the last 2 program years to address issues mentioned in this question. These opportunities included: handicap accessible ramps, access to nutritional programs that the elderly can benefit from and assistance to the Southeastern Council on Alcoholism and Drug Dependency. The City will continue to address needs of the non-homeless special needs categories to ensure the most vulnerable of populations are protected. This includes working with the Continuum of Care, Southeastern Mental Health Affiliates and the partner agencies affiliated with these programs and the activities mentioned in questions 14, 15 and 16.

The City of Norwich will work with the Norwich Public Housing Authority to engage residents in financial self-sufficiency opportunities for residents as well as case management of services geared towards promoting wellness.

**Barriers to Affordable Housing 91.220(j)**

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

High state-wide housing prices and low wages conspire to create a situation where housing choice is impaired. Insofar as high housing prices are a function of inadequate supply, the City of Norwich has taken significant steps to increase the supply of affordable housing. From 2006-2011, 123 units of affordable housing were created through City-supported projects.

In 2012-13, the Norwich Property Rehab Program will make 32 housing units lead safe and provide rehabilitate funding to 22 of those housing units. As part of the rehabilitation program, the majority of units will receive energy efficiency upgrades that include windows, heating and insulation. Units will also receive pre-construction energy audits as well as information regarding rebates on energy efficient appliances. As a result, the rehabilitation program not only improves housing stock while providing adequate housing

for very-low to moderate income individuals, it also works to reduce housing cost burden.

Low wages in the region work to impair housing choice. Therefore it requires more than just a housing rehabilitation strategy to make housing affordable. The City of Norwich has committed a significant portion of its grant to attacking the sources of poverty at the root. The job training assistance program will be augmented to train eligible applicants for higher paying jobs. Enabling people to earn living wages and retain more of their earnings by assisting them with basic needs such as education, childcare and food will improve their ability to have a choice of housing.

For existing homeowners, the City of Norwich also refers homeowners having difficulties paying mortgages to a HUD approved housing counseling service at Catholic Charities.

From a policy perspective, the City will focus on helping to support an increase in the housing and community development function in the Congressional budget resolution(s), specifically HUD related funding. Congress has already made significant funding cuts in low-income housing and related programs. We will pursue opportunities to advocate for Congress to increase appropriations back to the nominal 2010 level, at a minimum. Deep cuts decrease the availability of affordable housing. The lack of affordable housing impacts all facets of the American economy. It is a primary driver of homelessness, prevents stability in those slightly above poverty and works to create additional health and safety barriers for low-to-moderate income people. It, in turn, increases other line-items in the National budget.

As part of pursuing these opportunities to advocate, the City will work to advocate for Housing Choice Vouchers program and to restore cuts proposed to the HOME, 202 and 811 programs. Community Development will work to educate elected officials and residents on the real impact of supportive housing and affordable housing programs. We will work with organizations such as Corporation for Supportive Housing, Connecticut Housing Coalition, Connecticut Fair Housing, Connecticut Coalition to End Homelessness to help advocate for policies that not only remove barriers directly but also provide adequate resources to meet the HUD housing objectives.

### **Other Actions 91.220(k)**

- 19. Describe the actions that will take place during the next year to address obstacles to meeting underserved needs, foster and maintain affordable housing, evaluate and reduce the number of housing units containing lead-based paint hazards, reduce the number of poverty-level families develop institutional structure, enhance coordination between public and private agencies (see 91.215(a), (b), (i), (j), (k), and (l)).**

The City will continue to address Lead Based Paint, as well as other environmental concerns in coordination with the Property Rehabilitation Program. The CD office received another \$2.1 million Lead Based Paint Hazard Control grant for reduction of lead based paint hazards in residential properties from HUD's Office of Healthy Homes. The Office of Community Development had successfully completed a former round of funding for the same program during the last three years.

The new \$2.1 million grant will result in the Norwich property Rehab Program increasing its volume of lead safe housing unit production annually. An additional staff member that specializes full time in community outreach for the lead hazard reduction program will continue to implement an extensive outreach and education program about lead hazard reduction and the availability of funds for rehabilitation. This outreach will specifically target families with young children and the minority community.

Progress and Performance: The City of Norwich Community Development Office recently completed its third and final year of the 2009 ARRA funded Lead Based Paint Hazard Control (LBPHC) Grant. The program's performance has been excellent, achieving a "green" designation on all HUD quarterly evaluations with numerical scores never below 95%.

2009 LBPHC	Category	Actual	Program Goal	% to Goal
	Enrolled	105	110	105%
	Assessed	86	110	128%
	Cleared	63	105	167%
2012 LBPHC (Eff. 5.15.2012)	Category	YTD Actual - In Start-up	Anticipated 9.30.2013	N/A Due to Program Start-Up
	Enrolled	0	69	
	Assessed	0	47	
	Cleared	0	29	

As shown in this chart, we completed the program ahead of schedule in all categories and achieved a 167% of original program goal (outcomes). Our capacity and ability to handle impediments are evidenced by exceeding outcomes.

Capacity Building Efforts:

- Lead/Rehabilitation Officer providing overall project delivery and oversight
- Utilize per-diem Diversity Outreach Specialists to better assist/access underserved and limited English proficient populations
- Certified Contractor training/education

- Training/Education to property owners, renters and multiple housing/health inspectors (fire marshals, building inspectors, health inspectors)

Community Impacts: Our recently completed program has had numerous positive impacts in the community to date:

- Produced 105 newly lead-safe housing units
- Used lead funding in coordination with the Neighborhood Stabilization Program (NSP) to return foreclosed and uninhabitable/abandoned properties back to the market
- Increased property value assessments and tax revenues
- Used lead funding in coordination with CDBG to return 19 (30% of total units completed) condemned units to the market
- Conducted 58 educational/outreach events in the community to date reaching approximately 6500 unduplicated individuals with basic Lead Paint Hazard awareness
- "Diversity Outreach Specialists" employed to target the burgeoning populations of non-English speaking families here in Norwich (Chinese, Hispanic, Haitian). Through the use of these "Specialists" we have reached underserved immigrant populations (45% of enrolled units to date); this builds community relationships and trust
- Created employment opportunities for small and minority contractors

The City will focus on 3 overarching priorities and objectives during the next year. We will work to (1) Provide Decent Affordable Housing by managing programs that increase homeownership opportunities as well as promote code improvement and energy efficient housing; (2) Create a Suitable Living Environment by focusing on activities working to address quality of life issues that encourage collaboration and foster a sense of community on a city-wide scale; and (3) Expand Economic Opportunities for Low-to-Moderate Income Residents by supporting programs that increase self-sufficiency and stability of residents.

Provide Decent Affordable Housing - The City will continue to provide a Property Rehabilitation Program, which is available to both owner-occupants and investor-owners. The program anticipates performing full property rehabilitation including lead hazard reduction for 22 housing units and associated project delivery costs (partial salary and fringe benefits for Rehab/Lead Officer and Program Assistant.) The Lead Hazard Reduction Program will make units lead-safe. The program requires rents to remain accessible to low and moderate-income renters after completion of rehabilitation. The direct result of reductions in funding requires the program to limit the amount of funding given per unit from \$30,000 per single unit to \$15,000 and adjusted the repayment term from 30-years down to 15-years. This allows us to maintain the program, have broad impact and sustain affordability for the borrower/client.

The City of Norwich previously administered a \$867,000 Neighborhood

Stabilization Program (NSP) for foreclosed homes in the target neighborhoods of Greeneville and Downtown Norwich. The City worked with two local non-profit housing developers ECHO and NeighborWorks to produce 16 housing units in formerly foreclosed residential properties in the target neighborhoods. Over 50% of those units were restricted to housing residents whose income does not exceed 50% of the Area Median Income.

As the NSP1 program comes to a close, the City had the opportunity to apply for NSP3, which provided an additional estimated \$400,000.00 to stabilize neighborhoods. We will work to continue the successes achieved under NSP1 and leverage resources and skills of multiple non-profit developers of affordable housing. The housing partners will work closely with the TVCCA family shelter, transitional living facilities and Norwich Human Services to identify eligible tenants to work to benefitting low-to-moderate income individuals. There is a requirement for 25% of funding to be used for those at or below 50% AMI.

The DIME savings bank continues to operate the CHAMP program. The CHAMP program offers below market rate loans to developers of affordable housing. There is a requirement that the rents remain affordable. The DIME savings bank also has a down payment assistance program where low and moderate-income client funds are matched by the bank up to \$5,000 for a required down payment.

Norwich is unique in that it has its own utilities company. Norwich Public Utilities (NPU) provides electricity, gas, water and sewer to residents. We will partner using local dollars and the Connecticut Energy Efficiency Fund to help residents lower utility costs and their housing cost burden. NPU will provide energy audits and solutions, while working to incentivize residents to upgrade antiquated systems.

The City of Norwich continues to support efforts in the State legislature that increase opportunities to make housing affordable in Connecticut, including the HOME Connecticut Program and the CT Housing Trust Fund.

Create a Suitable Living Environment – Improving quality of life has a different meaning based on what your needs are. It can begin, for some, at a young age. Learning proper behavior, language, social skills, values, attitude and work ethic early on increases the opportunities in the future. It also works to strengthen community ties and improve neighborhood safety through better communication. That is why the City will continue its relationship with and funding of Big Brothers Big Sisters who will mentor youth to ensure opportunities to become vibrant and positive members of Norwich are not limited.

Southeastern Connecticut is home to a broad range of individuals who hail from diverse backgrounds in education, wealth, race and ethnicity. While the region is diverse, the community has the same concerns involving crime,

education, poverty and infrastructure maintenance found in more densely settled regions. In those more densely populated settled regions, you will find a multitude of talented social service agencies and non-profits available to assist low-to-low-moderate income individuals. Norwich is now the largest city in New London County based on Census population data. Even prior to the increase in population, Norwich provided an inequitable amount of resources towards assisting low-income individuals.

The City will introduce high-resolution, pan-tilt observation cameras which will utilize fiber-optics in key very-low income crime areas which have been a troubled spot for criminal activity. We believe this will also work to be a catalyst for economic development in a low-moderate income area which will have a positive impact on job creation for LMI population. The neighborhood also contains the oldest and most distressed housing stock – posing a serious risk for resident’s safety. As a result, the cameras will also represent an opportunity for not only police, but other emergency personal to evaluate any situation occurring and choose the correct equipment for the job.

Expand Economic Opportunity - There are a number of key methods to increase self-sufficiency and stability of residents. It can be achieved by increasing residents’ income, decreasing debt or financial obligations, increasing assets and improving their ability to communicate effectively. That is why funding English as a Second Language as well as Norwich Works job training and education programs are essential to improving the economic efficiency of LMI residents.

This year, the City of Norwich will work to promote economic growth through business retention and expansion programs. The program will provide funding to Norwich businesses that hire low-to-moderate income residents with long-term job opportunities. Funding will be between \$5,000-10,000 per full-time equivalent (FTE). Businesses will be required to hire and retain that employee for a minimum of 12-18 months, otherwise funding will cease and/or be recaptured.

The City of Norwich is organized as a City Council/City Manager form of local government, with a Mayor who is a member of the Council. The City Manager is the Chief Executive Officer of the City of Norwich and has statutory responsibility for community development and other City programs. The City Manager has delegated the responsibility for planning and implementation of the community development program to the Office of Community Development. This office is the lead agency for implementing and managing the Consolidated Plan programs. Information on the team is listed.

Requests for funding are first reviewed by the Office of Community Development to ensure applicability with the 3-National Objectives. Applicants are provided the opportunity to minimally attend one of two public meetings to discuss their program with the Community Development

Advisory Committee (CDAC). This seven member committee is composed of Norwich residents and is appointed by the City Council. The Committee members are actively involved in the assessment and determination of community development needs, and the establishment of funding priorities. The CDAC provides an important link between the City government and the community at large. All funding allocations are deliberated by the CDAC prior to being referred to the Council for a vote on the recommended allocation. At least one public hearing to attain resident input will be held prior to the final vote.

*Community Development Supervisor, Gary A. Evans, has 14 years of experience creating and implementing programs that help low-moderate income individuals become financially stable and self-sufficient. He will monitor activities for all aspects of program compliance with assistance from other key staff. Mr. Evans provides technical and programmatic design, overall management, liaison with City Manager and City Council, and supervises Community Development staff.*

*Program Assistant, Susan Goldman, who is currently in this position, has ten years of experience administering community development programs. Ms. Goldman has the following responsibilities: oversight of department activity budget and related ledgers, management of program income and revolving loan accounts, monitors expenditures for timeliness compliance as well as reviews submitted invoices and supporting documentation, manages daily financial aspects of grants, including accounts receivable and payable, tracks financial aspects of all rehab/lead contracts and change orders, prepares documentation for Lead Program LOCCS draw downs, IDIS, and works with the City Accountant in the Finance Department to reconcile accounts monthly ensuring funds are not co-mingled.*

*Lead/Rehab Officer, Program Manager. Wayne Sharkey has extensive housing rehabilitation experience with a background in environmental construction issues. Previously, Mr. Sharkey held positions with private contractors as a project estimator and job supervisor for construction projects with a specific focus on environmental issues (lead paint, asbestos, hazmat). Mr. Sharkey is a lead paint inspector/risk assessor, licensed by the State of Connecticut and holds asbestos abatement supervisor credentials. Mr. Sharkey has been providing program management on behalf of the City for 10 years and manages rehabilitation activities for the CDBG funded Housing Rehab Program and administers the existing ARRA funded lead paint hazard control grant. In his capacity some key duties include: direction and oversight of intake and enrollment activities; coordinate/monitor work specification development; execute and monitor construction contracts/implementation; monitor lead paint hazard control work and unit production; coordinate and collaborate with program partners/sub-contractors to ensure benchmark goals are achieved; provide direction and monitor Intake/Outreach Specialist; track data and submit quarterly reports; interface with state and local entities to ensure program compliance.*

*The Intake/Outreach Specialist*, Denise Blake has 13 years experience in human service programming, and has been the Intake/Outreach Specialist for the last 2 years. This position is in charge of case management services including all client intake, qualification and data management. Ms. Blake works under the general supervision of the Community Development Supervisor.

As is evidenced by staff experiences listed above, the team's knowledge is part of the institutional structure. From a management perspective, the greatest concern is losing a valued member of the team. Lack of future funding is part of the concern. To avoid any reduction in delivery of service, staff will go through several cross-training exercises to ensure any decrease in staff does not impact service delivery. The Community Development Supervisor has been working with staff to develop a list of core duties with concurrent timelines/due dates. Staff will be versed in the duties of their colleagues in order to simulate the impact of staff reduction.

Staff also meet weekly to discuss opportunities to evolve the Community Development department – including Results Based Accountability (RBA) training to improve community outcomes and the creation of public-private partnerships that stabilize the local economy.

In addition, Norwich Human Services takes responsibility for administering the funds for staffing of the temporary winter shelter for the homeless. Norwich Human Services has been doing this work for many years and has social workers and administrators that specialize in working with the homeless population. Norwich Human Services has also administered a successful job-training program called *Norwich Works* that will be continued this year and augmented to add training in non-health related fields. The Office of Community Development partners with Norwich Human Services and Three Rivers Community College to administer the professional component of the expanded job-training program.

The Office of Community Development will oversee the bid process for all construction projects not done by the Norwich Housing Authority. The Norwich Housing Authority oversees their own bid process and has staff trained to conduct fair and open bidding in accordance with all federal and state requirements. The Norwich Housing Authority will provide the Office of Community Development with copies of bid notices, bid sheets, employee interviews and other required materials. The Office of Community Development will have access to job sites on demand for inspection. Monitoring of progress will be performed by the CD Office. Invoices will be sent to the CD Office for payment.

Subgrantees that are social service providers including Women's Center, Big Brother/Big Sister, Norwich Adult Education and Literacy Volunteers administer their own programs. These social service agencies are instructed

on the income-eligibility and residency requirements that their beneficiaries must provide. Norwich Police Department received training on adequate tracking of activities and reporting. They are instructed on the recordkeeping requirements of the Office of Community Development and are monitored by the Office of Community Development through quarterly reports and on-site visits.

The Office of Community Development uses professional engineers at Norwich Public Works and Norwich Public Utilities to perform project oversight on construction jobs. The Norwich Purchasing Agent oversees the bid process and attends contract signings to make sure contractors meet bond and insurance requirements. The Norwich Corporation Counsel of the law firm Brown Jacobson approves all legal documents.

The CD Office successfully established a learning circle with local level social service agencies within Norwich. The program worked to forge new partnerships, leverage resources and drive the achievement of personal self-sufficiency of very low income residents. It also provided us an opportunity to meet one-on-one with existing CDBG recipients and monitor their progress in impacting the lives of LMI clientele.

The "circle" is beginning to work to coordinate efforts of the multiple public service agencies that typically compete against each other for scarce resources. The effort should produce better trained agencies looking to partner in order to achieve city-wide outcomes that improve the quality of life to very-low to moderate income residents. The training provided a high focus on outcomes that change behavior, attitude, circumstances, knowledge and skills. This is pertinent to driving change in Norwich. Members will be involved with developing high impact outcomes using Results Based Accountability (RBA) and/or the logic model. Conversations have focused on capacity building and how to gain available resources to surmount barriers preventing impactful outcomes.

This proactive approach will tie into work being done in conjunction with regional agencies such as SECTPOH (Southeastern Connecticut Partnership on Housing and Homelessness) SCCOG (Southeastern Connecticut Council of Government) and the United Way of Southeastern Connecticut. These partnerships help address local public service concerns with a regional resolution. SECTPOH, SCCOG and United Way are essential to leveraging private resources to impact universally public concerns.

We will use our Diversity Outreach Coordinators to provide information to residents with limited English proficiency at least twice a year at Norwich Housing Authority resident service meetings. Norwich Properties Owner Association is a group of dedicated landlords who meet monthly. The Intake/Outreach Specialist will attend quarterly meetings to ensure adequate education and information about fair housing practices are addressed.

Lastly, the State Department of Economic and Community Development is active in coordinating community development through Neighborhood Stabilization Program (NSP) and if available, the limited HOME funds

**20. Describe the actions to coordinate its housing strategy with local and regional transportation planning strategies to ensure to the extent practicable that residents of affordable housing have access to public transportation.**

The City is in the process of completing the State required 10-year Plan of Conservation of Development (POCD) which has a high focus on transit-oriented development. The City recently opened the Intermodal Transportation Center (ITC) which will provide residents and commuters with access to bus, water and in the future, passenger rail. Norwich once had both passenger and commercial rail lines in full operation. Currently, commercial rail stops are available, however passenger rail stops are located outside of the City.

The POCD will keep zoning that relates to transportation and housing in mind as well as the location of existing bus service as development continues in Norwich.

As mentioned previously, Norwich is a lead municipality in the Southeastern Connecticut Council of Governments (SCCOG) and is taking an aggressive position on coordinating activities with promoting the upgrade of a commuter rail. This will connect Norwich residents and residents of the surrounding towns to New York, Boston, and Worcester.

Much of the existing affordable housing is on dedicated bus routes, using the Southeastern Area Transit (SEAT) bus. Many of the social service providers are also located on the bus routes, creating a system of support that is accessible. The City will proactively ensure that housing barriers that reduce access to necessary transportation routes are not created through representation on POCD and SCCOG meetings.

**HOME 91.220(I)(1)**

- 1. Describe other forms of investment. (See Section 92.205) If grantee (PJ) plans to use HOME funds for homebuyers, did they state the guidelines of resale or recapture, as required in 92.254. - N/A**
- 2. If grantee (PJ) plans to use HOME funds to refinance existing debt secured by multifamily housing that is being rehabilitated with HOME funds, state its refinancing guidelines required under 24 CFR 92.206(b). - N/A**
- 3. Resale Provisions -- For homeownership activities, describe its resale or recapture guidelines that ensure the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4). - N/A**
- 4. HOME Tenant-Based Rental Assistance -- Describe the local market**

**conditions that led to the use of a HOME funds for tenant based rental assistance program. – N/A**

**If the tenant based rental assistance program is targeted to or provides a preference for a special needs group, that group must be identified in the Consolidated Plan as having an unmet need and show the preference is needed to narrow the gap in benefits and services received by this population. – N/A**

5. **If a participating jurisdiction intends to use forms of investment other than those described in 24 CFR 92.205(b), describe these forms of investment. – N/A**
6. **Describe the policy and procedures it will follow to affirmatively market housing containing five or more HOME-assisted units. – N/A**
7. **Describe actions taken to establish and oversee a minority outreach program within its jurisdiction to ensure inclusion, to the maximum extent possible, of minority and women, and entities owned by minorities and women, including without limitation, real estate firms, construction firms, appraisal firms, management firms, financial institutions, investment banking firms, underwriters, accountants, and providers of legal services, in all contracts, entered into by the participating jurisdiction with such persons or entities, public and private, in order to facilitate the activities of the participating jurisdiction to provide affordable housing under the HOME program or any other Federal housing law applicable to such jurisdiction. – N/A**
8. **If a jurisdiction intends to use HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds, state its financing guidelines required under 24 CFR 92.206(b). – N/A**

**HOPWA 91.220(I)(3) – N/A**

1. **One year goals for the number of households to be provided housing through the use of HOPWA activities for: short-term rent, mortgage, and utility assistance to prevent homelessness of the individual or family, tenant-based rental assistance, units provided in housing facilities that are being developed, leased, or operated. – N/A**

**ESG 91.220(I)(4) – N/A**

- 1 Identify the written standards for providing ESG assistance in accordance with 24 CFR 576.400(e)(1) and (e)(3).
- 2 If the Continuum of Care for the jurisdiction's area has established a centralized or coordinated assessment system that meets HUD requirements, describe the centralized or coordinated assessment system and the requirements for using the system, including the exception for victim service providers, as set forth under 24 CFR 576.400(d)
- 3 Identify the process for making awards and how the jurisdiction intends to make its allocation available to nonprofit organizations, and in the case of urban counties, funding to participating units of local government.

- 4 If the jurisdiction is unable to meet the homeless participation requirement in 24 CFR 576.405(a), specify the plan for reaching out to and consulting with homeless or formerly homeless individuals in considering and making policies and decisions regarding any facilities or services that receive funding under ESG.
- 5 Describe the performance standards for evaluating ESG activities.
- 6 Describe the consultation with each Continuum of Care that serves the jurisdiction in determining how to allocate ESG funds, develop performance standards, evaluate outcomes of activities assisted by ESG funds, and develop funding policies, and procedures for the administration and operation HMIS.

## OTHER NARRATIVES AND ATTACHMENTS

Include any action plan information that was not covered by a narrative in any other section. If optional tables are not used, provide comparable information that is required by consolidated plan regulations.

As the lead agency, the Office of Community Development (CD) coordinated meetings, public hearings and consultations with a variety of entities. Key stakeholders include housing providers, non-profit partners and community representatives. To ensure funds are being used to impact very low to moderate income individuals, the CD consults with social service agencies regarding overall community needs, job training needs, elderly needs, homeless needs, and mechanisms for economic empowerment. Partners such as Norwich Human Services (which provides programming similar to Community Action Agencies), Norwich Adult Education, Literacy Volunteers and Big Brothers/Big Sisters help us look deeply into the needs of adults as well as at-risk youth.

We work in collaboration with housing agencies such as the Norwich Housing Authority, Neighborworks New Horizon, Eastern Connecticut Housing Organization (ECHO) and Habitat for Humanity to aide in driving down housing cost burden and improving the quality of affordable housing in Norwich.

Consolidated Plan programs are administered through CD with input from the following organizations:

- Community Members
- Norwich Public Safety (Police and Fire)
- Norwich Public Works
- Lending Institutions
- Women's Center of Southeastern Connecticut
- Norwich Recreation Department
- Board of Education
- Norwich Building Department
- Norwich Public Utilities
- Norwich Fire Marshall's Office

## **ANTIPOVERTY STRATEGY**

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

The City of Norwich is working diligently to create opportunities for businesses to expand or relocate to the area. The well paid technology and manufacturing jobs have been significantly reduced and replaced by the need to hire low skilled, poorly paid positions within the service industry. The City is working with the business community to raise the skill level of residents in order to increase their wage scale; improve resident's ability to communicate effectively; introduce strategies that decrease monthly obligations in order to increase disposable income; and foster an environment for businesses to thrive.

The Office of Community Development is making a significant investment in job training, education for residents with limited English proficiency, energy efficiency measures designed to reduce utility bills for low-income people and job creation/retention programs to increase the living wage. We are also making significant investments to assist homeless working families to regain housing.

Due to the high number of foreclosures that has disadvantaged renters and homeowners alike, the Norwich Office of Community Development is responding to this situation by administering another round of the Neighborhood Stabilization Program. The previous program resulted in 16 new rental units in formerly abandoned and foreclosed properties. This round will focus on homeownership as a primary objective. The CD Office uses the Rehabilitation program as an opportunity to decrease housing cost burden through energy efficiency and aid in ensuring residents live in affordable, safe and decent housing. Without this program, many homeowners would be unable to sustain homeownership and many renters may choose to pay more in rent to ensure a safer and/or more decent housing.

The Office of Community Development will continue to invest in job training and education, a powerful tool against poverty. The components of the education and job training programs range from investment in English language skills to job training in the health sciences and other skilled trades. A local shortage of health care workers means that those trained in that area will be able to secure gainful employment and improve their financial situation. The Office of Community Development confers extensively with industry leaders and human service professionals to identify those trades with employment and earning potential. The Office of Community Development will continue to research which jobs are in demand in the region when expanding its job training program in the future.

Investment in Norwich Public Housing will have a direct financial benefit for low-income residents of public housing residents that pay their own utility bills. The rise in oil and gas prices has made it difficult for low-income people to pay their utility bills, which in some cases can exceed the cost of rent. For a third year in a row, the Office of Community Development is making a significant contribution to a project that will reduce energy consumption of low-income people.

Norwich is a member of the Southeastern Connecticut Enterprise Region (SeCter), an organization that maintains an office in New London. SeCter provides technical assistance to entrepreneurs and operates a revolving loan fund where business owners can attain below-market rate loans.

Norwich Human Services, a municipal agency, offers free tax filing assistance for low and moderate-income families and is an official VITA site. NHS and several area non-profits also offer assistance to prevent eviction, including landlord-tenant mediation, emergency rent assistance and utility assistance.

United Community and Family Services in Norwich offers a range of medical services to uninsured individuals and those insured through Medicaid. Free OB-GYN services, including mammography, are offered to uninsured women. Foster Care Support, child abuse prevention programs, and pediatric and adult primary care services are available at the clinic.

Lastly, the City of Norwich will fund a job creation/retention program using CDBG funds. This program will work to leverage state, federal and private funds to create or retain jobs for low-to-moderate income employees.

### **Monitoring/Compliance**

The Office of Community Development provides training to new grantees on grant expectations and requirements. The first part of the training focuses on proper recordkeeping and ensuring client eligibility requirements are met. The second component focuses on creating and managing defined outcomes that more accurately align with the 5-Year Consolidated Plan. All social service subrecipients and relevant administrators are required to attend. This ensures the employees delivering the services are aware of what needs to be achieved and the message is clear as it passes down the hierarchy.

Prior to receiving funding or work beginning, the City requires subrecipients to execute an agreement with specific performance requirements. The City of Norwich handles all infrastructure projects not administered by the Norwich Housing Authority. The Office of Community Development performs on-site employee interviews with construction personnel to ensure that contractors are adhering to the requirements of the Davis-Bacon Act.

The Purchasing Agent collaborates with the Office of Community Development regarding the bidding process for non-Housing Authority infrastructure jobs. For public service programs, the Office of Community Development requests income information based on the HUD methodology of qualifying clients.

This information is maintained by the individual grantees and is available to the Community Development Office in a redacted form for monitoring purposes. Per HUD guidelines, homeless and/or disabled individuals and clients receiving assistance as a result of domestic violence are presumed to be low-income.

The CD Office will conduct monitoring throughout the year for public service and construction. Whenever necessary, further monitoring procedures will be developed in conjunction with the initiation of new programs, as required by HUD. This will be done to help ensure long-term compliance with program requirements and comprehensive planning requirements.

All public service subrecipients are required to submit quarterly reports to the Office of Community Development and be available when requested for an on-site visit. During the on-site visit, a CD staff member will conduct a questionnaire regarding performance measures established during the training session and will review financial records. The questionnaire is a mix of yes/no questions, verifiable data requests, evidenced responses from multiple file review and anecdotal evidence. All clients receiving direct assistance will be required to submit income information per program guidelines. Clients of subrecipients will submit this information to the subrecipients who will certify that at least 51% of the population they serve are low or moderate-income.

Property owners receiving assistance will certify that they will not exceed the applicable fair market rents for the period of time required by regulation for units rehabilitated with Norwich Property Rehab funds. Specific monitoring for lead-based paint compliance will continue in the Property Rehab Program. Section 504 discrimination regarding handicapped accessibility will be monitored through individual inspections by the Community Development Office and the Housing Department. Adherence to Davis Bacon wage requirements will be assured through on-site visits and interviews to any CDBG funded construction project by a member of the Community Development Office or the Norwich Housing Authority.

The Community Development Office will seek authorization from the State Historic Commission whenever work on a historic structure is contemplated. Environmental review will be performed on all projects, as applicable, by the Community Development Office in concert with the Planning Director and the Fire Marshall.

As part of our recent HUD OHHLHC 2012 Lead Based Paint Hazard Control award, the City will use a new GIS program to integrate the tracking of lead interventions with building, fire, police, public utilities, planning and the assessor databases. This increases the opportunity to reduce code, health and safety issues that may otherwise go unnoticed and uncoordinated. In PY 2012, The CD Office in coordination with the aforementioned departments will provide homeowners with a basic maintenance checklist which they agree to follow as part of the terms of the loan.

In the event the City has concerns regarding timeliness of expenditures, the Community Development Office will place the subrecipient on a performance improvement plan in order to remedy such concerns. This plan includes a work-out schedule starting from an end date to achieve compliance, working backwards to put the project back-on-track through a series of benchmark dates.

Per HUD guidelines and in coordination with our CDBG application process, all recipients of funds are subject to minority business as well as Section 3 outreach. As stated previously in the Annual Action Plan:

“In order to promote employment opportunities for very-low to moderate income residents, when appropriate, all subrecipients will be required to sign the Section 3 Certification which states the purpose of Section 3 and that work performed under this contract is subject to the requirements of Section 3. The documentation lists requirements for recruiting Section 3 residents, which includes: where job notices/advertisements should be listed to ensure Section 3 residents have an opportunity to apply; maintaining a list of Section 3 residents who have previously applied for job opportunities; and that the contractor must certify that vacant employment and training positions were not filled to circumvent the contractor’s obligation under 24 CFR Part 135. Contractors must sign that they will make every effort to “...comply to the greatest extent feasible with the objectives and percentage goals established in the Section 3 Plan for Housing and Community Development Assistance of the City of Norwich.””

Advertising of opportunities takes place in locations that ensure exposure to and increase likelihood for minority contractors to apply. This includes but is not limited to public housing authorities, City/State procurement websites that encourage WBE/MBE contractors to apply, ESL programs, and Lead Based Paint remediation certification trainings. Many of the community based projects funded lend themselves to minority business owner opportunity criteria. In the event an unfair ratio of non-minority business owners were not responding to and/or winning bids, this office would implement requirements to ensure such contractors were fairly represented in the process. This may include additional statements promoting preference for and/or encouraging WBE/MBEs to apply.

The CD Office will continue to meet monthly and quarterly through round-table discussions with key industry leaders representing non-profit service providers & developers, the business community, utility

companies and government agencies. This will ensure dialogue continues around programs that benefit low-to-moderate income individuals. The 2010-2014 Consolidated Plan produced a list of activities to be under-taken over the 5-year period. The CD Office will continue to work with the CDAC to ensure requests for proposals for CDBG applications focus on achieving those goals. The CD Office will match applications to information maintained on updated HUD tables 1A thru 3C. This will allow the CD Office to measure the timed achievement of Consolidated Plan goals.

**Affirmatively Further Fair Housing**

The City completed its full Analysis of Impediments to Fair Housing Choice in February, 2012.

The Community Development Office developed the analysis in conjunction with multiple government, non-profit and business organizations, including but not limited to:

US Department of HUD	DIME Savings Bank	State Dept. of Banking	NAACP
Norwich Department of Social Services	Eastern Savings and Loan Bank	CHRO - Norwich/Hartford	Norwich ESL - Adult Education/Literacy Volunteers
Norwich Planning Department	Chelsea Groton Savings Bank	SCCOG	TVCCA
Norwich Building & Housing Department	Norwich Property Owners Association	NRZ Representatives	Centro De La Comunidad
City of Norwich Corp Counsel	ECHO	Office of Community Development	Statewide Legal Services
City of Norwich Personnel Office	Neighborworks New Horizon's	CT Housing Coalition	Chinese American Cultural Assistance Association
City of Norwich Diversity Committee	People's Bank	CHFA	Norwich Clergy Association
Norwich Housing Authority	Bank of America	CMBAA	Norwich Housing Citation Hearing Officer
Connecticut Fair Housing	Liberty Bank	DNEAC	Mohegan Tribe Cultural Community Program
Southeastern Connecticut Association of Realtors			

A number of recommendations were authorized as high priority by Council, including but not limited to the following:

1. Work with CT Fair Housing to conduct testing of sale and rental properties to identify such practices as racial steering and other violations of the Fair Housing Act at an early stage. Such testing should include controlled samples that are large enough to provide statistically significant results and findings.
2. Work with Eastern Connecticut Association of Realtors (ECAR) to provide training of real estate professionals is needed to

discourage steering based on race, ethnicity, familial status, or disability, the four primary bases of fair housing complaints. This should include educating property owners who rent and educating tenants city-wide.

3. Norwich will require “affirmative marketing” of all new residential developments and buildings in order to receive a building permit, zoning, or subdivision approval. The underlying concept is to make home seekers aware of the full array of housing choices available to them. For the developer, affirmative marketing means taking special steps to promote traffic from particular racial or ethnic groups that are otherwise unlikely to compete for their housing.
4. Train key staff (including everybody who might answer the phone at the police department) to refer callers about fair housing to the designated staff person in City Hall. The designated individual should be well-versed in fair housing law and practices. At least one backup individual should be assigned to field calls for when the designated individual is not available.

Information about fair housing violations and remedies should be easy to find on the city’s website as discussed below. The proper number to call for assistance with fair housing should be listed on the “Who Do I Call?” web page under a clear heading like “Fair Housing Complaints.” However, the city should not rely heavily on the Internet because many of those who face housing discrimination may not have ready access to the Internet, be very skilled on the Internet, or read English well enough to use the city’s website effectively.

In PY 2012, the CD Office is participating in programming with CT Fair Housing. The same organization has been contracted to complete the State’s Analysis of Impediments to Fair Housing. Testing of property owners already takes place within Norwich and we will work together on issues of concern. ECAR currently provides testing and has agreed to assist us in disseminating any information to new or existing realtors, listing agents, renters, buyer or sellers to ensure an increase in knowledge around fair housing practices. The City will send a representative with marketing material to discuss fair housing concerns.

In coordination with the City of Norwich Building department, we are developing new material that reinforces fair housing practices around building units and rental properties. The City is in the process of redoing the website. Within the next 30-days, the City will be able to add contact information regarding “Who to Call” regarding fair housing complaints.

Lastly, the City is actively pursuing funding opportunities to cover additional testing, training, literature and marketing opportunities around fair housing concerns.